

**COMMITTEE OF THE WHOLE APRIL 30, 2007**

**WOODBIDGE – PROPOSED HERITAGE CONSERVATION DISTRICT STUDY AND PLAN**  
**FILE No. 15.99**

**Recommendation**

The Commissioner of Planning recommends approval of the following:

- 1) A Heritage Conservation District Study be undertaken in order to secure the long-term protection of Woodbridge's historic built and natural environment to ensure that new development within the area is compatible with the architectural and contextual character of the community;
- 2) Council enact a By-law to identify the area shown on Attachment 1 as a potential Heritage Conservation District pursuant to Part V, Section 40, of the Ontario Heritage Act;
- 3) Council approve the attached Terms of Reference for the Woodbridge Heritage Conservation District Study and Plan;
- 4) Council approve the selection of the consulting firm Office for Urbanism on a sole source basis at a cost not to exceed \$80,000 following approval of the 2007 Operating Budget;
- 5) Council approve the list of interested parties as noted in this report and the Terms Of Reference to receive notice of the statutory Public Meeting and all Public Open Houses;
- 6) Council permit staff to add other interested parties identified through the process and members of the public that request specific notification to the noted circulation list and Notice for Public Meeting (Hearing); and
- 7) All development applications received by the City that fall within the approved Study Area be reviewed for conformance with the direction of the study as it proceeds.

**Economic Impact**

The cost of undertaking the Study and Plan is an amount not to exceed \$80,000.

As a result of the efficiencies achieved by building on the work of the Kipling Avenue Corridor Study, currently underway, the cost is less than the amount identified in the Policy Planning Department 2007 Capital Budget request.

**Communications Plan**

In order for a Heritage Conservation District to be successful, the community needs to embrace the idea and make the plan their own. This typically requires understanding what a Heritage Conservation District is, what it regulates, and how it is beneficial to them and the successful implementation of the policies. During the preparation of previous Heritage Conservation District Plans in Vaughan numerous public meeting have been held. It is the intention that the process will be similar. Property owners within the Study area will be notified by direct mailings, advertisements will be placed in local papers and the study will be highlighted on the Policy Planning section of the City's website.

It should also be noted that the Ontario Heritage Act requires a "Public Meeting" prior to the adoption of a Heritage Conservation By-law to allow public comment and requires that Council seek input from its Local Architectural Advisory Committee (Heritage Vaughan). Finally the

Ontario Heritage Act requires that Council identify agencies, parties and organizations that should be informed of the process. A list of these agencies and organizations has been included in the Terms of Reference.

### **Purpose**

The purpose of this report is explain why the area to be studied in the community of Woodbridge may be suitable for consideration as a Heritage Conservation District pursuant to Part V of the Ontario Heritage Act. As well, the purpose is to seek approval from Council on the attached Terms of Reference (Attachment 2) and the hiring of the Office for Urbanism (the consulting team currently undertaking the Kipling Avenue Corridor Study) on a sole source basis to undertake the Study and Plan.

### **Background, Analysis and Options**

#### **Background**

##### **Direction from Council**

At the April 23, 2007 Budget Committee meeting Council directed:

“That the Commissioner of Planning be directed to meet with the consultants retained by the City with respect to the Kipling Corridor Study;

That staff report on how Woodbridge heritage issues might be addressed as a result;

That taxation funding in the amount of \$100,000, less any portion that can be funded from voluntary business contributions, donations from individuals, or any other sources be placed in the Heritage Reserve; and”

Following the Budget Committee meeting of April 23, 2007, Policy Planning staff met with the Consultant for the Kipling Avenue Corridor Study to discuss undertaking additional work related to the Heritage Conservation District Study and Plan. Office for Urbanism with heritage sub-consultant Goldsmith Borgal and Company Architects are capable and willing to undertake the additional work.

Based on the direction of Council and having met with Office for Urbanism the area identified on Attachment 1 were identified for Study and the Terms of Reference (Attachment 2) were prepared.

