

To: Development Services Committee

From: Warren Munro, HBA, RPP, Commissioner,
Development Services Department

Report Number: DS-21-32

Date of Report: March 3, 2021

Date of Meeting: March 8, 2021

Subject: Draft Heritage Conservation District Plan for the South Field of
the Oshawa Executive Airport

File: B-8600-0055

1.0 Purpose

On November 29, 2019, City Council considered the South Field Master Plan (Report DS-19-213 dated November 13, 2019) and, among other matters, endorsed the designation of the South Field as a Heritage Conservation District and directed staff to advance the designation process through the preparation of a Heritage Conservation District Study.

On December 14, 2020, City Council endorsed the South Field Heritage Conservation District Study (affixed as Attachment 2 to Attachment 4 of this Report), and authorized staff to prepare a draft South Field Heritage Conservation District Plan.

The purpose of this Report is to present the draft South Field Heritage Conservation District Plan (the “District Plan”) to the Development Services Committee and City Council and obtain authorization to initiate the statutory public process under the *Ontario Heritage Act*, R.S.O. 1990, c. O.18 (the “Ontario Heritage Act”) to obtain public feedback on the draft District Plan, including consultation with Heritage Oshawa.

The draft District Plan provides the policies, procedures and guidelines for the designation of the core area of the South Field at the Oshawa Executive Airport as a Heritage Conservation District under Part V of the Ontario Heritage Act.

The area of the South Field recommended for designation (the “District Area”) encompasses Airmen’s Park, the No. 10 Building owned by the 420 Wing, and the former Canteen and former Stores Buildings.

Attachment 1 shows the location of the District Area, the location of the three buildings referenced in the preceding paragraph, as well as the existing zoning in the area.

Attachment 2 is an air photo of the District Area showing key site features.

Attachment 3 is a copy of the draft District Plan, dated March 2021.

Attachment 4 is a copy of Resolution DS-20-139, which contains a copy of the final South Field Heritage District Study dated October 2020 affixed to it as Attachment 2.

2.0 Recommendation

That the Development Services Committee recommend to City Council:

1. That, pursuant to Report DS-21-32 dated March 3, 2021, City staff be authorized to initiate the statutory public process under the Ontario Heritage Act to obtain public feedback on the draft South Field Heritage Conservation District Plan, attached as Attachment 3 to said Report, in the manner described in Section 5.2.2 of this Report.
2. That, pursuant to Report DS-21-32 dated March 3, 2021, City Council delegate to the Development Services Committee the responsibility to hold the public meeting noted in Part 1 above, and to make recommendations to City Council on the Heritage Conservation District Plan in accordance with Section 5.2.2 of this Report.
3. That, pursuant to Report DS-21-32 dated March 3, 2021, City staff consult with Heritage Oshawa and obtain their input on the draft South Field Heritage Conservation District Plan.
4. That, pursuant to the consultative process outlined under Parts 1, 2 and 3 above, City staff report back to the Development Services Committee with a final recommended South Field Heritage Conservation District Plan.

3.0 Executive Summary

Not applicable.

4.0 Input From Other Sources

The following have been consulted in the preparation of this Report:

- Commissioner, Community Services
- Commissioner, Corporate Services
- Commissioner, Finance Services
- City Solicitor

5.0 Analysis

5.1 South Field Master Plan

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 to establish a Heritage Conservation District for a portion of the South Field at the Oshawa Executive Airport. The specific lands in question encompass Airmen’s Park, the No. 10 Building

owned by the 420 Wing, the former Canteen Building and the former Stores Building (see Attachment 1).

Subsection 41(1) under 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, and enables the Council to manage and guide future change in the district. This is achieved through the 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 to undertake a Heritage District Study, in consultation with the municipal heritage committee, and obtain City Council's approval of the Study. Council achieved this step on December 14, 2020 through adoption of DS-20-139.

5.2 Process to Designate a Heritage Conservation District

5.2.1 Phase 1: Heritage District Study

A Heritage District Study is undertaken for the purpose of providing the appropriate background information and research in support of the designation of a Heritage Conservation District under Part V of the Ontario Heritage Act.

A Heritage District Study:

- Examines the area's character and appearance, including buildings, structures and other property features, to determine if the area should be preserved as a Heritage Conservation District;
- Examines and makes recommendations as to the geographic boundaries of the area to be designated;
- Considers and makes recommendations as to the objectives of the designation and the content of the Heritage Conservation District Plan; and,
- Makes recommendations as to any appropriate changes to the municipality's Official Plan and relevant by-laws.

Consultation on the content of a Heritage Conservation District Study with a City's municipal heritage committee is required under the Ontario Heritage Act.

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 Conservation District Study (the "draft Study"). The Development Services Committee referred Report DS-20-129 back to Development Services staff to consult with Heritage Oshawa on the draft Study, before reporting back to the Development Services Committee with a final South Field Heritage Conservation District 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. 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, endorsed the Study, and authorized staff to prepare a draft South Field Heritage Conservation District Plan.

This Study has served as the background document for the preparation of 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, as well as the Study’s recommendations concerning the District Area boundaries.

5.2.2 Phase 2: Heritage Conservation District Plan and Public Consultation

A municipality is required to prepare a Heritage Conservation District Plan if it intends to designate a Heritage Conservation District. In preparing the District Plan, the Council shall make information available to the public, hold at least one (1) public meeting and consult with its municipal heritage committee, in accordance with Section 41.1(6) of the Ontario Heritage Act. Council is also required to determine an appropriate manner for giving notice of the public meeting, and determine whom Council believes may have an interest in the District Plan and should be notified, in accordance with Section 41.1(7) of the Ontario Heritage Act.

Staff recommend that Council delegate authority to hold the public meeting to the Development Services Committee, and that notice of the public meeting be given in the following manner:

- (a) A notice would be published in the Oshawa This Week at least 20 days prior to the public meeting;
- (b) A notice would be placed on the City's website and communicated through its Corporate social media accounts; and,
- (c) A notice would be mailed to the following recipients who may have an interest in the District Plan:
 - Ontario Regiment Museum;
 - 420 Wing; and,
 - Any other individual who has previously submitted a written submission indicating their interest in the South Field Heritage Conservation District Study.

The District Plan must include:

- A statement of the objectives to be achieved;
- A statement explaining the cultural heritage value or interest of the Heritage Conservation District;
- A description of the heritage attributes of the Heritage Conservation District;
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the Heritage Conservation District; and,
- A description of the alterations or classes of alterations that are minor in nature and that the owner of a property in a Heritage Conservation District may carry out or permit to be carried out without obtaining Council approval. The interior of buildings or structures is excluded.

The preparation of a District Plan involves the preparation of policies, guidelines and recommendations in terms of alterations and additions, landscaping, land use, building design and visual environment. A District Plan contains policies and guidelines for use by Council and property owners within the District Area boundary to assist with the maintenance and protection of the Heritage Conservation District and of properties within the district. A District Plan includes provisions with respect to:

- Defining the roles and responsibilities of various parties in implementing the District Plan including the role and responsibility of Council, staff, neighbours and Heritage Oshawa;
- Implementing the District Plan's recommendations and proposals; and,
- Developing a strategy for maintaining the District Plan and monitoring its effectiveness.

In addition to the consultation with Heritage Oshawa and the public, staff would also consult with other Departments, including Community Services and Corporate Services.

A final report with recommendations for designating the Study Area as a Heritage Conservation District, and the adoption of a final District Plan, would be presented to the Development Services Committee and Council.

