

City of Mississauga
Corporate Report



<p>Date: January 26, 2022</p> <p>To: Chair and Members of Heritage Advisory Committee</p>	<p>Originator's files:</p>
<p>From: Jodi Robillos, Commissioner of Community Services</p>	<p>Meeting date: February 8, 2022</p>

Subject

Conserving Heritage Landscapes Project: Final Report

Recommendation

1. That the following properties be removed from the City's Heritage Register:
 - a. BraeBen Golf Course;
 - b. Port Credit Marina; and
 - c. Rattray Marsh.
2. That Council endorse the Conserving Heritage Landscapes Project as per the Corporate Report from the Commissioner of Community Services dated January 26, 2022.

Executive Summary

- The project was a review of the 2005 Cultural Landscape Inventory to ascertain which landscapes are truly significant and to determine an effective means of their conservation.
- The project provided an opportunity for the City to recognize new Cultural Heritage Landscapes (CHLs).
- The project featured three criteria for each CHL; Cultural Heritage Value and Interest, Historical Integrity and Community input/value, with an emphasis on the latter.
- Of the landscapes still extant, and not already protected under Part IV or V of the Ontario Heritage Act, approximately 13 have been or are proposed for removal.
- Four new landscapes are proposed, two of which are largely or all public property.
- The proposal is to protect multi-property CHLs through the Official Plan rather than Section 27 of the Ontario Heritage Act, though some properties are proposed to remain listed as well.
- Additional best practice recommendations are made to conserve the character of the CHLs.

Background

In 2005, City Council adopted the province's first Cultural Landscape Inventory and simultaneously added all of the properties therein to the City's Heritage Register, then known as the Heritage Inventory.

Cultural Heritage Landscapes are defined under the Provincial Policy Statement (PPS) as areas of cultural heritage value or interest. They may include gardens, battlefields, campuses, industrial complexes, etc. They may have been intentionally planned or created, like a park or garden or downtown square. They may be evolved places that have developed over time, such as residential neighbourhoods or main streets. The PPS states that significant CHLs must be conserved.

In 2018, the City commissioned ASI, with SGL, landPlan and GBCA, to update the Inventory and re-examine how change is managed within the landscapes. The project included:

- Evaluating the 2005 inventory for landscapes to be included or removed;
- Determining if additional CHLs may be added; and
- Examining ways to effectively manage change within and around these landscapes.

The City divided the project into two phases to facilitate the removal of large-scale 2005 landscapes from the Heritage Register (Section 27 Ontario Heritage Act protection), which do not meet the current criteria, at the earliest opportunity. The first phase focused on ten existing large-scale neighbourhood and transportation route landscapes. The second phase focused on the remaining landscapes and new community suggestions.

Criteria

Provincial guidance recommends that only significant CHLs be protected. After conducting a best practice review, the project consultant recommended a three-pronged approach to define a significant CHL that is related to the PPS definition of a CHL (based on the Region of Waterloo's Regional Implementation Guideline for CHL Conservation). In order for a landscape to be deemed significant, it must meet the following three criteria:

- Cultural heritage value or interest; and
- Historical integrity; and
- Community value.

Phase 1 Results

The consultant conducted research and an on the ground survey of the landscapes. The team determined that the following areas did not meet the current legislated criteria and agreed upon methodology to be considered significant CHLs:

- Creditview Road Scenic Route
- Sheridan Research Park
- Trelawny Community
- Wartime Housing (Malton)
- Mississauga Road Scenic Route north of Britannia Road West

Save for individually listed properties, the above areas were removed from the City's Heritage Register.

Comments

As mentioned above, Phase 2 of the project, which began in 2019, examined the remaining landscapes and community suggestions employing the same criteria as outlined earlier. It was determined that the remaining landscapes already designated under Part IV and V (Heritage Conservation Districts) of the Ontario Heritage Act (OHA) would remain and would not be subject to further review as part of the project. However, recommendations were made regarding the necessity for a by-law review. Landscapes, or features that comprised a larger landscape that was under review, were folded into the larger landscapes as features. This included the low stone walls, which are prominent in Mineola and along Mississauga Road. The remaining walls, outside of these landscapes, are recommended for individual review.

CHLs Proposed for Removal

Of the remaining landscapes that were reviewed, the following did not meet the criteria:

- Creditview Wetland
- Port Credit Marina (part of Port Credit Harbour; remainder of Harbour protected by Old Port Credit Village Heritage Conservation District and Credit River Corridor)
- Rattray Marsh

The following industrial sites, would remain listed on the City's Heritage Register, but would no longer be considered landscapes:

- C.R.H. Canada Mississauga Cement Plant
- Pearson International Airport
- Petro-Canada Lubricants

The following landforms, which were protected for their views, would be removed but their views are recommended to be protected through Official Plan policies rather than as a CHL:

- BraeBen Golf Course
- Vista Heights
- Lake Iroquois Shoreline

(Creditview Wetland, Vista Heights and Lake Iroquois Shoreline were not added to the Heritage Register, hence the reason they are not included in the report recommendation for removal.)

CHLs Proposed to Remain

The following 2005 landscapes met the new criteria and are recommended to continue as CHLs:

- City Centre Precinct (City Hall, Celebration Square, Library, Living Arts Centre)
- Kariya Park
- Lakefront Promenade

The report recommends that City Centre Precinct remain listed on the City's Heritage Register and that Kariya Park be designated under Part IV of the Ontario Heritage Act.