##### **Area to be Examined for Consideration of Becoming a Heritage Conservation District**

The identification of the Study Area (Attachment 1) is based on early historic maps of Woodbridge and the location of heritage buildings and landscape features. Within the proposed study area the Cultural Services Department has identified approximately 42 buildings through the City's *Listing of Buildings of Architectural and Historical Value*. The purpose of this listing is to identify the City's built heritage resources in order to promote their protection and enhancement. Due to the location and concentration of the approximately 42 buildings, combined with the natural features (valley lands and rivers) and the relationship between these aspects the area shown on Attachment 1 is a suitable area within which to undertake a Heritage Conservation District Study.

Based on the findings of the Study, the selected consultant may provide a recommendation with respect to the appropriate boundary for a Heritage Conservation District within the community of Woodbridge.

### Ontario Heritage Act

The Ontario Heritage Act, R.S.O. 1990, c.O. 18, as amended, (the "Act"), Part V enables municipalities to establish or designate Heritage Conservation Districts. The Act governs the establishment of Heritage Conservation Districts and is concerned with the protection and enhancement of buildings, streets, and open spaces that collectively give an area a special character, identity or association. Heritage Conservation Districts can either comprise a few buildings, a large area or even an entire municipality. They may have cultural, architectural, historic, scenic or archaeological aspects worth conserving. The designation of a District under Part V of the Act can provide a means to protect and manage that character in the course of change over time.

A municipal council may control alterations, additions and proposed demolitions through the District similar to that for individually designated heritage properties under Part IV of the Act. The compatibility and design of new construction may also be reviewed and managed by Council more rigorously than is permitted under the Planning Act. It should be noted that the intent of a Heritage Conservation District is not to "freeze" a community in time, but to manage its special character through the preparation of a district plan that guides physical change and compatible development. The outcome is the conservation of complete environments as attractive, interesting and congenial places to live, work and visit.

Recent revisions to the Ontario Heritage Act change the relationship between Heritage Conservation District Plans and Official Plans and Zoning By-laws. Pursuant to Part V, Section 41(2) of the Ontario Heritage Act, the development policies and guidelines contained within the Heritage Conservation District Plan will supersede existing policies contained within OPA No. 240 (The Woodbridge Community Plan) and the City's Comprehensive Zoning By-law 1-88. As a result of this change to the Act, it will be necessary to review these documents to ensure they conform to the Heritage Conservation District Plan.

Section 40(3) of the Ontario Heritage Act requires that Council consult Heritage Vaughan with respect to undertaking the Study. At the March, 2007 meeting of Heritage Vaughan, a motion was passed requesting that the City provide funding to undertake a Heritage Conservation District Study. Additional consultation with Heritage Vaughan will occur prior to finalizing the boundary of a Heritage Conservation District and the associated policies.

### OPA No. 240 – Woodbridge Community Plan

Subsection 41(1) of the Ontario Heritage Act enables a municipal council to designate heritage conservation districts where an Official Plan (Amendment) contains policies relating to the establishment of such districts. Section 10 "Heritage Conservation" of OPA No. 240 fulfills this requirement by outlining Council's intent to retain and preserve historic buildings, structures, landscapes and archaeological sites and artifacts. Specifically, Section 10(c) of OPA 240 states:

*Council may, among other things, designate properties under the Ontario Heritage Act and may prepare a Heritage Conservation District Plan in accordance with the guidelines of the Ministry of Culture and Communications (sic) and designate appropriate Heritage Conservation Districts under the provisions of the Heritage Act.*

Since the adoption of OPA 240, the Ministry of Culture and Communications has evolved into the Ministry of Citizenship and Culture.

Upon review of the Plan and should Council decide to create a Heritage Conservation District in Woodbridge, this Section of OPA No. 240 will need to be revised to reflect the contents of the Heritage Conservation District Plan. These amendments will address items such as appropriate uses, built form and policies to preserve and enhance the heritage landscape of Woodbridge.