5.2.3 Phase 3: Designating a Heritage Conservation District and Adopting a Heritage Conservation District Plan via By-law

Phase 3 involves designating the District Area by by-law as a Heritage Conservation District, and the adoption of the District Plan by Council as part of the designation. The following provides an outline of the basic steps for Phase 3 of the Heritage Conservation District process.

Upon review of the final recommendation report noted in Section 5.2.2 of this Report, City Council would pass a by-law to designate the District Area as a Heritage Conservation District under Part V of the Ontario Heritage Act. Council would also adopt the recommended District Plan by by-law.

The designation by-law is subject to specific notice requirements and can be appealed.

Notice of passing a by-law to designate a Heritage Conservation District is given to each owner in the district and to the Ontario Heritage Trust, and is published in the local newspapers. Any person may appeal the designation of a Heritage Conservation District to the Local Planning Appeals Tribunal ("L.P.A.T.") within 30 days after publication in the newspaper.

If no objections are filed with the municipality within 30 days after the date of publication of the notice in the newspaper, the by-law designating the Heritage Conservation District comes into full force in effect.

If an objection to the passage of the by-law is filed with the municipality within the 30 day appeal period, Council must refer the objection to the L.P.A.T. for a hearing. The L.P.A.T. shall then hold a public hearing and, before holding the hearing, give notice of the hearing to such persons or bodies and in such manner as the L.P.A.T. may determine. After holding the hearing, the L.P.A.T. shall:

- (a) Dismiss the appeal; or,
- (b) Allow the appeal in whole or in part and;
 - (i) Repeal the by-law;
 - (ii) Amend the by-law in such manner as the L.P.A.T. may determine;
 - (iii) Direct the council of the municipality to repeal the by-law; or,
 - (iv) Direct the council of the municipality to amend the by-law in accordance with the L.P.A.T.'s order.

Once a by-law designating the Heritage Conservation District has been passed, and the appeal period has concluded and the by-law is in effect, no property owner in the District Area may alter or demolish any building or landscaping containing heritage attributes unless approval is obtained from the Council of the municipality. Minor alterations and certain classes of alterations can be carried out without Council approval provided they are described in the District Plan. An owner may appeal Council's refusal to issue approval to the L.P.A.T.

The owner of a property within the Heritage Conservation District may need to obtain Council's approval for any alteration or demolition if such a demolition or alteration is determined through the review process to impact the heritage attributes established in the designation by-law. Council must first consult with Heritage Oshawa prior to making a decision on the proposed alteration or demolition.

Within 90 days after notice of receipt of the complete application is served on the applicant, Council may give the applicant one of the following:

- (a) The approval applied for;
- (b) Notice that the Council is refusing the application; or,
- (c) The approval applied for, with terms and conditions attached.

If Council refuses the approval applied for, or gives the approval with terms and conditions attached, the owner of the property may appeal to the L.P.A.T. within thirty (30) days of receipt of the refusal/return with conditions. Only the property owner can appeal Council's decision regarding an alteration or demolition. The L.P.A.T. shall hear the appeal and shall either dismiss the appeal or direct that the approval be issued without terms and conditions or with such terms and conditions as the L.P.A.T. by its order may direct.

The Council of a municipality may delegate by by-law its power to grant approvals for the alteration of property situated in a Heritage Conservation District to an employee or official of the municipality if the Council has established a municipal heritage committee and consulted with it before the delegation.

5.3 Next Steps

In the event the Development Services Committee and Council adopt the recommendation in Section 2.0 of this Report, the next steps required in the process are as follows:

1. The Development Services Committee would hold a statutory public meeting to obtain feedback on the District Plan.
2. Staff would consult with Heritage Oshawa on the District Plan.
3. Staff would report back to the Development Services Committee with a recommended Heritage Conservation District Plan including comments from the public and Heritage Oshawa, as appropriate.
4. The Development Services Committee would make a recommendation to Council with respect to the recommended Heritage Conservation District Plan and Council would

pass the appropriate by-law to designate the District Area under Part V of the Ontario Heritage Act, and adopt the recommended Heritage Conservation District Plan.

6.0 Financial Implications

Anticipated costs to the City are included in the appropriate Departmental budgets and relate primarily to newspaper advertising costs for any public meeting and notice of the passing of any by-law.

7.0 Relationship to the Oshawa Strategic Plan

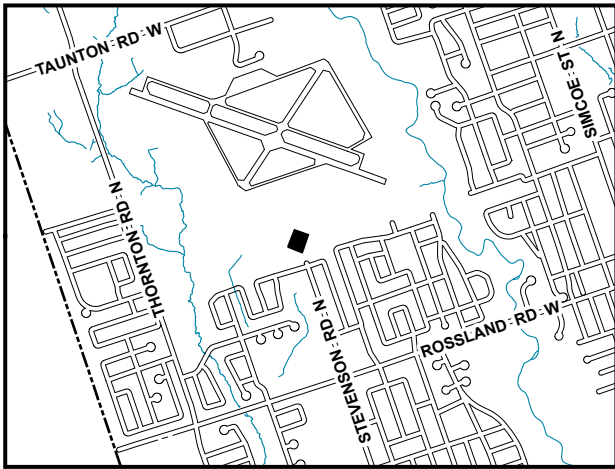
The Recommendation in this Report advances the Accountable Leadership and Cultural Vitality goals of the Oshawa Strategic Plan.



