

South Field Heritage Conservation District Plan



South Field
Oshawa Executive Airport
City of Oshawa
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1.0 Introduction

1.1 Background

On November 29, 2019, City Council considered Report DS-19-213 entitled “South Field Master Plan Study at the Oshawa Executive Airport” and authorized Development Services staff to undertake the process outlined in the *Ontario Heritage Act*, R.S.O. 1990, c. O.18 (the “Ontario Heritage Act”) to establish a Heritage Conservation District for the core area of the South Field encompassing Airmen’s Park, the No. 10 Building owned by the 420 Wing, the former Canteen Building and the former Stores Building. It should be noted that the City of Oshawa is the sole landowner of the core area of the South Field and all buildings within the core area, save and except for the No. 10 Building.

Subsection 41(1) of Part V of the Ontario Heritage Act enables the Council of a municipality to designate any defined area or areas of the municipality as a Heritage Conservation District. Further, the Council is enabled to manage and guide future change in the district through adoption of a district plan with policies and guidelines for conservation, protection and enhancement of the area’s special character. The first requirement for the creation of a Heritage Conservation District is the preparation of a heritage district study (the “Study”) and City Council’s approval of the Study, in consultation with the City’s municipal heritage committee (Heritage Oshawa).

On November 9, 2020, the Development Services Committee received Report DS-20-129 dated November 4, 2020, entitled “Draft Heritage District Study in Support of the Designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport”, which included the draft South Field Heritage District Study (the “draft Study”). The Development Services Committee referred the Report back to Development Services staff to consult with Heritage Oshawa on the draft Study, consistent with the requirements of the Ontario Heritage Act.

On November 19, 2020, at a Special Meeting of Heritage Oshawa, staff presented the draft Study to Heritage Oshawa for their review and comment. Heritage Oshawa provided comments on the draft Study at the Special Meeting, which were incorporated into the Final Study, where appropriate.

On November 30, 2020, Resolution DS-20-139, entitled “Recommendation to Endorse the South Field Heritage District Study prepared in Support of Council’s Decision to Advance a Heritage Conservation District at the South Field of the Oshawa Executive Airport” was presented to the Development Services Committee for consideration. Attached to the Resolution was a copy of the final South Field Heritage District Study (the “Study”). The Development Services Committee recommended the following to City Council:

- “1. That, pursuant to Item DS-20-139, Attachment 2 be endorsed as the final South Field Heritage District Study in support of the designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport; and,
2. That Development Services staff be authorized to prepare a draft Heritage District Plan for that portion of the South Field at the Oshawa Executive Airport endorsed by Council for designation as a Heritage Conservation District; and,

3. That Development Services staff report back to the Development Services Committee with the draft Heritage District Plan once it is prepared pursuant to Part 2 above.”

On December 14, 2020, City Council approved the recommendation of the Development Services Committee and in doing so endorsed the Study, and authorized the preparation of a draft Heritage Conservation District Plan by staff.

The Study was completed consistent with the requirements of the Ontario Heritage Act. It examined the character and appearance of the South Field’s buildings, structures and other features and determined that the core area of the South Field should be preserved as a Heritage Conservation District. It examined the proposed boundaries of the area to be designated, and determined that only the “core area”, i.e., the area containing Airmen’s Park, the No. 10 building, the former Canteen and the former Stores Building, has merit for district designation. It considered and made recommendations as to the objectives of the designation and the content of the future Heritage Conservation District Plan.

A map of the core area of the South Field proposed for designation as a Heritage Conservation District (hereafter referred to as the “District Area”) is included in Appendix A.

After analyzing the heritage attributes and background of the Study Area, the Study concluded that the Study Area merited designation under Part V of the Ontario Heritage Act in light of criteria 1 (i), 2 (i) and 3 (i, ii, iii) outlined in Ontario Regulation 9/06, under the three categories of:

1. Design or physical value;
2. Historical/associative value; and,
3. Contextual value.

The Study also determined that Airmen’s Park and its surroundings within the District Area have merit as a “designed” cultural landscape.

The conclusions of the Study support the designation of the District Area as a Heritage Conservation District. The Study analyzed the contextual, historical/associative and design/physical value of the various buildings, structures and landscapes, and identified the District Area’s heritage attributes which merit protection through the district designation. On the basis of this analysis and these conclusions, it was recommended to Council that a Heritage Conversation District Plan for the District Area at the Oshawa Executive Airport be prepared.

The Study has served as the background document for the preparation of the Heritage Conservation District Plan (the “District Plan”), and will continue to serve as a reference document in interpreting and understanding the District Plan. The policies and guidelines contained in Sections 5.0 and 6.0 of the District Plan have been prepared based on the assessment of the district’s heritage character undertaken through the Study, as well as the Study’s recommendations concerning the district boundaries within.

1.2 Plan Purpose

Subsection 41(1) of Part V of the Ontario Heritage Act enables the Council of a municipality to designate the entire municipality or any defined area or areas of the municipality as a Heritage Conservation District (H.C.D.). District designation enables the Council of a municipality to manage and guide future change in the district, through the adoption of a heritage district plan with policies and guidelines for conservation, protection and enhancement of the area's special character.