New Proposed CHLs

The following new landscapes are recommended as CHLs:

1. Dickson Park Crescent
2. Gordon Woods
3. Meadowvale West (public realm)
4. Hancock Woodlands, including park and private residences to the immediate north

Proposed Means of Conservation

Section 27 of the OHA provides demolition control but does not effectively conserve CHL character unless the property is designated under the OHA. This Section 27 protection, which includes a sixty-day delay to demolish any structure can be cumbersome and the OHA is generally not well suited for use as a planning tool. While it limits risk, it is also resource intensive and not an effective means of managing change at a large scale. As such, it is recommended that all multi-property CHLs be protected via the Official Plan (OP) instead. The full list of applicable CHLs, from both phases, includes the following:

1. City Centre Precinct
2. Credit River Corridor
3. Dickson Park Crescent
4. Erindale Village
5. Gordon Woods
6. Hancock Woodlands
7. Lakefront Promenade
8. Meadowvale West
9. Mineola Neighbourhood

10. Mississauga Road Scenic Route
11. Streetsville Village Core

The recommendation is that OP policy be adopted to the effect that any development application that would negatively impact the identified heritage attributes may be subject to a Heritage Impact Assessment, at the owner's expense, to assess and resolve impacts to the CHL. This would provide flexibility and a more comprehensive approach to conserving character than listing the properties on the City's Heritage Register, as was done in 2005. The recommendation is that these properties, save for those designated or individually listed, be removed from the City's Heritage Register once the OP amendment is adopted. This delisting would be subject to further consultation with the City's Heritage Advisory Committee, and adoption by Council, once the final OP policy is drafted.

Mississauga Road south of Lakeshore has been considered a CHL in practice since the initial 2005 Inventory. This area was not captured in the review of the Mississauga Road Scenic Route CHL as it is mostly covered by the Old Port Credit Heritage Conservation District. It has similar cultural heritage value and historical integrity as the rest of road and is valued by the immediate community. As such, it is recommended to be included in the final OP Mississauga Road Scenic Route CHL.

In addition to these recommendations, the consultant recommends the following best practices to conserve the character of these CHLs as follows:

- Zoning by-law amendment (Gordon Woods)
- Design guidelines (Dickson Park Crescent and Mineola Neighbourhood)
- Miniature scenic routes (Dundas within Erindale and Stavebank Road within Mineola)
- Additional character area policies
- Enhanced tree protection by-law
- Assess for potential individual heritage designations under Part IV of the OHA
- Heritage Conservation District Feasibility study for Streetsville
- Interpretation and commemoration

See Final Conserving Heritage Landscapes Report, attached as Appendices 1 thru 3, for full details.

Further guidance around managing change to rural cross sections, which are attributes of several CHLs and managing low stone walls would be beneficial. The consultant recommends hiring experts in these areas to provide information booklets and protocols. There are also recommendations for further work in other areas.

Interpretation

The consultant also developed an Interpretation Plan recommending interpretation through online media, tours, brochures, public art and/or murals, speakers, workshops, exhibits and displays. Despite not meeting the CHL criteria, the Plan includes recommendations to interpret Victory Hall and Park (Malton), and Sheridan Research Park by integrating an interpretive strategy into the Corporate Centre's Character Area policies.

Strategic Plan

This project helps meet the City's strategic goal of celebrating our community ("Connect" pillar).

Engagement and Consultation

The City launched the project with a public meeting in September 2018 followed by workshops in November targeting the topical neighbourhoods of Phase 1. The City promoted these meetings by mail to impacted property owners, through social media and road signs. A survey was available online and was distributed at the meetings to solicit input. In 2019, the City held meetings in May and September 2021 and conducted an online survey to gather feedback on Phase 2 landscapes and nominations for new landscapes. Due to the pandemic, there was no 2020 engagement. Engagement resumed in 2021 with targeted surveys, also available online, mailed to property owners of new landscapes under consideration. Staff participated in three follow up targeted virtual public meetings in the spring. The project website has had 7,000 visits.

The project team has kept rights-bearing Indigenous communities updated on the project. This began with a notice sent in July 2018, followed up by updates in January and August 2019, June 2020 and the final draft report in August 2021. The team met with the Mississaugas of the Credit First Nation multiple times and once with the Haudenosaunee Confederacy Chiefs Council and Six Nations of the Grand River. Curve Lake First Nation provided material for inclusion in the report. Other nations asked to be kept up to date and/or had questions of clarification.

Financial Impact

There is no financial impact resulting from the recommendations of this report.

Conclusion

The report seeks Council endorsement of the Cultural Heritage Landscapes Report and approval to remove three properties from the City's Heritage Register. Approval of the report recommendations will improve the City's approach to protecting multi-property CHLs through a more targeted and effective approach that is less onerous for property owners and heritage planning staff.

Attachments

Appendix 1: Conserving Heritage Landscapes: CHL Project Final Report Volume 1

Appendix 2: Conserving Heritage Landscapes: CHL Project Final Report Volume 2

Appendix 3: Conserving Heritage Landscapes: CHL Project Final Report Volume 3

A handwritten signature in black ink, appearing to read "Jodi Robillos", is written over a horizontal line.

Jodi Robillos, Commissioner of Community Services

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