Tom Goodeve, M.Sc.Pl., MCIP, RPP, Director,
Planning Services



Warren Munro, HBA, RPP, Commissioner,
Development Services Department





**Item: DS-21-32
Attachment 1**

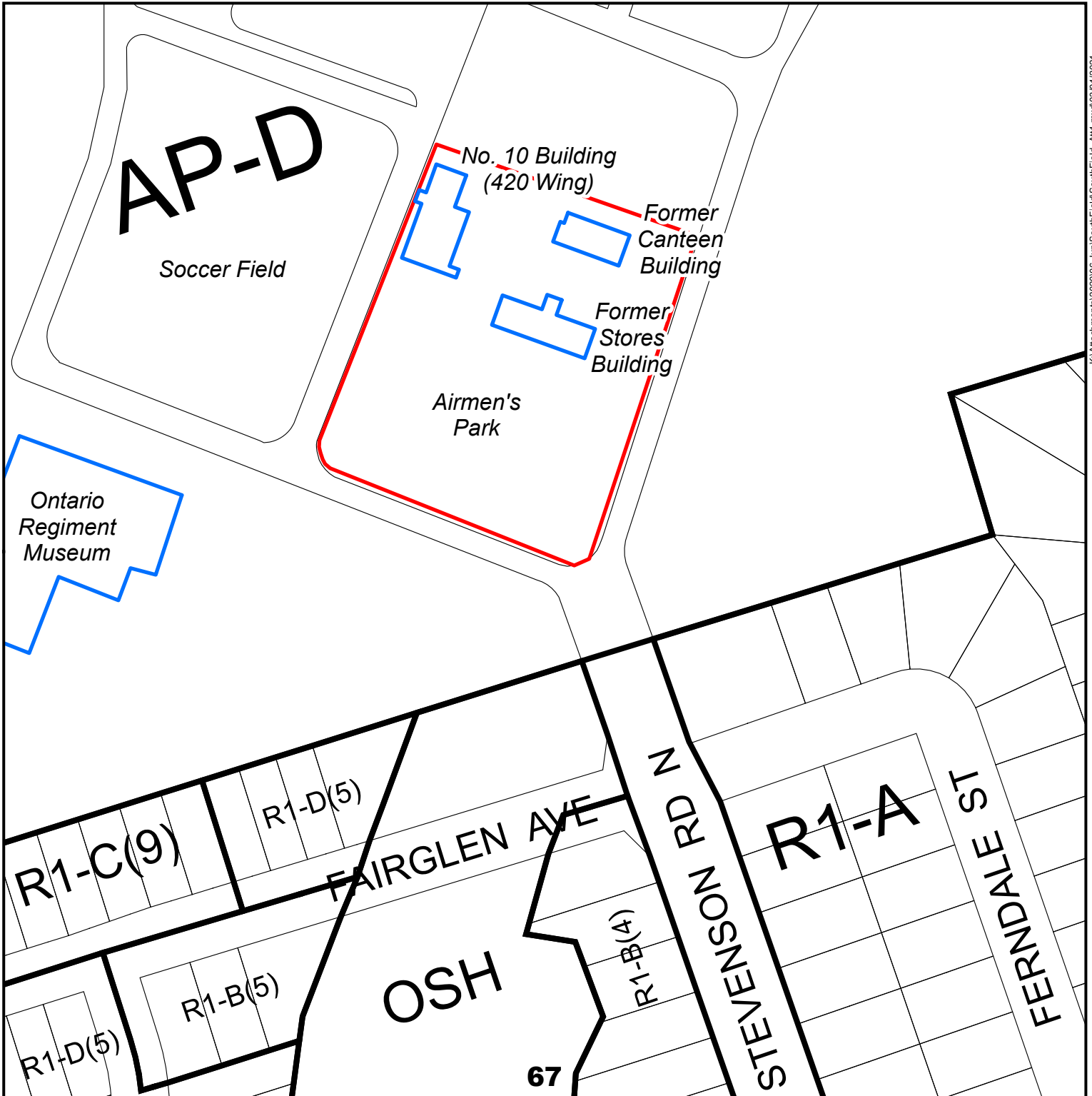
Development Services Department

Subject: Draft Heritage Conservation District Plan for the
South Field of the Oshawa Executive Airport

File: B-8600-0055





South Field Buildings 
South Field Study Area 



Subject: Draft Heritage Conservation District Plan for the South Field of
the Oshawa Executive Airport

File: B-8600-0055

Item: DS-21-32
Attachment 2

 South Field Buildings
 South Field Study Area

City of Oshawa
Development Services Department 



Draft South Field Heritage Conservation District Plan



South Field
Oshawa Executive Airport
City of Oshawa
March 2021

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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 Conservation 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



Item: DS-20-139

Development Services Committee – November 30, 2020

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 (File: B-8600-0055)

That the Development Services Committee recommend to City Council:

Whereas on November 29, 2019 Council approved the South Field Master Plan pursuant to Report DS-19-213 dated November 13, 2019, which, among other matters, endorsed the designation of a portion of the South Field at the Oshawa Executive Airport as a Heritage Conservation District, and directed staff to advance the designation process through the preparation of a Heritage District Study; and,

Whereas the area of the South Field recommended for designation encompasses Airmen's Park, the No. 10 Building owned by the 420 Wing, the former Canteen and the former Stores Buildings; and,

Whereas 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") affixed to said Report; and,

Whereas on November 9, 2020, the Development Services Committee referred Report DS-20-129 dated November 4, 2020, including the draft Study, back to Development Services staff to consult with Heritage Oshawa consistent with the Ontario Heritage Act, and obtain their input on the draft Study, before reporting back to the Development Services Committee with a final South Field Heritage District Study; and,

Whereas on November 19, 2020, at a Special Meeting of the Heritage Oshawa Committee, staff presented the draft Study to Heritage Oshawa for their review and comment; and,

Whereas Heritage Oshawa provided comments on the draft Study at the Special Meeting of Heritage Oshawa held on November 19, 2020 (see Attachment 1); and,

Whereas Heritage Oshawa's comments have been incorporated, where appropriate, into the final South Field Heritage District Study (see Attachment 2);

Therefore be it resolved:

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.

Excerpts from the Minutes of a special meeting of Heritage Oshawa held electronically on November 19, 2020

HTG-20-40 Draft Heritage District Study in Support of the Designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport

The Committee discussed Report HTG-20-40 dated November 19, 2020 concerning the Draft Heritage District Study in support of the designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport.

Moved by Jennifer Weymark,
“That Report HTG-20-40 concerning the draft Heritage District Study in support of the designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport be received for information.”
Withdrawn by later vote

The Committee questioned the Planner A.

Moved by Jennifer Weymark,
“That the motion to receive Report HTG-20-40 for information be withdrawn.” Carried

Moved by Ann Dulhanty,
“That Report HTG-20-40 being the Draft Heritage District Study for the South Field at the Oshawa Executive Airport be endorsed with the following amendments:

1. That under section 3.3 the words ‘The earliest surrounding residential subdivisions were built in the 60s and 70s, and therefore the buildings do not meet the minimum age qualification for the Heritage Oshawa Inventory, which is 70 years old’ be replaced with the words ‘The earliest surrounding residential subdivisions were built in the 1960s and 70s, and therefore the buildings in these neighbourhoods would not typically be assessed by Heritage Oshawa for inclusion in the Heritage Oshawa Inventory of City of Oshawa Heritage Properties; and,
2. That the addition of the dark green colour of the cladding of the subject buildings as a protected heritage attribute be further investigated; and,
3. That further clarity be provided as to the meaning of the ‘surrounds’ of Airmen’s Park which have merit as a cultural heritage landscape, especially in the context of the ‘core area’; and,

4. That further clarity be provided as to the ownership of the lands with respect to 50-year Operating and Options Agreement with the Federal government; and,
5. That further clarity be provided as to the ownership and usage of the South Field lands prior to their use as an airport, in order to confirm whether they were agricultural as cultivated by settlers or by indigenous peoples; and,
6. That further clarity be provided as to the reasoning for the closure of the Flying Club in 1998, and further context provided regarding the duration of time between the end of World War II and present day; and,
7. That further information be provided on wildlife present in the area; and,
8. That under section 6.1 the words 'The option provides flexibility for current and future uses/users of the space' be deleted; and,
9. That further information be provided on 'We Grow Food'; and,
10. That consistency be ensured in the description of exterior materials described for the Canteen, Stores and No. 10 Buildings, including wood cedar shingles, wood clapboard siding and metal siding; and,
11. That under section 7.2.2 the source of the information which informed the statement 'The buildings were intended to serve a specific purpose for a life span of not more than twenty years' be specified; and,
12. That further information be provided on the significance of Camp X and the Camp X Building." Carried

South Field Heritage District Study



South Field
Oshawa Executive Airport
City Of Oshawa
November 2020

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1.0 Executive Summary

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 and the former Stores Building.

Subsection 41(1) in 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, and enables the Council 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 the City Council approval of the Study, with consultation from the City’s municipal heritage committee, Heritage Oshawa.

The Study has been completed consistent with the requirements of the *Ontario Heritage Act*. It has 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 has examined the proposed boundaries of the area to be designated, and determined that only the “core area”, the area containing Airmen’s Park, the No. 10 building, the former Canteen and the former Stores Building has merit for district designation. It has considered and made recommendations as to the objectives of the designation and the content of the future Heritage 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 “Study Area”) is included in Appendix B.

After analyzing the heritage attributes and background of the Study Area, the Study has concluded that the Study 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.

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

The conclusions of this Study support the designation of the Study Area as a Heritage Conservation District, including Airmen’s Park, the No. 10 Building, the former Canteen Building, and the former Stores Building. The Study has analyzed the contextual,

associative and design/physical heritage value of the various buildings, structures and landscapes, and captures the Study Area's heritage attributes to be protected through the district designation. On the basis of this analysis and these conclusions, it is recommended that Council approve the creation of a Heritage Conversation District Plan for the Study Area at the Oshawa Executive Airport.