A Heritage Conservation District Plan for an H.C.D. under Subsection 41.1 of the Ontario Heritage Act shall include:

- Objectives to be achieved in designating the area as an H.C.D.;
- The cultural heritage value or interest of the H.C.D.;
- A description of the heritage attributes of the H.C.D. and of properties in the district;
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the H.C.D.; and,
- A description of the alterations or classes of alterations that are minor in nature and that the owner of a property in the H.C.D. may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining a permit.

This District Plan will address the elements listed above, and create a comprehensive plan for the preservation and protection of the core area of the District Area.

2.0 Plan Objectives

The Ontario Heritage Tool Kit on Heritage Conservation Districts (the “Tool Kit”) notes that “the overall objective of a Heritage Conservation District Plan is to provide policies and guidelines that will assist in the protection and enhancement of the cultural heritage values of the district.” The goal of this District Plan is to promote conservation of the existing heritage fabric while still allowing for sensitive alterations, additions and future new construction.

The District Plan’s policies and guidelines have been prepared based on the assessment of the district’s heritage character undertaken through the Study, and the recommendations concerning the district boundaries which have defined the District Area.

The designation of a Heritage Conservation District provides an added assurance to the community that the District Area and its heritage attributes will be protected. The District Plan:

- Serves as the principal tool in regulating changes that would harm the heritage character of the District Area;
- Indicates, through its policies and guidelines, the scale and form of the changes that Oshawa City Council would deem acceptable, and that would meet the policy objectives for conserving and enhancing the District Area’s heritage attributes.
- Illustrates the types of changes that are sensitive to the nature of the District Area’s character as described in the heritage character statement and character defining elements. These descriptions of heritage character are the standard against which new development would be evaluated.
- Offers advice on the best methods for maintaining and enhancing the property, either through restoration of original features or sympathetic alterations. Acceptable types of new development will be identified in terms of setbacks, massing, and materials (but not detailed aspects such as paint colours).
- Is intended to be flexible and able to be interpreted by City staff, Heritage Oshawa and property owners.

Section 4.0 of this District Plan provides a list of alterations considered minor in nature which would not require further review under the procedures of Sections 5.1 through 5.3 of this District Plan.

The guidelines within Sections 5.1, 5.2 and 5.3 of this District Plan apply only to the type of major changes that would already require a permit and review by the municipal heritage committee and/or City staff, such as demolitions, major additions or alterations, and new construction/development. All of these changes require a building permit and/or Planning Services’ approval, and typically a review by the City’s Municipal Heritage Committee (Heritage Oshawa). The only additional step will be Council approval, where determined to be appropriate under Section 5.0 of this District Plan.

It is noted that both the Building Code Act and the Planning Act do not address heritage character in the manner that the Ontario Heritage Act does. By designating the District Area as a Heritage Conservation District under Part V of the Ontario Heritage Act, the community can be assured that the preservation of heritage character will be addressed by the City in the review of changes proposed in and surrounding the District Area. This will assist to ensure that the proposed changes will conserve and enhance the District Area's heritage character.

In practice, the effect of a Heritage Conservation District designation on the existing legislative process for development approvals is to add an enhanced level of scrutiny with respect to the review of development applications in terms of their compliance with the District Plan's policies and guidelines to preserve and enhance heritage character.

With a Heritage Conservation District in place, an additional step is added to the review process. This involves forwarding Heritage Oshawa's recommendations on development proposals within the District Area to City Council, where a decision on approval of any proposed alterations or developments would be made. In the event Council refuses the application by the property owner, or requires conditions of approval, the property owner may appeal the decision to the Local Planning Appeals Tribunal (L.P.A.T.). The decision of the L.P.A.T. is final.

3.0 Cultural Heritage Value or Interest

3.1 Heritage Character Statement

After analyzing the heritage attributes and historical background of the District Area, it has been concluded that the District Area merits designation under Part V of the Ontario Heritage Act in light of criteria 1 (i), 2 (i) and 3 (i, ii, iii) outlined in Ontario Regulation 9/06, under the three categories of:

1. Design or physical value;
2. Historical/associative value; and,
3. Contextual value.

It has also been concluded that Airmen's Park and its surroundings have merit as a "designed" cultural landscape.

The following is the heritage character statement for the District Area:

3.1.1 Physical/Design Value

The District Area has design value or physical value because it:

- i. Is a rare, unique, representative or early example of a style, type, expression, material or construction method.

The design/physical value of the District Area meets criteria 1 (i) of O.Reg 9/06 as the construction methods used in the No. 10, former Canteen and former Stores Buildings is representative of war time construction methods and materials during World War II. Specifically, this is evidence through the use of cedar shingle and wood clapboard siding and 6 over 6 pane windows. The buildings' built form and material usage demonstrates the quick construction and temporary nature intended for "war-time construction".

3.1.2 Historical/Associative Value

The District Area has historical value or associative value because it:

- i. Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.

The historical/associative value of the District Area meets criteria 2 (i) of O.Reg 9/06 as its buildings, mementos, and activities continue to have direct associations to Canada's military and aeronautical history, especially Canada's contribution to the World War II war effort through the training of Allied forces at the No. 20 R.C.A.F. Flying School.

3.1.3 Contextual Value

The District Area has contextual value because it:

- i. Is important in defining, maintaining or supporting the character of an area;
- ii. Is physically, functionally, visually or historically linked to its surroundings; or,

iii. Is a landmark.

