



OAKVILLE

REPORT

PLANNING AND DEVELOPMENT COUNCIL MEETING

MEETING DATE: JANUARY 30, 2018

FROM: Planning Services Department

DATE: January 22, 2018

SUBJECT: **Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property**

LOCATION: 1333 Dorval Drive

WARD: 4

Page 1

RECOMMENDATION:

That the Cultural Heritage Landscape Conservation Plan for the Glen Abbey property dated January 2018, be approved.

KEY FACTS:

The following are key points for consideration with respect to this report:

- On August 23, 2017, Notice of Intention to Designate the cultural heritage landscape of the Glen Abbey property was issued following the resolution of Council on August 21, 2017.
- Concerns were raised by the property owner regarding their ability to continue to operate the Glen Abbey Golf Course without acting in contravention of the *Ontario Heritage Act*, which requires Town consent to alterations of the property.
- On September 26, 2017, Council adopted an official plan amendment to the Livable Oakville Plan which provides direction on how the town ensures that significant cultural heritage landscapes are to be conserved; including through cultural heritage landscape conservation plans.
- Town staff undertook the preparation of a cultural heritage landscape conservation plan to provide clear and consistent guidance on how to ensure that future alterations to the Glen Abbey property conserves Glen Abbey as a significant cultural heritage landscape, including descriptions of what is exempt from heritage review and what would require Town consent.
- This cultural heritage landscape conservation plan requires that Town decisions retain Glen Abbey's cultural heritage value and interest. The plan is not a maintenance plan for the Glen Abbey property, nor is it an operational plan.

From: Planning Services Department
Date: January 22, 2018
Subject: Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property

- The draft cultural heritage landscape conservation plan, dated December 2017 was made available for review at the Planning and Development Council meeting on December 12, 2017.
- The Heritage Oakville Advisory Committee endorsed the draft Cultural Heritage Landscape Conservation Plan for the Glen Abbey property at their meeting on December 19, 2017.
- A public Open House was held on January 10, 2018 with approximately 50 attendees.
- Minor revisions have been made to the cultural heritage landscape conservation plan for the Glen Abbey property as a result of feedback received from the public consultation and ongoing Town review. The revisions have not changed the substance of the plan.

BACKGROUND:

Cultural Heritage Landscapes Strategy

The property at 1333 Dorval Drive, known as 'Glen Abbey' was identified as one of 63 properties across the town in the inventory prepared in 2015 during Phase One of the implementation of the Cultural Heritage Landscape Strategy. In February 2016, as part of the completion of the Phase One inventory, Council identified the Glen Abbey property as a 'high priority' for Phase Two evaluation as a cultural heritage landscape.

Following the Phase Two evaluation of the property, undertaken by Letourneau Heritage Consulting, Council formally recognized Glen Abbey as a significant cultural heritage landscape ("CHL") on May 15, 2017 and directed that the property immediately proceed to Phase Three, which is the implementation of protection measures for the CHL.

Phase Three Implementation

Additional cultural heritage research and evaluation were undertaken by independent experts Ken Moodie and Julian Smith as part of Phase Three. On August 21, 2017, Council approved a Notice of Intention to Designate under s. 29, Part IV of the *Ontario Heritage Act* for the Glen Abbey property. This Notice included a statement of cultural heritage value or interest and a description of heritage attributes. The last date to file a notice of objection for the Notice of Intention to Designate was September 25, 2017 and one objection was received by the Town. The property owner did not object to the Notice of Intention to Designate.

On September 26, 2017, Council adopted an official plan amendment (OPA) to the Livable Oakville Plan updating the cultural heritage policies, including policies regarding cultural heritage landscapes. It also provided direction on how the Town would proceed to ensure that significant cultural heritage landscapes were

From: Planning Services Department
Date: January 22, 2018
Subject: Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property

conserved. Consistent with provincial policy direction, the OPA recognized that conservation plans could be an important tool to protect significant cultural heritage landscapes.

To that end, work began on a town-wide Cultural Heritage Landscape Conservation Plan By-Law that would require conservation plans to be prepared by the property owner or the town for each protected cultural heritage landscape in the town unless Council directed otherwise. That by-Law was released in draft in December 2017 for public comment.

In September 2017, in order to meet the Town's commitment to provide a guidance document, Town staff retained a team to assist them with the preparation of a cultural heritage landscape conservation plan. The team members include specialists in heritage conservation, golf practice and landscape architecture.

The Heritage Designation By-law

On December 20, 2017, Town Council voted unanimously to pass By-law 2017-138, a by-law designating Glen Abbey as a property of cultural heritage value or interest (the "heritage designation by-law").