2.0 Introduction

In 2019, staff prepared a South Field Master Plan Study, which included a review of various heritage research reports prepared for certain South Field buildings, and past recommendations of Heritage Oshawa and City Council. The South Field Master Plan Study also had consideration for a potential Heritage District Study.

On November 29, 2019 at a Special Meeting of Council, City Council considered Report DS-19-213 entitled “South Field Master Plan Study at the Oshawa Executive Airport” and endorsed, among other elements of the Master Plan, the following recommendation from the Development Services Committee:

- “2. That, pursuant to Report DS-19-213 dated November 13, 2019, Development Services staff be authorized to undertake the process outlined in 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 and the former Stores Building;”

Subsection 41(1) in 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. District designation enables the Council of a municipality 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 significance of a Heritage Conservation District often extends beyond its built heritage, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district. As a rule, the value of a District as a whole is greater than the sum of its parts.

The first requirement for the creation of a Heritage Conservation District is the creation of a Heritage District Study, and the City Council approval of this study, with consultation from its municipal heritage committee (M.H.C.).

2.1 Study Purpose

The *Ontario Heritage Act* describes the purpose of a Heritage District Study as follows:

“A Heritage District Study is undertaken for the purpose of designating one or more Heritage Conservation Districts. The study shall:

- Examine the character and appearance, including buildings, structures and other property features, to determine if the area should be preserved as a heritage conservation district;

- Examine and make recommendations as to the geographic boundaries of the area to be designated;
- Consider and make recommendations as to the objectives of the designation and the content of the Heritage District Plan; and,
- Make recommendations to change the municipality's official plan and by-laws."

Heritage Conservation Districts, A Guide to District Designation Under the Ontario Heritage Act (The Ontario Heritage Tool Kit) describes the following as common sets of characteristics that may be evident in Heritage Conservation Districts:

- “(a) A concentration of heritage buildings, sites, structures; designed landscapes, natural landscapes that are linked by aesthetic, historical and social-cultural contexts or use.
- (b) A framework of structured elements including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- (c) A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.
- (d) A distinctiveness which enables districts to be recognized and distinguishable from their surroundings or neighbouring areas.”

The purpose of the Study is to inform and support the designation of the Study Area as a Heritage Conservation District, including Airmen's Park, the No. 10 Building, the former Canteen Building and the former Stores Building. The Study will define the boundaries of the Study Area, analyze the contextual, associative and design/physical heritage value of the various buildings, structures and landscape, and capture the Study Area's heritage attributes to be protected through the designation. The Study will also make recommendations as to the creation of a Heritage District Plan for the defined Study Area.

3.0 Policy Context

3.1 Provincial Policy Context

3.1.1 The Ontario Heritage Act

The *Ontario Heritage Act* provides the legislative basis for municipalities to designate Heritage Conservation Districts. A Heritage Conservation District is a geographic area in which the municipality has identified heritage resources worthy of preservation and imposes restrictions on alterations to property within the district.

Section 41(1) of the *Ontario Heritage Act* provides the Council of a municipality with the authority to establish a Heritage Conservation District by by-law if the official plan in effect in that municipality contains provisions relating to the establishment of Heritage Conservation Districts.

3.1.2 The Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (“P.P.S.”) provides policy direction on matters of provincial interest related to land use planning and development. The P.P.S. defines “built heritage resource” and “heritage attributes”, and also provides policy direction with respect to their protection and conservation, including using the tools provided in the *Ontario Heritage Act*.

Part IV of the P.P.S., “Vision for Ontario’s Land Use Planning System”, states that:

“The Province’s natural heritage resources, water resources, including the Great Lakes, agricultural resources, mineral resources, and cultural heritage and archaeological resources provide important environmental, economic and social benefits. The wise use and management of these resources over the long term is a key provincial interest.”

Part V of the P.P.S., under Section 1.7, “Long Term Economic Prosperity” states that:

“1.7.1 Long-term economic prosperity should be supported by:

- e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including *built heritage resources* and *cultural heritage landscapes*;

Part V of the P.P.S., under Section 2.0, “Wise Use and Management of Resources”, states that:

“Ontario's long-term prosperity, environmental health, and social well-being depend on conserving biodiversity, protecting the health of the Great Lakes, and protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.”

Section 2.6 of the P.P.S. addresses “Cultural Heritage and Archaeology” and states that:

- “2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.3 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.
- 2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
- 2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.”

Section 6.0 of the P.P.S. defines a “built heritage resource” as:

“..a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act, or that may be included on local, provincial, federal and/or international registers.”

Section 6.0 of the P.P.S. defines “heritage attributes” as:

“...the principal features or elements that contribute to a protected heritage property’s cultural heritage value or interest, and may include the 45 | Provincial Policy Statement, 2020 property’s built, constructed, or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from a protected heritage property).”

3.2 Municipal Planning Context

3.2.1 Oshawa Official Plan

Section 5.15 of the City of Oshawa’s Official Plan (O.O.P.) addresses cultural heritage resources and their identification and preservation, through both individual designation and Heritage Conservation Districts:

- “5.15.1 The City shall encourage and support the identification and preservation of heritage resources in Oshawa including listing or designating properties, buildings and other structures which are of

cultural heritage value or interest in accordance with the Ontario Heritage Act.

5.15.2 The City has a municipal heritage committee known as Heritage Oshawa. The City shall:

(a) Liaise with Heritage Oshawa when identifying, preserving and designating *heritage resources* in accordance with the Ontario Heritage Act.

5.15.4 The City may designate areas of the municipality as heritage conservation districts in accordance with the Ontario Heritage Act.”

Section 5.1.2 of the O.O.P. defines “heritage resources” as:

“...significant man-made features which are indicative of past human activities, events or achievements. Such resources include, but are not restricted to, archaeological sites, buildings, structures and artifacts of architectural or historical significance.”

3.2.2 South Field Master Plan

On November 29, 2019, Oshawa City Council endorsed Report DS-19-213, "South Field Master Plan Study at the Oshawa Executive Airport", as well as the South Field Master Plan. Report DS-19-213 addresses the future land use for the South Field as follows:

“...the recommended preferred land use option at the South Field is to maintain the current zoning. Maintaining the status quo ensures that the South Field is kept for uses including recreational, museum, community garden and public uses, while also accommodating appropriate opportunities for existing permitted uses to change and grow. In addition, the existing 50 metre (164 ft.) wide Airport buffer zone abutting the residential area in the zoning by-law would be maintained.”

Development Services staff analyzed alternative land use options for the South Field including industrial and residential land use options and concluded that these were not appropriate land use options.

Using the South Field for industrial purposes was not recommended as the direction of the 1987 Delcan Master Plan was to move all aviation related industrial/commercial uses to the North Field, keeping the South Field for museums and recreational uses.

Using the South Field for residential purposes was also not recommended as it would be inappropriate to introduce additional residential uses at this location adjacent to an operational airport. As well, the South Field does not have an alternate access/egress route other than Stevenson Road North for emergency services access.

The South Field lands are subject to a 50-year Operating and Options Agreement with the Federal government which commenced when the City was transferred ownership of the Airport lands in 1997. This agreement states that the Oshawa Executive Airport must be in operation until 2047 unless it becomes redundant. It is also important to note that in 2008, Oshawa City Council passed a resolution to continue operating the Airport until at least 2033 regardless of possible redundancy.