The contextual value of the District Area meets criteria 3 (i), 3(ii), and 3(iii) of O.Reg 9/06 as the South Field Buildings and Airmen's Park have a direct contextual value which defines, maintains and supports the history of the Oshawa Executive Airport, particularly drawing ties between the current use of the Airport and its former existence as the No. 20 R.C.A.F. Flying School. The No. 10 Building, former Canteen Building, former Stores Building, and Airmen's Park with its war-surplus Sabre aircraft, provide important context to the Airport's illustrious history which would not otherwise be apparent. The landscape and structures in the South Field core area serve as a local landmark for the Oshawa community – they are in full contrast to their surroundings, and provide a historical snapshot of a different period in Oshawa's history.

3.1.4 Cultural Heritage Landscape Value

A “designed” cultural landscape is a type of cultural landscape that is clearly defined and was created intentionally by humans. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, and which are often but not always associated with religious or other monumental buildings and ensembles. Also included under this definition is a property or defined geographical area of cultural heritage significance that has been modified by human activities and is valued by a community.

Airmen's Park and its surroundings have cultural heritage value as a “designed” cultural landscape. Airmen's Park, its landscape and its surroundings are valued by its community, especially those partial to Oshawa's rich military and aeronautical history. The landscape of Airmen's Park is clearly defined and was designed intentionally with a layout of foliage and monuments, including many plaques and a war surplus Sabre Jet which serves as the park's focal point. Airmen's Park was constructed for esthetic reasons and is directly associated with the No. 10 Building owned by the 420 Wing and the former Canteen and former Stores Buildings owned by the City.

3.2 Heritage Attributes

Section 3.1 above provides the heritage character statement for the District Area as a whole, outlining the cultural heritage value of the potential Heritage Conservation District. The section outlines that the District Area merits designation under Part V as a Heritage Conservation District, and that it meets the criteria of Ontario Regulation 9/06. The following subsections provide a full listing of the attributes which contribute to meeting these criteria, to aid in the review of future applications and alterations within and surrounding the District Area. These subsections should be read in conjunction with Sections 4.0, 5.0 and 6.0 of this District Plan.

Ontario Regulation 9/06 separates heritage attributes into three categories, based on whether they contribute:

1. Design or physical value;
2. Historical/associative value; or,
3. Contextual value.

3.2.1 Heritage Attributes – Design/Physical

The following are the heritage attributes of the No. 10 Building, former Canteen and Stores Buildings, and Airmen’s Park, which contribute to the design/physical heritage value of the District Area.

(a) Former Canteen and Stores Buildings

The following are the heritage attributes of the former Canteen and Stores Buildings which contribute to their design/physical heritage value:

- The former Canteen and former Stores Buildings feature long rectangular, single storey wood frame construction with medium pitched gable roofs, with the exterior painted in a dark green colour.
- Su Murdoch Historical Consulting wrote in their 2002 heritage research report on the No. 10 Building that “the buildings [including the Canteen and Stores Buildings] were intended to serve a specific purpose for a life span of not more than twenty years.”
- Both are of frame construction and primarily clad in wood shingle siding and painted dark green, and have undergone some restoration work.
- The original cladding was cedar shingles on both buildings. The former Canteen Building is clad in the original cedar shingles and the former Stores Building is currently clad in wood clapboard.
- Both buildings have modest entryways and feature asphalt shingles on the roofs.
- The former Stores building features a large door that is a later addition on the west elevation where tanks enter and exit the building.
- The former Canteen Building features a cement block and post foundation with wood floor. The former Stores Building has a cement slab foundation.
- The window openings in the former Stores Building feature small one-by-one pane windows located only on the north facades. The former Canteen Building features six-over-six pane windows.

It should be noted that in 2021, the City is advancing repairs to the former Canteen Building, pursuant to Council direction, to restore it to a level of safe occupancy. The repairs generally include the following:

- Repair and restoration of all existing doors and windows;
- Removal of internal partition walls;
- Repair and replacement of any damaged floor joists and repair to floor decking where missing or rotten;
- Removal and replacement of north addition of the building (not original to building), to match existing building;
- Installation of new 25 year asphalt shingles on the roof; and,

- Installation of new exterior accessible ramp to meet Ontario Building Code and Accessibility for Ontarians with Disabilities Act.

(b) No. 10 Building

The following are the heritage attributes of the No. 10 Building which contribute to its design/physical heritage value:

- The No. 10 Building is a long, rectangular, single storey, frame construction with a medium pitched gable roof.
- A rear section that extends the roofline, interrupting the original gable, was added in about 1967.
- The original cedar shingle roofing material has been replaced with asphalt shingles.
- The walls are now clad in dark green, textured metal siding that covers the original cedar shingles still underneath, which match the shingles on the former Canteen Building.
- It has a modest entryway enclosure.
- The interior truncated ceiling with perimeter timber braces is said to be original to the non-commissioned officers' mess.
- The beaded pine wainscoting or paneling is also original.
- When the east wall was removed to incorporate the 1967 addition, some of the beaded pine was re-used throughout the interior.
- The fireplace location and some of its components, as well as the narrow, hardwood flooring, likely date to the 1940s.
- The interior was heated with a Fireman stove at each end, possibly until a steam heating plant was built to supply the Airport site.
- All the windows have been replaced and are not original.
- It has been noted that the south end of the building once had casement style windows measuring about 0.91 metres by 1.22 metres (3 ft. by 4 ft.) with multiple small panes, and the north half once had small window openings at the eaves level only.