### Kipling Avenue Corridor Study

At the September 11, 2006 meeting of the Committee of the Whole, Council approved the Terms of Reference for the Kipling Avenue Corridor Study. The purpose of this study is to "examine existing and appropriate future development for lands on the west and east sides of Kipling Avenue". The City has identified 19 buildings along Kipling Avenue as being of historic interest within the area subject to this study. This heritage fabric and the landscape associated with it will influence the recommendations flowing from this study and any work required for the creation of a Heritage Conservation District.

Undertaking a Heritage Conservation District Study and Plan concurrently with the Kipling Avenue Corridor Study is advisable for the following reasons:

- a) the required design guidelines coming out of each study will be more compatible than if prepared separately;
- b) it will be easier and faster to process one Official Plan Amendment to implement the findings of both studies;
- c) the heritage assets in the community should be looked at comprehensively and as a whole; and
- d) the study processes will raise the awareness of the importance of heritage preservation, urban design and planning in Woodbridge and provide the appropriate implementation tools.

### **Analysis and Options**

#### Historical Significance of the Proposed District

Woodbridge is one of four historic communities in Vaughan, the others being Kleinburg, Thornhill and Maple are the other three. Of these four communities Woodbridge is the only one without a Heritage Conservation District to protect the historic buildings and landscape of the community.

Woodbridge was originally settled by United Empire Loyalists in the early 1800's. Woodbridge originally consisted of the settlements of Pine Grove and Woodbridge and was originally named Burwick. In 1855 the area was renamed Woodbridge, with the Village being incorporated in 1882.

The area has many historic buildings of various eras that include Victorian and Arts and Crafts. In addition to the historic structures in the community, the location of the Woodbridge in and along the Humber River Valley contributes to a unique natural landscape that deserves preservation as well.

#### Development Pressures in Community

Like much of Vaughan, Woodbridge has experienced intense development pressures within the core area along Woodbridge Avenue and along Kipling Avenue. While this development has created many new residences and businesses the potential to lose much of the character that made Woodbridge attractive in the first place is likely if development continues in the current form and at the current rate.

#### Process to Undertake Heritage Study and Plan

The process to establish a heritage conservation district pursuant to Part V of the Ontario Heritage Act generally involves the following:

- a) A Policy Statement contained within the Official Plan encouraging the designation of a Heritage Conservation District pursuant to the Ontario Heritage Act (this has been

- undertaken with the adoption of OPA 240- The Woodbridge Community Plan as noted previously;
- b) The enactment of a municipal by-law to examine a particular area as a potential Heritage Conservation District. This report recommends the recognition of the area shown on Attachment 1 as the Study Area. The area recommended for the Plan may differ based on the findings of the Study;
  - c) The undertaking of a Study consisting of historical research, landscape analysis, the creation of a comprehensive property/building inventory, and the delineation of a proposed Heritage District Boundary;
  - d) The creation of a statement of heritage value that clearly expresses the reasons the area should be considered historically important;
  - e) The preparation of a District Plan outlining policies, approval procedures and heritage design guidelines that will guide property owners and decision makers on maintenance, restoration, alternation, demolition, new construction and proposed development occurring within the heritage conservation district. The Plan may also contain a recommendations required to harmonize existing planning tools, such as Site Plan Control and Zoning, and other municipal activities with the District Plan; and
  - f) The enactment of a By-law by Council under the Ontario Heritage Act to establish the boundaries of the District and implement District Plan Controls.

### Public Consultation

In order for the Study and Plan to be successful the public has to be kept informed and involved throughout the process. Section 41.1(7) of the *Ontario Heritage Act* requires that Council identify parties that must be informed of the passing of the required Public Meeting (Hearing). Based on past experience and a review of groups in Woodbridge it is suggested that the following people, organizations and agencies be notified of all public open houses and the required Public Meeting:

- a) All property owners within the proposed Heritage Conservation District study area
- b) City of Vaughan Chamber of Commerce
- c) Village of Woodbridge Quasiquicentennial Committee
- d) Vaughan Youth Cabinet
- e) Wallace House Committee
- f) Any person who requests, in writing, to be informed of the statutory public meeting
- g) Heritage Vaughan
- h) Regional Municipality of York
- i) Toronto Region Conservation Authority
- j) Any other person or body that is identified during the study process as having an interest in the development of lands and / or preservation of heritage resources in the study area or proposed Heritage Conservation District

Based on past experiences, a minimum of four public open houses will be held. The expected content of these open houses is included in the Terms of Reference (Attachment 2).