COMMENT/OPTIONS:

Consultation

An earlier draft of the conservation plan was provided to stakeholders for preliminary review, including the property owner and Golf Canada. The property owner and Golf Canada were offered meetings with the conservation plan team to discuss the first draft of the conservation plan. The proposed meeting with the property owner did not take place. The conservation plan team met with Golf Canada to review and discuss the first draft.

On November 27, 2017, the conservation plan team held a focus group with representatives with golf and heritage conservation experience. Representatives with golf experience included the supervisor of a heritage designated golf course and a board member from the National Golf Course Owners Association. Representatives with heritage conservation experience included the chair, vice chair and another member of the Heritage Oakville Advisory Committee.

Feedback received from both the stakeholder meeting and focus group meeting was considered in the preparation of the draft conservation plan dated December 2017.

From: Planning Services Department
Date: January 22, 2018
Subject: Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property

The draft conservation plan dated December 2017 was released to the public for review and feedback at the December 12, 2017 Planning and Development Council meeting.

The draft was then presented to the Heritage Oakville Advisory Committee for their review and comment at their meeting on December 19, 2017. The Committee recommended some minor changes and endorsed the draft conservation plan. The Committee was made aware that the draft conservation plan would only be brought back to them for review and consideration if there were substantial changes made to the plan as a result of public feedback.

A public open house was held on January 10, 2018 to receive additional comments from the public. There were two sessions, one in the afternoon and one in the evening. Town staff and members of the conservation plan team were available to answer questions about the Phase Three implementation measures, including the draft conservation plan, the conservation plan by-law and the town-initiated official plan amendment and zoning by-law amendment. Town staff also made presentations at each session and answered questions. Over both sessions, there were approximately 50 attendees.

Golf Canada has also reviewed the December draft conservation plan and provided input that has been considered in the draft attached as Appendix A.

Additionally, the town requested the independent expert opinion of Julian Smith, the author of the report 'Cultural Heritage Landscape Values and Attributes of the Glen Abbey Property' completed for the Town and included as an appendix in the Notice of Intention to Designate for the property presented to Council on August 21, 2017. At the request of the Town, Mr. Smith has reviewed the draft conservation plan and has provided his opinion regarding the plan's ability to conserve the cultural heritage value or interest and heritage attributes of the Glen Abbey property's cultural heritage landscape, attached as Appendix B. Mr. Smith's findings are that:

The proposed Cultural Heritage Landscape Conservation Plan is a consistent, logical and appropriate document for conserving the cultural values of the Glen Abbey property.

On January 22, 2018, the town received feedback on the conservation plan from the property owner through their legal counsel (attached as Appendix C). The conservation plan team is reviewing the comments provided by the property owner. Part 5 of the conservation plan has now been clarified to confirm that Category A actions do not require any heritage review. Schedule 4 provides a list of actions that the Town acknowledges are Category A actions. To ensure compliance with section 33 of the Ontario Heritage Act, if an action is not included in Schedule 4, it is

From: Planning Services Department
Date: January 22, 2018
Subject: Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property

recommended that Town staff be consulted to determine the category of the action. Further response to the letter may be forthcoming.

Contents of the Conservation Plan

The purpose of the conservation plan is to guide future alterations of Glen Abbey that are likely to affect the heritage attributes of the property.

The conservation plan includes descriptions of the alterations that are exempt from Town heritage review and those that would require Town consent. The conservation plan is not a maintenance plan for Glen Abbey, nor is it an operational or business management plan.

For alterations, the conservation plan provides direction on ensuring that any alteration conserves Glen Abbey as a significant cultural heritage landscape. The purpose of town decisions under the conservation plan is to retain Glen Abbey's stated cultural heritage value or interest.

Maintenance, meaning routine non-destructive actions that preserve the existing form, and operations are exempt from Town heritage review. Other activities are also exempt from heritage review because they would not affect Glen Abbey's heritage attributes.

The plan includes important components that have remained consistent from the draft report released in December 2017 to the final draft attached as Appendix A. These components are:

- *The description of the cultural heritage value and heritage attributes of the property:*
The statement of cultural heritage value or interest and list of heritage attributes are taken directly from the heritage designation by-law 2017-138. This was included in the December draft as the Notice of Intention to Demolish. Since the release of the December draft, the Town of Oakville passed By-law 2017-138 to designate the Glen Abbey property under Part IV, Section 29 of the Ontario Heritage Act. There have been no changes made to the statement of cultural heritage value or interest and the list of heritage attributes.
- *The five conservation areas within the property:*
In order to offer guidance that reflects these distinct functional and geophysical contexts, this plan organizes the property into five conservation areas: (1) the tablelands (including playing areas and features); (2) the valleylands (including playing areas and features); (3) the hub; (4) arrival and staging; and (5) operations. These five conservation areas are inter-related

for golf play, viewing and operations through, among other things, pathways and views. Together, these five conservation areas describe the whole of the landscape. They also highlight different qualities that help guide appropriate conservation practices.