Note that while the interior heritage attributes of the No. 10 Building are noted above for historical record and significance, a Part V designation may not restrict interior heritage attributes under the Ontario Heritage Act. This may only be accomplished through a Part IV designation under the Act, which has not been approved by Oshawa City Council. The current owners of the No. 10 Building (i.e. the No. 420 Wing), have stated that they are in favour of Part V designation, but not designation under Part IV of the Ontario Heritage Act.

(c) Airmen's Park

The following are the heritage attributes of Airmen's Park which contribute to its design/physical heritage value:

- Airmen's Park and its surroundings have cultural heritage value as a "designed" cultural landscape.
- The landscape of Airmen's Park is clearly defined and was created intentionally.
- Airmen's Park includes an intentionally designed layout of foliage and monuments, including many plaques and a war surplus Sabre Jet which serves as the park's focal point.

3.2.2 Heritage Attributes – Historical/Associative

The following are the heritage attributes of the District Area which contribute to its historical/associative heritage value:

- The historical/associative value of the South Field core area derives from its buildings, mementos, and activities which have direct associations to Canada's military and aeronautical history, especially Canada's contribution to the World War II war effort through the training of Allied forces as the No. 20 R.C.A.F. Flying School.
- Airmen's Park, its landscape and its surroundings are valued by the community, especially those partial to Oshawa's rich military and aeronautical history.
- Airmen's Park was constructed for esthetic reasons and is directly associated with the No. 10 Building and former Canteen and former Stores Buildings.

3.2.3 Heritage Attributes – Contextual

The following are the heritage attributes of the District Area which contribute to its contextual heritage value:

- The No. 10 Building and the former Canteen and former Stores Buildings have direct contextual association with the British Commonwealth Air Training Plan known as No. 20 Elementary Flying Training School.
- The south half of the No. 10 Building briefly housed the former stores/supplies function, then was converted to the non-commissioned officer's mess. The north half served as the ground maintenance or "Works and Bricks" building.
- The No. 10 Building and the former Canteen and former Stores Buildings and Airmen's Park define, maintain and support the history of the Oshawa Executive Airport, particularly drawing ties between the current use of the Airport and its former existence as the No. 20 Elementary Flying Training School.
- The area provides important context to the Airport's illustrious history which would not otherwise be apparent.

- The landscape, buildings and structures serve as a local landmark for the Oshawa community – they are completely in contrast to their surroundings, and provide a portal to a different period in Oshawa’s history.
- The District Area has a direct contextual tie to the current use of the Airport on the North Field, as it forms part of the origins of the current Oshawa Executive Airport, including the small grid road pattern which in part forms the boundary of the District Area and which retains a semblance of the original larger airfield grid in place during World War II up until the relocation of Airport operations to the North Field in the early 1990s.

4.0 Description of Alterations Considered Minor in Nature

The following is a list of alterations considered minor in nature which would not require further review under the procedures of Sections 5.1 through 5.3 of this District Plan:

- All interior work of minor or major extent, except for structural intervention that may cause an exterior alteration;
- Routine exterior maintenance, including repair of steps, sidewalks and monuments;
- Replacement of eaves troughs and downspouts;
- Replacement of roofing material, unless different from existing;
- Painting of non-masonry surfaces (wood, metal and synthetics);
- Caulking, window repair, weather-stripping, and installation of storm doors/windows, chimney flues or weather caps;
- Minor installations of outdoor mechanical or electrical equipment, including small satellite dishes (away from public view), lighting, cameras and flagpoles;
- Installation and repair of utilities due to an emergency, and temporary building repair due to an emergency;
- Erection of fences;
- Ramps and railings to facilitate accessibility;
- Temporary installations, such as basketball nets, planters, statues and seasonal decorations;
- Tool sheds, gazebos and other small accessory outbuildings that are not readily visible from the street, and are of a floor area under ten square metres (approximately 107 sq. ft.);
- Planting of trees, shrubs and other vegetation, excluding within Airmen's Park which is identified as having "designed" cultural heritage landscape value and therefore should be subject to review under Section 5.1 of this District Plan;
- Removal of trees, excluding within Airmen's Park which is identified as having "designed" cultural heritage landscape value and therefore should be subject to review under Section 5.1 of this District Plan;
- Removal of any shrubs or other vegetation (excluding trees), excluding within Airmen's Park which is identified as having "designed" cultural heritage landscape value and therefore should be subject to review under Section 5.1 of this District Plan;
- "Like-for-like" replacement, within reason, of any shrubs or other vegetation (excluding trees) within Airmen's Park. "Within reason" means that while it may not be possible to

replace a particular shrub with a shrub of the same maturity and size, the replacement should be of the same species and replaced in the same location; and,

- Other minor alterations, not currently listed above, but may reasonably be considered minor at the discretion of the Heritage Liaison, in consultation with the Director of Planning Services.

5.0 Recommended Procedure Concerning Alterations, Demolition, and New Construction

Where a change or alteration that is being proposed is not considered minor in nature pursuant to Section 4.0 of this District Plan, the proposed change or alteration must be reviewed in the context of the guidelines and procedures as set out in Sections 5.1 through 5.3 of this District Plan.