On May 21, 2019, City Council passed a motion to not extend the commitment to keep the Airport open beyond 2033 regardless of the status of the Pickering Airport.

Maintaining the status quo land use at the South Field ensured that the South Field does not complicate the future of the Airport and that any decision concerning the future operation of the Airport will not be jeopardized. Recreational, museum, agricultural uses without buildings (i.e. community gardens) and public uses continue to be permitted, including appropriate opportunities for change and growth.

The selected land use option for the South Field was consistent with the goals of the neighbourhood in the mid-1990s when the zoning by-law was approved by the Ontario Municipal Board for the South Field.

3.3 Municipal Inventory and Evaluation of Heritage Resources

Section 5.15 of the O.O.P. addresses the identification of cultural heritage resources by Heritage Oshawa as regulated by Section 28 of the *Ontario Heritage Act*:

- “5.15.2 The City has a municipal heritage committee known as Heritage Oshawa. The City shall:
- (b) Encourage Heritage Oshawa to prepare and maintain a comprehensive inventory that lists properties, buildings and other structures which are considered to be of cultural heritage value or interest.”

The Heritage Oshawa Inventory of City of Oshawa Heritage Properties (the “Heritage Oshawa Inventory”) identifies properties of cultural heritage value or interest within the City of Oshawa. The Heritage Oshawa Inventory includes all properties on the City of Oshawa Register of Properties of Cultural Heritage Value or Interest as well as properties identified as “Class A” or “Class B”.

Heritage Oshawa has identified the following within the Study Area:

- Airmen’s Park is identified in the Heritage Oshawa Inventory as a Class B property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have “good potential for designation”.
- The No. 10 Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage

Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.

- The No. 10 Building is also a Heritage Oshawa Historic Building Plaque Recipient.
- The former Canteen Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.
- The former Stores Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.



Figure 1: The No. 10 Building, currently a Class A property on the Heritage Oshawa Inventory

Heritage Oshawa has identified the following in the area immediately adjacent to the Study Area and within the South Field:

- The Oshawa Aeronautical Military and Industrial Museum, now known as the Ontario Regiment Museum, is identified in the Heritage Oshawa Inventory and has been

evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System. However, a classification has not been awarded to the building.

In addition, there are no structures of cultural heritage value or interest that are outside of the South Field in the immediate surrounding area. The earliest surrounding residential subdivisions were built in the 1960s and 1970s, and buildings of this age generally would not be assessed by Heritage Oshawa for inclusion in the Heritage Oshawa Inventory.

4.0 Growth and Development of the South Field

4.1 Early Development of Oshawa (pre-1939)

4.1.1 Lot History

The South Field is located within the south half of Lot 14 and the southwest quarter of Lot 15, both in Concession 3 of the former East Whitby Township, and also includes a portion of the unopened road allowance between Lots 14 and 15, Concession 3 of the former East Whitby Township, which roughly aligns with Stevenson Road North, north of Rossland Road West, and Airport Boulevard, south of Taunton Road West.

In the 1895 County of Ontario Atlas, the south half of Lot 15, 40 hectares (100 ac.) in size, is noted as being owned by a “WM King”. Also noted is the southwest quarter of Lot 14, 20 hectares (50 ac.) in size, as being owned by an “R. Mackie”. “WM King” is also noted as owner of the northeast quarter of Lot 14 and the northwest portion of Lot 13 (the portion west of the Oshawa Creek), totaling 38 hectares (94 ac.), which now constitutes most of the northeast quadrant of the present-day Oshawa Executive Airport.

The Oshawa Executive Airport as a whole includes parts of Lots 13, 14, 15 and 16, Concession 3, former East Whitby Township. Concession 3 stretched roughly between present day Rossland Road and Taunton Road. The road allowance between Lot 16 and Lot 17, Concession 3 is now Thornton Road North. The opened portion of the road allowance between Lot 13 and Lot 12 is now Northbrook Street. The unopened portion forms part of the Oshawa Creek valley lands east of the Airport.

It is noted that in the fall of 1940, in the construction of the new airport, earth movers arrived to demolish existing farm buildings and level two hills and a cultivated field. It is likely that the entirety of the lands upon which the airport currently sits were originally agricultural lands.

4.1.2 The Ontario Regiment – formation (1858) to pre-World War II (1936)

The Study Area is adjacent to the Ontario Regiment Museum, with a namesake which is intrinsically linked to the history of the City of Oshawa, Region of Durham, and the Oshawa Executive Airport.

The Ontario Regiment dates back to the March 31, 1858 formation of the “Volunteer Highland Rifle Company of Whitby.” The Company was one of the first independent companies in Canada, many others were formed in late 1862 and 1863, including in the communities of Oshawa, Whitby, Prince Albert, Brooklin, Columbus, Greenwood and Uxbridge. These companies were combined and organized in 1866 to form the Ontario Regiment.

The Ontario Regiment, the museum’s namesake, was created on September 14, 1866, then authorized as the “34th Ontario Battalion of Infantry” for Ontario County within which it was based, now known as Durham Region. It was created in response to the

Militia Act of the same year. The Militia Act organized the independent companies listed above into militias for the first time, in response to attacks on Canadian soil by the Fenian Brotherhood.

The Fenian Brotherhood was an uprising in the United States comprised of emigrants of the Republic of Ireland, forced to flee due to a decade of famine and disease, during which the population of Ireland declined from 8.5 million to 6 million. The Fenian Brotherhood sought to capture Canada and hold it hostage in order that Great Britain would release the Republic of Ireland from British control.

The Canadian government created and organized the regiments, including the Ontario Regiment, for protection of its land from the Brotherhood. The effort represented the first time in the country's history that it had to be responsible for its own defense, independent of its typical allies.

The 34th Ontario Battalion of Infantry contributed volunteers to the 1870 Red River Expedition, the 1885 North-West force and to the Canadian Contingent during the Boer (or South African) War. In 1900, the Battalion was authorized as the 34th Ontario Regiment. The Boer War took place between 1899 and 1902, and was Canada's first international engagement as an independent contingent rather than as part of the British Army.

In the First World War, regiments did not fight as regiments, instead they "raised battalions". The 34th Ontario Regiment, then made up of over 1,100 men from Ontario County, raised two battalions, most famously the 116th Battalion. Lieutenant Colonel Samuel Simpson Sharpe raised the 116th Battalion, as second in command of the 34th Ontario Regiment. Lt.-Col. Sharpe has his bust and statue in Canada's House of Parliament, and in 2019, the Durham Region Courthouse was renamed in the former lawyer's honour to the Lieutenant-Colonel Samuel Sharpe, DSO, MP Courthouse.

Sharpe also served as a Member of Parliament (M.P.) for the Conservative Party from 1909 to 1918, and after winning his re-election in 1917, became the only M.P. in Canadian history to ever win an election while overseas fighting in a war. Tragically, Sharpe suffered from severe post-traumatic stress disorder from his war efforts, and took his own life in 1918, at the age of 45.

Lt.-Col. Sharpe led the 116th Battalion in famous battles such Passchendaele and the retaking of Vimy Ridge.

The second of the two 34th Ontario Regiment Battalions, the 182nd battalion, did not stay together upon arrival in Britain, and was instead broken into reinforcements.

The 34th Ontario Regiment dropped "34th" from its name in 1920, and was re-designated as a tank battalion in 1936. Prior to the Second World War (World War II), only the most fundamental tank training was conducted by the Battalion.