### Selecting A Consultant

As previously mentioned, the Office for Urbanism was selected to undertake the "Kipling Avenue Corridor Study". As part of the "Kipling Avenue Corridor Study", Office for Urbanism partnered with Goldsmith Borgal and Company Architects (GBCA) to provide expertise on heritage matters. The Kipling Avenue Corridor Study consists of a land use/urban design review and the preparation of associated amendments to OPA 240 – The Woodbridge Community Plan and the creation of urban design guidelines and an implementing detailed streetscape master plan. As a team, the Office for Urbanism and GBCA possess the skills and knowledge required to undertake a heritage conservation district study. The two firms have jointly undertaken 4 studies of a similar type and scope. Cost savings will be achieved as a result of the background work undertaken to

date by Office for Urbanism and the efficiencies achieved by addressing both Kipling Avenue and the heritage conservation district through one public consultation process.

### Study Cost

As noted, the Office for Urbanism is currently under contract to the City to prepare the "Kipling Avenue Corridor Study" at a cost of \$190,000. The additional work required to prepare a Heritage Conservation District requires a separate Terms of Reference. The cost of the study is not to exceed \$80,000 and will be determined once a detailed work program is established.

### Relationship to Vaughan Vision 2007

Section 4.6 of Vaughan Vision outlines the City's commitment to preserving "significant historical buildings and communities". The recommendation to undertake a study and plan for the lands shown on Attachment 1 as a Heritage Conservation District pursuant to Part V of the Ontario Heritage Act is consistent with the policies contained within Vaughan Vision 2007.

### Regional Implications

While the Region does not have a direct interest in the creation of municipal Heritage Conservation Districts, their creation does help implement various policies contained within Section 4.2 "Cultural Heritage" of the Region's Official Plan. As previously noted, the Region will be informed of all meetings pertaining to this Study and circulated the final draft documents for comment prior to final approval.

### Conclusion

The City of Vaughan was one of the first municipalities in Ontario to make use of the Ontario Heritage Act in creating the Thornhill Village Heritage Conservation District in the mid 1980's. Subsequently, studies and plans were prepared for Kleinburg(2002) and Maple(2007). The creation of a heritage conservation district in Woodbridge would recognize the importance of this community as one of the founding villages in the City.

In order for the Study and Plan to be undertaken, Council will be required to pass a By-law pursuant to the Ontario Heritage Act and approve the 2007 Operating Budget.

Based on their past experience developing heritage conservation district plans and the potential savings that may be realized by selecting the team of Office for Urbanism and Goldsmith Borgal and Company Architects, the Office for Urbanism should be selected to undertake this project on a sole source contract basis.

Woodbridge is one of four historic places that have contributed to Vaughan's special identity. This fact combined with the number of buildings of interest and the natural landscape of the community supports the undertaking of a Heritage Conservation District Study and Plan for the lands identified on Attachment 1 in accordance with the Terms of Reference(Attachment 2).

### Attachments

- 1) Woodbridge Heritage Conservation District Study Boundary
- 2) Woodbridge Heritage Conservation District Terms of Reference