Per the Ontario Heritage Toolkit released by the Province:

- Once a municipality receives a complete permit application, the municipality acknowledges receipt to the property owner. The municipality then has 90 days to grant or refuse the permit.
- The municipality must consult with its Municipal Heritage Committee, where one has been appointed, before making a decision.
- In the making of its decisions the municipality should be guided by the provisions of the H.C.D. district plan.
- A property owner can appeal municipal council's decision to refuse a permit or to grant a permit subject to terms and conditions to the Local Planning Appeals Tribunal.
- The permit application process allows municipalities to review proposed physical or functional changes within a H.C.D. to ensure that they are in keeping with the objectives for district designation and will respect the heritage values identified in the H.C.D. plan.

5.1 Alterations

Section 1 of the Ontario Heritage Act defines an "alteration" as follows:

““alter” means to change in any manner and includes to restore, renovate, repair or disturb and “alteration” has a corresponding meaning”

Section 42(1)1. of the Ontario Heritage Act concerning “Erection, demolition, etc.” provides the following direction concerning alterations:

“**42(1)** No owner of property situated in a heritage conservation district that has been designated by a municipality under this Part shall do any of the following, unless the owner obtains a permit from the municipality to do so:

1. Alter, or permit the alteration of, any part of the property, other than the interior of any structure or building on the property.”

The following procedural steps should be followed in the review of proposed alterations for any structure or landscape feature in the District Area:

1. The applicant would contact Planning Department staff, specifically the Heritage Oshawa Policy Advisor and Committee Liaison (the “Heritage Liaison”) if possible, with a general description of the proposal.
2. The Heritage Liaison would review the general description versus the list of alterations considered minor in nature under Section 4.0 of this District Plan. If the alteration is listed under Section 4.0, then the Heritage Liaison will advise the applicant that the alteration does not require review or approval by Heritage Oshawa or City Council. If the alteration is not listed under Section 4.0, procedural Steps 3 through 9 directly below will be advanced.
3. The Heritage Liaison will arrange an on-site meeting with the applicant. The Heritage Liaison will meet the applicant to give initial feedback on the proposed alteration and provide guidance in making an application and would advise of any other required information/documentation, in consultation with appropriate City staff (i.e. parks staff, facilities management staff, etc.).
4. The proponent will submit an application and any other required documentation to the Heritage Liaison. The Heritage Liaison will provide the applicant with a notice of receipt for a complete application, or request further information if the application is not considered complete by the Heritage Liaison.
5. The Heritage Liaison will place the application on the next available Heritage Oshawa agenda for their review and comment.
6. Heritage Oshawa will review and provide a recommendation on the proposal to the Development Services Committee.
7. The Development Services Committee will review Heritage Oshawa’s comments and recommendation, and provide a recommendation to City Council.
8. City Council will make a decision on the application.
9. A private property owner may appeal the decision of City Council to the Local Planning Appeals Tribunal. The decision of the Local Planning Appeals Tribunal is final.

A heritage impact assessment (H.I.A.) may be required in order for an application to be considered a “complete application” under Step 4 above, at the discretion of the Commissioner of Development Services or the Director of Planning Services, when there are proposed alterations to a building, structure, or landscape which are determined to have a potential negative impact on its heritage attributes.

An H.I.A. paid for by the applicant, may also be required by City Council if the findings of an H.I.A. may resolve a difference of opinion on a proposal between City Council and the applicant.

Note: Given that the District Area is comprised solely of lands owned by the City, the applicant in this scenario may be the No. 420 Wing (which owns the No. 10 Building), a licensee or lessee of City-owned land and/or buildings, or an internal branch of the City in charge of maintenance and repair of City land and buildings. Where the applicant is an internal branch of the City, they may first be required to report through City Council for appropriate approvals such as operating and/or capital budget expenditures.

5.2 Demolition

Section 42(1)2. of the Ontario Heritage Act concerning “Erection, demolition, etc.” provides the following direction concerning demolitions:

“**42(1)** No owner of property situated in a heritage conservation district that has been designated by a municipality under this Part shall do any of the following, unless the owner obtains a permit from the municipality to do so:

2. Erect, demolish or remove any building or structure on the property or permit the erection, demolition or removal of such a building or structure.”

Note that on a day to be named by proclamation of the Lieutenant Governor, as a result of the Provincial Bill 108, paragraph 2 of Subsection 42(1) of the Ontario Heritage Act is proposed to be repealed and the following substituted:

- “2. Erect any building or structure on the property or permit the erection of such a building or structure.
3. Demolish or remove, or permit the demolition or removal of, any attribute of the property if the demolition or removal would affect a heritage attribute described in the heritage conservation district plan that was adopted for the heritage conservation district in a by-law registered under subsection 41(10.1).
4. Demolish or remove a building or structure on the property or permit the demolition or removal of a building or structure on the property, whether or not the demolition or removal would affect a heritage attribute described in the heritage conservation district plan that was adopted for the heritage conservation district in a by-law registered under subsection 41 (10.1).”