4.2 World War II (September 1939 – September 1945)

On September 3, 1939, Britain and France declared war on Germany, followed by Canada seven days later on September 10. Canada began preparing for its Allied role immediately, resulting in the creation of a group historically tied to the City of Oshawa and the buildings in the Study Area – the No. 20 Elementary Flying Training School (the “No. 20 E.F.T.S.”). This effort also led to the Ontario Regiment, at the time a recently designated tank battalion or “armoured regiment”, entering into service on September 1, 1939.

4.2.1 The No. 20 Elementary Flying School

In Canada, Flying Clubs across the country were requested to train pilots to a standard comparable to the Royal Canadian Air Force (R.C.A.F.) in support of War efforts. Each Flying Club was offered a contract, and would form a company under the Dominion Companies Act, providing their own capital for entering into a training contract with the Crown.

An agreement was signed on December 17, 1939, between Canada, and Royal Air Force (R.A.F.) delegates on behalf of Great Britain, Australia and New Zealand, to participate in the British Commonwealth Air Training Plan (B.C.A.T.P.). The objective of the B.C.A.T.P. was to train pilots, navigators, gunners, bomb aimers, flight engineers, air crew, ground crew and support staff, in support of the Allied Forces war efforts.

The Ontario County Flying Training School was subsequently organized by Oshawa businessman Alexander G. Storie, President and General Manager of Fittings Ltd., a large factory operation formally located at what is now a large vacant site at 135 Bruce Street in Downtown Oshawa. Storie was assisted by George Hart, Haydon McDonald, Samuel Trees and T.K. Creighton.

A fundraising campaign was spearheaded by Charles Robson, owner of Robson Leather Co. Ltd., a large Oshawa tannery formally located at what is now 100 Whiting Avenue, headquarters of the Central Lake Ontario Conservation Authority. The Brantford and Kingston Flying Clubs added \$5000 each to Robson's fundraising campaign, and as a result of the contributions, the three clubs established No. 20 E.F.T.S, with Robson appointed as the School's first manager.

A clear limiting factor in the success of the No. 20 E.F.T.S. was the absence of an airport in the City of Oshawa. This absence was not prolonged, as the Federal government finalized expropriation of Lot 15, Concession 3, East Whitby Township on March 20, 1941. Several new buildings were erected even prior to the expropriation. Further expropriations and purchases followed, and eventually the airport site stretched across almost 200 hectares (491 ac.), mirroring its current extent.

Hangers, runways, barracks and roadways were quickly planned and constructed by civil engineers and labourers, and the airport and No. 20 E.F.T.S. was ready for its first plane in June 1941. Twelve months later, the opening ceremony was held, officiated by

the Duke of Kent. Businessman Alexander G. Storie was appointed President of the Flying School.

In total, approximately 2,500 students completed the basic flying training course at the No. 20 E.F.T.S. in Oshawa. Every six weeks, two classes graduated 60 students each.

Nationally, from 1940 to 1945, approximately 131,553 airmen were trained and graduated to Wings Standard 1 in Canada as a result of the British Commonwealth Air Training Plan. Students used Tiger Moth aircraft, and were trained by civilian instructors from the Oshawa, Kingston, and Brant-Norfolk flying clubs.

Unlike most flying schools of the era, the No. 20 E.F.T.S. had only 2 hangars. Large H-shaped barracks were built over several years to house the enlisted and other personnel. The students resided in “bunk houses” (typically large open rooms with narrow beds or cots for each individual) located on the southwest side of the field, located just south from where the NAV Canada control tower currently sits. The site also had a swimming pool, a bowling alley, and a hospital. The airbase employed approximately four hundred, including seventy instructors. There were between 78 and 84 aircraft in operation.

The School was acknowledged for its efficiency by several awards, including the “Cock of the Walk” Trophy awarded in 1944, acknowledging the No. 20 E.F.T.S. as the “best training station in Canada”.

The last class of pilots at the No. 20 E.F.T.S. graduated in November 1944. Following Germany’s surrender in May 1945, the airbase became a storage base and clearing house for the War Assets Corporation and the Royal Canadian Flying Clubs Association. In Spring 1945, the R.C.A.F. closed the airport and delegated its operation to the Department of Transport of the Federal Government. The buildings and aircraft at the airport were subsequently declared war surplus.

The main remnants of the No. 20 E.F.T.S. which remain today are the No. 10 Building, former Canteen Building, and the former Stores Building. These are three of the original buildings built in the initial construction of the airbase in late 1940/early 1941.

The former Canteen Building originally served as a canteen (typically, a room for refreshments and dining) before it was converted into a classroom and office in 1947. The former Stores Building was originally used as a storage building and, similarly, is now used by the Ontario Regiment Museum to store tanks.

4.2.2 The Ontario Regiment – World War II

The Ontario Regiment, at the time a recently designated tank battalion or “armoured regiment”, entered service on September 1st, 1939, and was fully recruited by the end of the month.

In 1940, they guarded German prisoners-of-war in Northern Ontario.

In 1941, they moved to England, where they trained for two years (1941 to 1943) and also provided coastal defense.

In July 1943, they landed in Sicily (Italy) with the 1st Canadian Army Tank Brigade as part of “Operation Husky”. By September of the same year, the Regiment and its allies had fought their way to mainland Italy, and subsequently moved northward, participating in many battles in their journey, including Cassino, Liri Valley, Aquino, and the advance to Florence.

The Ontario Regiment often supported troops from India or other commonwealth nations, rather than other Canadian troops. Near the conclusion of the War (March 1945), in conflicts in northwest Europe and the invasion of Germany, the Ontario Regiment finally fought with the Canadian infantry and artillery.

4.3 Post-World War II (1946 to 2020)

4.3.1 Aviation at the South Field, Post-World War II

On February 18, 1944, the Directorate of the No. 20 E.F.T.S. received a Charter or Special Letters Patent as a Flying Club. Given the ongoing unsettled war, there was no initiative to organize a Flying Club until after Germany’s surrender in May 1945. An August 16, 1945 gathering at the Genosha Hotel, now 70 King Street East in downtown Oshawa, led to the formation of a management committee for an Oshawa branch of the Royal Canadian Flying Clubs Association, including the following members:

- Haydon McDonald (Chairperson),
- W.O. (Bill) Hart,
- E.G. Storie,
- K.D. Smith, and
- George Hurren.

The Oshawa Branch’s Management Committee then negotiated with the Federal government for use of the former airbase; leasing the Recreational Hall, No. 10 Building and No. 1 Hangar for a dollar annually, plus maintenance, taxes and insurance. By August 31, 1945, flying for club purposes began, and on September 15, 1945 the “Ontario County Flying Club” opened. George Hurren went on to become manager of the Flying Club and the airport. As part of the agreement, the Club had obtained all financial and physical responsibility for the airport and its operations.

Several commercial operations leased or purchased other buildings at the Airport, including Hangar 1. In late 1945, Weston Aircraft opened an aircraft maintenance shop in the south half of Hangar No. 1. In 1947, the hangar was purchased by Photographic Survey, who changed its name to “Field Aviation” in 1948. Field Aviation operated in Oshawa from 1948 until 1960, when they relocated to Toronto.

Kashower Aviation, run by Bob Kashower, bought surplus military aircraft and had Weston Aircraft convert them for civilian use. Kashower lived in a trailer at the airport, and worked out of the top of the control tower in the South Field from 1946 to 1950.

The City of Oshawa took over management of the airport from the Federal government in 1947. That same year, flight training for air cadets began. Under sponsorship from the Air Cadet League, with financial support from the Federal Department of National Defense, the Oshawa Air Cadets were formed. The Oshawa Air Cadets chose the label “Chadburn Squadron,” named after decorated Canadian fighter pilot and R.C.A.F. Wing Commander, Lloyd V. Chadburn.