- *The three categories of planned actions including:*

- *Category A – Exempt Works;*
- *Category B – alterations for Town staff approval;*
- *Category C – alterations for Council approval;*

Category A actions are actions that (1) do not alter the Glen Abbey property and/or (2) do not affect the property's heritage attributes. No heritage review of Category A actions is required. Category B actions are alterations that are likely to affect the heritage attributes and may impact the cultural heritage value or interest of the property. These alterations require prior review by and consent from Town staff. Category C actions are also alterations that are likely to affect the heritage attributes and impact the cultural heritage value or interest of the property. However, these alterations require prior review by and consent from Town Council.

- *The process to follow for a Category B or C alteration;*

For Category B alterations, the Town process includes staff review and a decision on whether the alteration receives consent, including any conditions of consent. For Category C actions, the Town process involves staff review and preparation of a report to Council. It concludes with Council review of the staff report and any additional relevant information in order to make a decision on the alteration, including any conditions of consent.

- *The decision making checklists: heritage guidelines and heritage values that are to be applied to every Category B or C alteration.*

These checklists are a key feature of this plan. They are intended to assist the Town with ensuring that any Category B or C alteration will conserve the cultural heritage value or interest of the property. An applicant for a Category B or C alteration is required to complete the two checklists as part of its submission to the Town. Together, these two checklists provide the Town with the information necessary to answer to the key question for the Town under Part 5 of the plan: Is the proposed alteration consistent with conserving the cultural heritage value or interest of Glen Abbey?

Summary of Changes

The changes that have been made to the December 2017 draft conservation plan are summarized as follows:

- Revised design, images and formatting to improve readability;

- Corrections to typographic errors, re-ordering of information and removal of unnecessary repetition;
- Revisions for consistency throughout document, including terminology and place names;
- Completion of the Appendix A - Summary of Consultation as the consultation period has now just ended;
- Clarification and addition of several actions to the Category A – Exempt Works, including:
 - Tree pruning and removal of self-seeded saplings
 - Emergency works
- Clarification of several Category B and C alterations to resolve overlap and inconsistencies between Categories B and C

The decision making tree in Schedule 3, which presents the processes from Part 5 in visual format and does not include new information, will be provided at the Council meeting on January 30, 2018.

It is staff's opinion that the changes made to the plan from the December draft to the draft attached in Appendix A do not substantially change the plan.

Conclusion

The plan provides guidance to the property owner and the Town and provides information to all persons interested in the conservation of this significant heritage resource. It is intended to provide a clear and efficient process to assess proposed alterations and ensure that proposed alterations meet applicable heritage requirements.

The plan has been made available for public review and comment and Town staff have incorporated much of the feedback received. Staff have worked with experts in heritage conservation and golf course management to review and improve the readability and usability of the draft plan and are confident that the plan attached as Appendix A to this report is an innovative and appropriate conservation plan for the cultural heritage landscape of the Glen Abbey property.

CONSIDERATIONS:

(A) PUBLIC

Public consultation was an integral part of developing a conservation plan for the Glen Abbey property.

(B) FINANCIAL

Financing for the conservation plan has been provided in the Planning Services budget.

From: Planning Services Department
Date: January 22, 2018
Subject: Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property

(C) IMPACT ON OTHER DEPARTMENTS & USERS

Planning staff will work with Legal staff and other Town departments as required.

(D) CORPORATE AND/OR DEPARTMENT STRATEGIC GOALS

This report addresses the corporate strategic goal to:

- provide outstanding service to our residents and businesses
- be accountable in everything we do
- be innovative in everything we do
- enhance our cultural environment
- be the most livable town in Canada

(E) COMMUNITY SUSTAINABILITY

The proposed application generally complies with the sustainability objectives of the Livable Oakville Plan.

APPENDICES:

Appendix A –Cultural Heritage Landscape Conservation Plan for the Glen Abbey Property dated January 2018

Appendix B – Review of Draft Cultural Heritage Landscape Conservation Plan by Julian Smith

Appendix C – Letter from Mark Flowers on behalf of ClubLink dated January 22, 2018

Prepared by:
Susan Schappert, CAHP, MCIP, RPP
Heritage Planner

Recommended by:
Diane Childs, MCIP, RPP
Manager, Policy Planning and Heritage

Submitted by:
Mark H. Simeoni, MCIP, RPP
Director, Planning Services