The following procedural steps should be followed when reviewing the proposed demolition of any structure or landscape feature in the District Area:

1. The applicant would contact Planning Services staff, specifically the Heritage Liaison if possible, with a general description of the proposal.
2. The Heritage Liaison would review the general description versus the list of alterations considered minor in nature under Section 4.0 of this District Plan. If the proposal is listed under Section 4.0, then the Heritage Liaison will advise the applicant that it does not require review or approval by Heritage Oshawa or City Council. If it is not listed under Section 4.0, procedural Steps 3 through 9 directly below will be advanced.

3. The Heritage Liaison will arrange an onsite meeting with the applicant. The Heritage Liaison will meet the applicant to give initial feedback on the proposed demolition and would advise of any other required information/documentation, in consultation with appropriate City staff (i.e. parks staff, facilities management staff, etc.).

An H.I.A. will be required when there are proposals to remove (i.e. relocate) or demolish an existing building in the District Area possessing heritage attributes. This includes the former Canteen and Stores Buildings and the No. 10 Building.

4. The proponent will submit an application and any other required documentation to the Heritage Liaison. The Heritage Liaison will provide the applicant with a notice of receipt for a complete application, or request further information if the application is not considered complete by the Heritage Liaison.
5. The Heritage Liaison will place the application on the next available Heritage Oshawa agenda for their review and comment.
6. Heritage Oshawa will review and provide a recommendation on the proposal to the Development Services Committee.
7. The Development Services Committee will review Heritage Oshawa's comments and recommendation, and provide a recommendation to City Council.
8. City Council will make a decision on the application.
9. A private property owner may appeal the decision of City Council to the Local Planning Appeals Tribunal. The decision of the Local Planning Appeals Tribunal is final.

An H.I.A. paid for by the applicant, may also be required by City Council if the findings of an H.I.A. may resolve a difference of opinion on a proposal between City Council and the applicant.

Note: Given that the District Area is comprised solely of lands owned by the City, the applicant in this scenario may be the No. 420 Wing (which owns the No. 10 Building), a licensee or lessee of City-owned land and/or buildings, or an internal branch of the City in charge of maintenance and repair of City land and buildings. Where the applicant is an internal branch of the City, they may first be required to report through City Council for appropriate approvals such as operating and/or capital budget expenditures.

5.3 New Construction

Section 42(1)2. of the Ontario Heritage Act concerning "Erection, demolition, etc." provides the following direction concerning erection of new buildings or structures:

"**42(1)** No owner of property situated in a heritage conservation district that has been designated by a municipality under this Part shall do any of the following, unless the owner obtains a permit from the municipality to do so:

2. Erect, demolish or remove any building or structure on the property or permit the erection, demolition or removal of such a building or structure."

Note that on a day to be named by proclamation of the Lieutenant Governor, as a result of the Provincial Bill 108, paragraph 2 of Subsection 42(1) of the Ontario Heritage Act is proposed to be repealed and the following substituted:

- “2. Erect any building or structure on the property or permit the erection of such a building or structure.
3. Demolish or remove, or permit the demolition or removal of, any attribute of the property if the demolition or removal would affect a heritage attribute described in the heritage conservation district plan that was adopted for the heritage conservation district in a by-law registered under subsection 41(10.1).
4. Demolish or remove a building or structure on the property or permit the demolition or removal of a building or structure on the property, whether or not the demolition or removal would affect a heritage attribute described in the heritage conservation district plan that was adopted for the heritage conservation district in a by-law registered under Subsection 41 (10.1).”

The following procedural steps should be followed in the review of proposals for new buildings or structures in the District Area:

1. The applicant would contact Planning Services staff, specifically the Heritage Liaison if possible, with a general description of the proposal.
2. The Heritage Liaison would review the general description versus the list of alterations considered minor in nature under Section 4.0 of this District Plan. If the proposal is listed under Section 4.0, then the Heritage Liaison will advise the applicant that it does not require review or approval by Heritage Oshawa or City Council.
3. The Heritage Liaison will arrange an onsite meeting with the applicant. The Heritage Liaison will meet the applicant to give initial feedback on the proposed new buildings/structures and would advise of any other required information/ documentation, in consultation with appropriate City staff (i.e. parks staff, facilities management staff, etc.).

An H.I.A. will be required when there are proposals which erect a new building or structure which does not conform to the District Plan or would have a negative impact on the heritage attributes of the District Area.

4. The proponent will submit an application and any other required documentation to the Heritage Liaison. The Heritage Liaison will provide the applicant with a notice of receipt for a complete application, or request further information if the application is not considered complete by the Heritage Liaison.
5. The Heritage Liaison will place the application on the next available Heritage Oshawa agenda for their review and comment.
6. Heritage Oshawa will review and provide a recommendation on the proposal to the Development Services Committee.

7. The Development Services Committee will review Heritage Oshawa's comments and recommendation, and provide a recommendation to City Council.
8. City Council will make a decision on the application.
9. A private property owner may appeal the decision of City Council to the Local Planning Appeals Tribunal. The decision of the Local Planning Appeals Tribunal is final.

An H.I.A. may also be required by City Council if the findings of an H.I.A. may resolve a difference of opinion on a proposal between City Council and the applicant.

Note: Given that the District Area is comprised solely of lands owned by the City, the applicant in this scenario may be the No. 420 Wing (which owns the No. 10 Building), a licensee or lessee of City-owned land and/or buildings, or an internal branch of the City in charge of maintenance and repair of City land and buildings. Where the applicant is an internal branch of the City, they may first be required to report through City Council for appropriate approvals such as operating and/or capital budget expenditures.