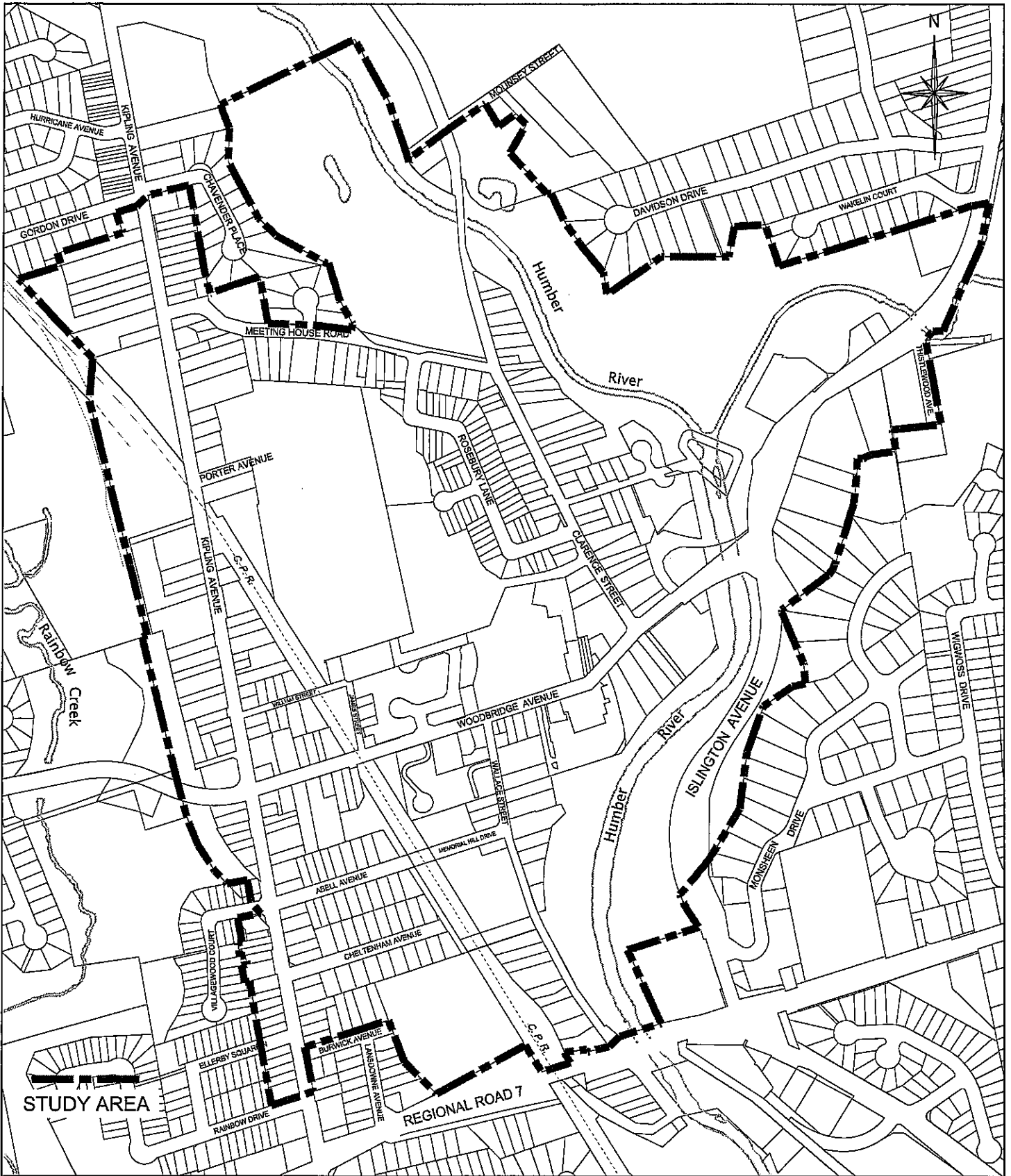
### Report prepared by:

Aaron Hershoff, Planner 1 ext 8320  
Wayne McEachern, Manager Policy Planning ext 8026

Respectfully submitted,

JOHN ZIPAY  
Commissioner of Planning

DIANA BIRCHALL  
Director of Policy Planning/Urban Design



**Proposed Woodbridge  
Heritage Conservation  
District Study Area**



Policy Planning Department

**Attachment**

Part of Lots 6 - 9,  
Concessions 7 & 8

Not to Scale

January 8, 2007

**1**



## **Woodbridge Heritage Conservation District Study and Plan**

### **A. Introduction**

The Village of Woodbridge is one of four historic villages within the City of Vaughan. It is currently the only historic village within the city without a Heritage Conservation District designation. The location of Woodbridge within the valley and table lands associated with the Humber River and its proximity to other communities have made it an attractive place to live and do business since its founding in the 1880's. Due to recent development pressures within the core area and along Kipling Avenue, the landscape is changing at a rate such that the community is at risk of losing and has lost many of the buildings and features that reflect the history of Woodbridge.