In November 1949, a volunteer organization named the “No. 420 Wing of the Royal Canadian Air Force Association” held its first meeting. The No. 420 Wing’s mandate was to “ensure a strong Air Force and assist with other aviation matters such as airports and Air Cadet training”. The Flying Club gave the No. 420 Wing permission to use the south half of No. 10 Building for monthly meetings.

The Flying Club closed in 1998.

The 1987 Airport Master Plan recommended that the South Field be considered for recreational uses including such uses as aviation museums and sports fields.

Lands on Thornton Road North at 1095 Thornton Road North were acquired by the Airport in 1999 in a trade for lands surplus to the Airport located immediately south of the South Field and west of Stevenson Road North. Those surplus lands now form a residential subdivision comprised of housing along Fairglen Avenue, Barbados Street, the north terminus of Waverly Street, and the west side of the north terminus of Stevenson Road North, as well as Summerglen Park.

The South Field and 1095 Thornton Road North were declared surplus to Airport needs in the 2008 to 2012 Airport Business Plan, as they are no longer required for aviation services and do not need to be retained for future Airport development. However, any future use of these lands must remain compatible with the Airport and the community.

4.3.2 The Ontario Regiment – Post World War II

After World War II, the Ontario Regiment required new facilities, as their existing facilities at the downtown armoury (53 Simcoe Street North) lacked training and office space. The former Canteen Building served as a classroom for the Regiment, and, along with several other buildings in the South Field, allowed the armoured and reconnaissance squadrons to have their own facilities.

After World War II, the Regiment supplied personnel to the Cold War and various peacekeeping missions with the United Nations and the North Atlantic Treaty Organization, including operations in Germany, Bosnia, Cyprus, Cambodia, Sudan, and the Golan Heights. More recently, the Regiment has been involved in missions in the war in Afghanistan as part of the International Security Assistance Force, sending 56 members overseas.

In present day, there is no Armed Forces presence at the South Field. The South Field is however home to the Ontario Regiment R.C.A.C. Regimental Museum, which houses

an extensive historical military vehicle collection, and hosts the very popular “Tank Saturdays” military battle reenactments, as well as several other popular events.

The Museum is a cornerstone of tourism in Oshawa, bringing both history and a sense of patriotism. It is located at the terminus of Stevenson Road North, southwest of the No. 10 Building, the former Canteen Building, and the former Stores Building. It includes many military vehicles in a large collection, including:

- A jeep which participated in World War II.
- A truck specifically used to transport Queen Elizabeth II as she traveled through Oshawa in 1991.
- Various tanks, including four M4A2E8 Shermans, three CVR(T) FV105 Scorpions, and two Leopard 1A5BEs.

The museum was founded in 1980 as the “Ontario Regiment Ferret Club” by a group of retired (non-commissioned) officers of the Ontario Regiment. A local businessman, then a honorary colonel of the regiment, purchased nine (9) ferret scout cars that were surplus from the army.

The museum began as a quasi-private club for the retired officers. The club members would maintain the cars and use them for parades, supporting the Regiment in change of command ceremonies and other ceremonial functions, including in the Remembrance Day Parade and the Fiesta Parade.

In 1993, the Ferret Club moved into the building where the Regiment Museum is currently found, as part of a merger with another organization, the “Ontario Regiment Museum”. The Ontario Regiment Museum did not have a proper museum, but rather artifacts and relics spread between a room at Parkwood Estate (270 Simcoe Street North) and a room over the sergeant’s mess at the Oshawa Armoury (53 Simcoe Street North).

After the 1993 merger, the museum slowly grew as the Ferret Club members continued to acquire military vehicles.

In addition to Tank Saturdays, the museum holds several other large annual events, including Aquino Tank Weekend in June, offering visitors a show with tanks, battle reenactments, artillery displays and more. The Museum continues to participate in the Remembrance Day Parade annually, with a large convoy of military vehicles encompassing several city blocks.

4.3.3 Robert Stuart Aeronautical and Camp-X Museum

In 1977, Robert Stuart opened a museum named the “Robert Stuart Aeronautical and Camp-X Museum” in the former Stores building. The museum was active until 2010, and told the story of and housed several artifacts from Camp X. After it closed, the Ontario Regiment R.C.A.C. Regimental Museum began using the former Stores building

as a tank hangar and vehicle compound, creating an overflow storage for the Regiment Museum's large collection of historical military vehicles. Some of the Camp X artifacts in the former museum were acquired by the Canadian War Museum in Ottawa.

4.3.4 Modernization of the Oshawa Executive Airport

The Airport opened as a British Commonwealth Air Training Field in 1941 and played a significant role in training pilots for World War II. Once the War was over, the City of Oshawa took over operation of the Airport under a lease from the Federal government.

Throughout most of its early history, the Airport operated as originally constructed with three runways in a triangular configuration. All aviation related services were operated from the Airport's South Field with access from Stevenson Road North.

Over time, the aviation services grew to include flight training, general aviation, air freight operations, night air freight operations, scheduled passenger service, air charter services, air ambulance operations and the police helicopter.

In 1979, 71% of the total aircraft movements were attributed to local traffic. Local traffic is defined as an aircraft flight that departs and then returns to the airport without having landed at another airport. Local traffic includes flight training aircraft in the airport circuit pattern, flight training aircraft operating away from the airport and any other flight which meets the above definition. The majority of local traffic in 1979 however, was flight training aircraft.

A 1987 Airport Master Plan (the "1987 Master Plan") prepared by Delcan proposed physical and operational changes to the airport, including establishing new facilities on the North Field and transitioning all aviation operations from the South Field to the North Field over time.

The 1987 Master Plan proposed a gradual modernization of the airport and a transition from local traffic (mostly flight schools) and major activity on the South Field to a modern facility based on the North Field supporting the travel/transportation needs of industries, businesses and residents of the Region and stimulating area-wide economic growth. The 1987 Master Plan also recommended that the South Field lands be considered for recreational uses including uses such as aviation museums and sports fields.

The Oshawa Executive Airport is divided into "fields", with the original South Field and now the "North Field" and "East Field." The North Field now holds the balance of the aviation related uses and the Oshawa Executive Airport terminal, including flight training, air ambulance, passenger charter services, freight services, aerial police operations, aircraft maintenance and aircraft restoration services. The west quadrant of the Airport lands contain the Oshawa Airport Golf Club.

The Airport is currently a major infrastructure component of the Region of Durham/Eastern GTA, and plays an important role in maintaining and growing jobs and business in the City of Oshawa and Region of Durham.

The East Field is currently undeveloped and does not have road access. Both the East Field and the property leased for use as the Oshawa Airport Golf Club, west of the runways, continue to be held in reserve for future airport needs.

In 1994, Zoning By-law 60-94 was approved by Council. The zoning for the South Field was appealed to the Ontario Municipal Board (O.M.B.) by two representatives of the Neighbourhood Action Committee which was a local community group established to monitor Airport issues on behalf of neighbours in the Airport area.

An O.M.B. settlement was made with the representatives which included establishing a 50 metre (164 ft.) wide Airport buffer between residential uses and uses on the South Field. The approved zoning also implemented the recommendations of the 1987 Delcan Master Plan by permitting recreational, museum and agricultural uses on the South Field.

In 1994, construction of the Runway 12/30 extension, the North Field development and the new North Field airport terminal began. In 1997 the new North Field and the new airport terminal building were officially opened.