5.4 Delegation of Alterations Review to Staff

Commonly across Ontario, a municipal council will delegate review and approval of certain classes of alterations to City staff, rather than requiring Council approval for all alterations. Currently, there is no delegated authority to City staff from Oshawa City Council for the review of alterations. Given that the property in the District Area is all City-owned, and the only privately-owned building is the No. 10 Building owned by the 420 Wing, this District Plan does not recommend undertaking such delegation to staff. However, if it is found in the future that the volume of applications becomes exceedingly cumbersome to be dealt with solely by City Council, then it should be noted that this option exists and Council may undertake such delegation in the future.

5.5 New Construction Adjacent to the District Area

Under Section 2.6 of the Provincial Policy Statement entitled "Cultural Heritage and Archaeology", Policy 2.6.3 states the following:

"Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved."

Given this policy direction, any new construction adjacent to the District Area should be subject to the policies and procedures under Section 5.3 of this District Plan. An H.I.A. will be required when there are proposals to erect a new building or structure adjacent to the District Area which does not conform to the District Plan or which would have a negative impact on the heritage attributes of the District Area.

6.0 Guidelines

The objective of the guidelines within this District Plan are to:

- Indicate the scale and form of the changes that Oshawa City Council would deem acceptable, and that would meet the policy objectives for conserving and enhancing the District Area's heritage attributes.
- Illustrate the types of changes that are sensitive to the nature of the District Area's character as described in the heritage character statement and character defining elements outlined in Section 3.0 of this District Plan. These descriptions of heritage character are the standard against which new development would be evaluated.
- Offer advice on the best methods for maintaining and enhancing the property, either through restoration of original features or sympathetic alterations. Acceptable types of new development will be identified in terms of setbacks, massing, and materials (but not detailed aspects such as paint colours).

The following section constitutes the guidelines for this District Plan. For the purposes of these guidelines, "cultural heritage resources" in the District Area include the No. 10 Building, the former Canteen and Stores Buildings, and the entirety of Airmen's Park.

6.1 Alterations

The following guidelines should be taken into consideration in the review of alterations proposed within the District Area:

(1) In general, the following guidelines should be considered in the review of alterations:

- I. It is recommended to repair/conservate rather than replace building materials and finishes, except where absolutely necessary.
- II. Repairs should be completed with like materials. Repairs should strive to return the resource to its prior condition, while not altering its integrity.
- III. Later additions should not be removed solely to restore to a single time period. Restoration to one period should not be at the expense of another period.
- IV. Alterations, where feasible, should be reversible to the original conditions.
- V. Where a choice is to be made between multiple options for alterations, the option which has the lowest impact on a structure's heritage attributes should be chosen.

(2) Window repair:

- I. Wood window frames and sash should be repaired by patching, splicing, consolidating or reinforcing where possible.

- II. Deteriorated weather stripping and caulking should be replaced as doing so is the most effective, simplest and least costly treatment to improve energy efficiency.
- III. Although renewing wood windows as listed above is the preferred approach, existing wood windows may be beyond repair. Where renewal is unfeasible, new windows of custom millwork or high-quality stock wood windows should be installed.
- IV. Replacement windows should match in terms of historic profile, shape, dimension and division of frame, sash, muntin bars and surrounds.

(3) Shutters:

- I. Retain operable wood shutters where they survive by patching, splicing, or reinforcing where possible.
- II. Although renewing wood shutters is the preferred approach, existing wood shutters may be beyond repair. Where renewal is unfeasible, new shutters of custom millwork or high-quality stock wood shutters should be installed.
- III. Replacement shutters should match in terms of historic profile, shape, and dimension.
- IV. Avoid fixed metal or plastic shutters.

(4) Additions:

- I. Additions should not overwhelm the existing building.
- II. A rear addition is always preferred over an addition which is visible from the public right-of-way.
- III. The visual impact of an addition should defer to the existing building.
- IV. Where feasible, an addition's floor plate should be setback from the floor plate of the existing building.
- V. Where feasible, the addition's height should be below the eaves of the existing building.
- VI. The addition should not compete visually with the existing building.
- VII. The addition's wall cladding material should complement the existing building's original wall material, where feasible.
- VIII. New additions should be distinguishable from the original structure and any older additions. Structures should be recognized as products of their era, and new additions should not blur the distinction between old and new.
- IX. The addition's window openings and doorways should repeat the existing building's window and door shape, where feasible.

- X. An architect skilled in designing additions onto historic buildings is recommended, given they may be better equipped to design an addition that complements and preserves the heritage attributes of the District Area.

6.2 Demolition

The following guidelines should be taken into consideration in the review of demolition applications proposed within the District Area:

- (1) When considering an application for demolition, the preferred approach to the conservation and preservation of any cultural heritage resources shall be their retention in situ, through integration and/or adaptive re-use.
- (2) However, if it is demonstrated to the satisfaction of the City that retention in situ is not feasible, the preferred secondary approach shall be relocation to a different location within the District Area for adaptive re-use or, if such is not feasible, relocation outside of the District Area but within the South Field for adaptive re-use. Finally, if neither of the above are deemed feasible, relocation outside of the South Field may be considered for adaptive re-use.
- (3) Only after it is demonstrated to the City's satisfaction that the approaches under Sections 6.2(1) and (2) are not feasible should an application to demolish a cultural heritage resource be submitted, whereupon appropriate opportunities for salvage should be pursued.
- (4) An H.I.A. prepared by a qualified heritage professional shall be submitted with any demolition application containing a cultural heritage resource. An H.I.A. shall provide a detailed analysis and evaluation of the cultural heritage resource, identify options for conserving the resource and recommend a preferred approach based on a balanced, detailed justification and rationale.
- (5) The City may take appropriate actions including imposing conditions of approval on the development application to ensure the continued protection of identified cultural heritage resources.