The purpose of this Study will be to review the existing built form and associated landscape and provide recommendations with respect to creating a Heritage Conservation District pursuant to Part V of the Ontario Heritage Act.

The purpose of the Plan will be to provide recommended policies and design guidelines to preserve significant heritage structures and the community's heritage fabric, enhance the community and promote high quality development and redevelopment.

### **B. Location**

The study area is the lands shown on Schedule 1 of this report and generally consists of those lands within OPA 240 along Woodbridge Avenue, and Kipling Avenue.

### **C. Purpose of the Study and Plan**

The objectives of the Woodbridge Heritage Conservation District Study are as follows:

- 1) To review the building stock within the study area to determine if a Heritage Conservation District is an appropriate tool to manage change within the community.
- 2) To review the natural heritage and landscape of the area to determine if a Heritage Conservation District is an appropriate planning tool to manage change within the community.
- 3) To provide a suggested boundary for a Heritage Conservation District, if it is determined to be warranted.
- 4) To highlight key development issues that should be addressed in a Heritage Conservation District Plan.
- 5) To identify and provide appropriate policies for the preservation and enhancement of built and natural heritage in Woodbridge.
- 6) To provide appropriate design guidelines and standards for development in Woodbridge.

#### **D. Components of the Study (Phase 1)**

The Study shall address all items required by Part V of the Ontario Heritage Act.

In addition to the statutory requirements the Study process should include, but is not limited to, the following components:

- 1) A review the City's heritage inventory, its "Listing of Buildings of Architectural and Historical Value" and the City's Register of Property of Cultural Heritage Value, and comment on the contents with respect to Woodbridge as it relates to the area's overall heritage fabric i.e. vernacular architectural styles, significant heritage landmarks, gateways and landscapes and the identification of significant heritage buildings and sites. This review should include the identification of buildings and sites that should be included in these documents.
- 2) A minimum of three Open House / Public Information meetings. These meetings should cover the following topics:
  - a) Introduction to Heritage Conservation Districts;
  - b) Interim Findings of the Study; and
  - c) Final Study and Presentation of Draft Plan.
- 3) As a minimum, the Study Report should include the following items:
  - a) Short history of Woodbridge.
  - b) A complete review and description of the built fabric within the Study Area including vernacular architectural styles and building elements.
  - c) A complete review and description of the natural and culturally significant landscapes within the Study Area.
  - d) A Statement of Heritage Character which includes an overall reason for preservation and designation under the Ontario Heritage Act if so determined.
  - e) Inventory of heritage buildings which includes a description of its vernacular architectural style, heritage building elements, historic background if known, with accompanying photos.
  - f) A review of the existing policy framework for Woodbridge including OPA 240 – The Woodbridge Community Plan OPA 440 Woodbridge Historic Commercial Centre Amendment and the Woodbridge Historic Commercial Centre – Urban Design Study (October 1994).
  - g) Inventory of "other buildings" and description of architectural styles and features within the community.
  - h) Review of proposed developments and the relationship of these developments to heritage buildings and the landscape.
  - i) Any other appropriate maps, images and descriptions of the area in order to ascertain if all or a portion of the Study Area is suitable for designation as a Heritage Conservation District.

## **E. Components of the Plan (Phase 2)**

Should it be determined that a Heritage Conservation District Plan is appropriate, the Consultant will be responsible for preparing the Plan pursuant to Part V of the Ontario Heritage Act.