6.3 New Construction Within the District Area

The following guidelines should be taken into consideration in the review of new construction proposed within the District Area:

- (1) Unless it is demonstrated to the satisfaction of the City that it is not otherwise feasible, new construction shall conserve cultural heritage resources and be designed to integrate such resources into the community so that the scale, form and character support and complements the heritage values, attributes and integrity of the resources.
- (2) When considering a development application for new construction, the preferred approach to the conservation and preservation of any cultural heritage resources shall be their retention in situ, through integration and/or adaptive re-use. However, if it is demonstrated to the satisfaction of the City that retention in situ is not feasible, the

preferred secondary approach shall be relocation to a different location within the District Area for adaptive re-use or, if such is not feasible, relocation outside of the District Area but within the South Field for adaptive re-use. Finally, if neither of the above are deemed feasible, relocation outside of the South Field may be considered for adaptive re-use.

- (3) Only after it is demonstrated to the City's satisfaction that the approaches under Sections 6.3(1) and (2) are not feasible should an application to demolish a cultural heritage resource be submitted, whereupon appropriate opportunities for salvage should be pursued.
- (4) The City may take appropriate actions including imposing conditions of approval on the development application to ensure the continued protection of identified cultural heritage resources.
- (5) An H.I.A. prepared by a qualified heritage professional shall be submitted with any development application involving a cultural heritage resource. An H.I.A. shall provide a detailed analysis and evaluation of the cultural heritage resource, identify options for conserving the resource and recommend a preferred approach based on a balanced, detailed justification and rationale.

6.4 New Construction Adjacent to the District Area

The following guidelines should be taken into consideration in the review of new construction proposed adjacent to the District Area:

- (1) An H.I.A. prepared by a qualified heritage professional shall be submitted with any development application which, at the City's discretion, has an impact on the heritage attributes of a cultural heritage resource. An H.I.A. shall provide a detailed analysis and evaluation of the cultural heritage resource, identify options for conserving the resource and recommend a preferred approach based on a balanced, detailed justification and rationale.
- (2) New development adjacent to the District Area should have consideration for:
 - Shadow impacts;
 - Noise impacts;
 - Vibration impacts of any anticipated construction;
 - Dust/dirt impacts of any anticipated construction; and,
 - Stormwater/overland flow impacts.
- (3) New development adjacent to the District Area should not overpower or detract from the District Area architecturally. Architecture should be complementary but not mimic the architecture of the District Area, and should if possible incorporate similar material palettes such as wood coverings, metal sidings, and deciduous plantings.

7.0 Conclusion

The designation of a Heritage Conservation District provides an added assurance to the community that the District Area and its heritage attributes will be better protected. This District Plan serves the following functions:

- Provides the principal tool in regulating changes that would affect the heritage character of the District Area.
- Indicates, through the guidelines under Section 6.0, the scale and form of the changes that Oshawa City Council would deem acceptable, and that would meet the policy objectives for conserving and enhancing the District Area's heritage attributes.
- Illustrates the types of changes that are sensitive to the nature of the District Area's character as described in the heritage character statement and character defining elements outlined in Section 3.0. These descriptions of heritage character are the standard against which new development would be evaluated.
- Offers advice on the best methods for maintaining and enhancing the property under Section 6.0, either through restoration of original features or sympathetic alterations.
- Provides a flexible and easily interpretable guide for City staff, Heritage Oshawa and property owners, and provides a procedural guide under Section 5.0 for the review of alterations, demolitions, and new construction, both within and adjacent to the District Area.

The procedures outlined within Section 5.0 of this District Plan affect only the type of major changes that would already require a permit and review by the municipal heritage committee, such as demolitions, major additions or alterations, and new construction. All of these changes require a building permit and/or planning approval, and typically involve a review by the City's Municipal Heritage Committee (i.e. Heritage Oshawa). The only additional step required under this District Plan will be Council's approval, where determined to be appropriate pursuant to Section 5.0 of this District Plan.

The Building Code Act and the Planning Act do not address heritage character in the manner that the Ontario Heritage Act does. By designating the District Area as a Heritage Conservation District under Part V of the Ontario Heritage Act, the community can be assured that the preservation of heritage character will be addressed by the City in the review of changes proposed in and surrounding the District Area. In this manner the City can ensure that the proposed changes will conserve and enhance the District Area's heritage character.

The District Plan provides policies and guidelines that will assist in the protection and enhancement of the cultural heritage values of the District Area. The District Plan promotes conservation of the existing heritage fabric while still allowing for sensitive alterations, additions and future new construction to occur. The District Plan protects the District Area's heritage attributes, while also allowing for sensitive growth and change as the community changes and grows as a whole.

Appendix A: The District Area