In addition to the items required by the Ontario Heritage Act, the Plan must include the following items:

- 1) A document, based upon the findings and recommendations contained within the Study and presented in a suitable format, that presents the following items:
  - a) A map establishing the boundary of the Heritage Conservation District.
  - b) Policies for alterations, or additions to non-heritage buildings and contemporary buildings within the District boundary.
  - c) Policies for new construction as infill development within the District boundary.
  - d) Policies for appropriate building materials, building elements and overall approach for new construction or building alterations and additions.
  - e) Site development guidelines for all alterations to heritage and non-heritage buildings and new construction.
  - f) Streetscape and landscape design policies, including character of sidewalks, burial of hydro electrical wires, etc.
  - g) Opportunities for enhancing open space and pedestrian connections within the area.
  - h) Demolition policies.
  - i) Design guidelines for signage including information on appropriate materials and lighting.
  - j) Street furniture.
  - k) Street lighting.
  - l) Land use policy.
  - m) Policies for specific areas and/or buildings.
  - n) Assessment and incorporation of the relevant existing policies that address the above items particularly those contained in the "Woodbridge Historic Commercial Centre - Urban Design Study (October 1994)" and the work coming out of the Kipling Avenue Corridor Study.
  - o) Heritage Permit approval process.
  - p) Undertakings exempt from requiring Heritage Permits.
  - q) Implementation of the Plan.
- 2) A minimum of one Open House / Public Information meeting, that may be combined with meetings held during the Study portion of the process that presents details about items the Plan will contain.
- 3) One Open House / Public Information Meeting that presents a draft Heritage Conservation District Plan and associated Design Guidelines.

- 4) A presentation of the Heritage Conservation District Plan pursuant to the Ontario Heritage Act to the Heritage Vaughan Committee to seek comment and input.

**F. Public Consultation and Notification**

- 1) Presentation to a Public Meeting (Hearing) held pursuant to the provisions of the Ontario Heritage Act. Recent amendments to the Ontario Heritage Act include a requirement that the City Clerk provide notice of the statutory public meeting in a manner that Council decides is appropriate. The Act requires Council to determine who should be notified and how they are to be notified of the statutory public meeting. In order to ensure that persons and bodies are informed of decisions that may have an impact on their properties and development plans the following persons and bodies shall be informed by normal mail of the required statutory public meeting:
  - a) All property owners within the proposed Heritage Conservation District.
  - b) City of Vaughan Chamber of Commerce.
  - c) Village of Woodbridge Quasquicentennial Committee.
  - d) Vaughan Youth Cabinet.
  - e) Wallace House Committee.
  - f) Any person who requests, in writing, to be informed of the statutory public meeting.
  - g) Heritage Vaughan Committee.
  - h) Regional Municipality of York.
  - i) Toronto Region Conservation Authority.
  - j) Any other person or body that is identified during the study process as having an interest in the development of lands and / or preservation of heritage resources in the study area or proposed Heritage Conservation District.

In addition to a direct mailing to the above noted parties, advertisements shall be placed in the local newspapers and on the City's website. In consultation with the Consultant the City of Vaughan will be responsible for ensuring that the public is informed and involved in the Study and Plan process.

**G. Deliverables**

1. 20 copies of the draft report and 25 copies of the final report, including illustrations, and maps as required;
2. 1 digital print ready copy;
3. 1 photocopy ready copy;
4. 1 PDF copy; and
5. 1 digital copy of all images and mapping. Where appropriate, digital information shall be georeferenced in accordance with City standards(NAD 83, 6° UTM, Zone

17). Acceptable City formats include: jpeg photos, AutoCAD dwg (2004 version), jpeg/bmp/tif/Adobe graphics. Specific technical information will be provided to the selected consultant.

**H. Study Process Schedule, Cost and Contract Fee**

1. May 2007, start
2. November 2008 finish

The cost for this study is not to exceed \$ 80,000 (including all disbursements and taxes). The actual cost of the Study and Plan will be determined following a discussion with the Consultant over a detailed work plan. Prior to commencing the project, the Consultant will be required to submit for approval of the Commissioner of Planning and the Director of Policy Planning, a detailed work plan outlining the study and plan process and showing study stages and milestones in relation to time, associated tasks, persons' time commitments and fee rates. This timeline shall propose a minimum of three public open houses, a meeting with Heritage Vaughan and Public meeting as required by the Heritage Act and a report to a meeting of the Committee of the Whole. There will be a 10% holdback on the disbursement of fees. At the successful completion of the final phase, the holdback will be remitted to the Consultant.