In 1997, the Federal government transferred ownership of the Airport to the City of Oshawa. The Airport was one of many airports that were transferred to local interests in the mid-1990s as a result of the 1994 National Airports Policy.

5.0 Direction from Airport Business Plans

5.1 2008 to 2012 Airport Business Plan

On March 3, 2008, Council adopted the recommendations included in Report DS-08-69, including:

- “1. That the proposed Oshawa Municipal Airport Business Plan (2008-2012), forming Attachment No. 1 to Report DS-08-69 dated February 20, 2008, be approved.”

The Oshawa Municipal Airport Business Plan (2008-2012) included a commitment to operate the Airport until at least 2033 regardless of the status of an airport in the City of Pickering.

Report DS-08-69 indicates:

- “(a) That the Thornton Road North lands were acquired by the airport in 1999 in a trade for surplus airport lands located immediately south of the South Field;
- (b) That the 1987 Master Plan (prepared by Delcan for the Airport lands) recommended that the South Field be considered for recreational uses including uses such as aviation museums and sports fields;
- (c) That the South Field and Thornton Road North Lands are no longer required for aviation services and do not need to be retained for future Airport development;
- (d) That Heritage Oshawa has requested that the City investigate the potential for a Heritage Conservation District designation in this area; and
- (e) That the South Field and Thornton Road North lands are no longer required for aviation services and do not need to be retained for future airport development; and
- (f) That Transport Canada is to be approached regarding possible removal of the South Field and Thornton Road North lands from the Operating and Options Agreement. Subject to Transport Canada’s input, the South Field and Thornton Road North lands are to be considered surplus to Airport needs and considered for removal from the Operating and Options Agreement. This could allow a transfer of these lands to the City as parkland, sales to other appropriate uses, etc. At all times, the uses on these lands must remain compatible with the Airport and Community.”

5.2 2015 to 2019 Airport Business Plan

On January 27, 2015, the Ontario Regiment Museum reiterated its interest in having the three remaining buildings that were part of the No 20 E.F.T.S. be designated as a Heritage Conservation District.

On June 29, 2015, Council approved the 2015-2019 Oshawa Airport Business Plan (DS-15-132) which establishes an ongoing strategy for the operation of the Oshawa Executive Airport. One of the key directions was that a study of the South Field lands and appropriate uses be undertaken.

6.0 South Field Master Plan

6.1 Background on the South Field Master Plan

On November 28, 2016, City Council considered Report DS-16-116 containing Proposed South Field Master Plan Terms of Reference and adopted the following recommendation:

“That, pursuant to Report DS-16-116 dated November 9, 2016, staff be authorized to undertake a South Field Master Plan Study at the Oshawa Executive Airport.”

On March 22, 2018, Heritage Oshawa passed a resolution (Item HTG-18-18) recommending that Oshawa City Council designate the former Canteen and former Stores Building pursuant to the *Ontario Heritage Act*. This resolution reads as follows:

“Whereas the South Field Buildings of the Oshawa Executive Airport represent a significant monument to Canada's contribution to the WWII war effort through training of Allied forces; and,

Whereas Heritage Oshawa has obtained a research report on these buildings, located at 1000 Stevenson Rd. N and originally constructed in 1940-41; and,

Whereas the report demonstrates that these former Canteen and former Stores buildings of the South Field meet the criteria under Ontario Regulation 9/06 for designation; and,

Whereas the South Field Buildings have historical value as they are linked to the British Commonwealth Air Training Plan and training of 73,000 Canadians during World War II, reflecting Oshawa's participation in this aspect of the war effort; and,

Whereas the former Canteen and former Stores Buildings have physical design value as part of the overall British Commonwealth Air Training complex, in addition to original architectural features reflecting construction during WWII in 1941. Both feature long rectangular, single storey frame structures with medium pitched gable roofs, cedar shingle cladding on the former Canteen (north) building and original six-over-six pane windows on the former Stores Building (south); and,

Whereas the South Field Buildings have contextual value as they remain on the site where they were built and are historically, visually and functionally linked to their setting. They are part of a group of original buildings that include the No. 10 Building (420 Wing). The site is adjacent to Airmen's Park with its plaque 'dedicated, by grateful citizens of Oshawa and district, to all allied airmen who served their country in the cause of freedom'; and

Whereas contextual value is perpetuated by the current use of the former Stores building by the Ontario Regiment R.C.A.C. Regimental Museum to honour the No. 20 Elementary Flying Club's support of the war effort in WWII;

Therefore, be it resolved that Heritage Oshawa recommends that Council designate the former Canteen and former Stores buildings of the South Field of the Oshawa Executive Airport as properties of cultural heritage significance under the Ontario Heritage Act.”

On March 26, 2018, the City's Development Services Committee considered Heritage Oshawa's recommendation (i.e. Item HTG-18-18) and referred it to the South Field Master Plan Study process.

On June 25, 2018, City Council considered Report DS-18-120 providing an overview of the Draft Background Study for the South Field Master Plan Study (the Draft Background Study) and adopted the following recommendation:

“That Report DS-18-120 dated June 14, 2018, being an overview of the Draft Background Study for the South Field Master Plan Study at the South Field of the Oshawa Executive Airport, be received for information.”

The Background Study attached to Report DS-18-120 was subsequently finalized in March 2019, after being revised to account for the development of new buildings and structures in the South Field as well as certain new licence arrangements.

A key challenge in considering Land Use Options for the Study was related to the timelines noted above for the future of the operation of the Airport. If the Airport ceased to operate as a functional airport, the lands that it currently occupies would become available for alternative uses. These lands, when considered in conjunction with the Study Area, could provide additional opportunities that may not be considered or feasible if the South Field lands were considered in isolation.

It is important that any decision concerning future land uses for the South Field does not frustrate or complicate the future land use potential of the remainder of the Airport lands should the Airport become non-operational.

On May 21, 2019, City Council passed a motion to not extend the commitment to keep the Airport open beyond 2033 regardless of the status of the Pickering Airport.

Pursuant to Report DS-19-45 dated March 25, 2019, a Public Open House was held on May 23, 2019 at Monsignor Paul Dwyer Catholic High School in Oshawa. The purpose of the Public Open House was to provide members of the public with an opportunity to learn more about the Background Study and provide input on the same, including input with respect to the draft preferred land use option for the South Field which was based on a Heritage, Recreational and Public Use theme. The Public Open House was attended by approximately 100 individuals.

In addition, a Communication Plan was developed which included a project page on Connect Oshawa (the City's community engagement website) and social media messages. In order to identify the public's top priorities, a feedback form was distributed at the Public Open House and was also made available online at Connect Oshawa. The feedback form was available for completion from May 8, 2019 to June 12, 2019. A total of 39 feedback forms were collected.

The responses provided to the questions on the feedback form were tabulated and analyzed. 64% of the respondents were either City of Oshawa residents or business/property owners, with the majority of residents coming from Ward 2. 89% of respondents indicated their support for the Status Quo Land Use Option for the South Field. A common reason given in support of this option was that the option supports the historical preservation of the City of Oshawa.

28% of respondents indicated that they would like to see additional community-oriented uses on the South Field including:

1. Additional multi-use pathways;
2. Expansion of historical preservation including the expansion of the Ontario Regiment Museum; and
3. Expansion of recreational spaces (e.g. skating rink, tennis courts, and a dog park).

The feedback form also provided an opportunity for respondents to provide their input with respect to any issues/concerns that they have with current activities occurring on the South Field.

On November 29, 2019 at a Special Meeting of Council, City Council considered Report DS-19-213 entitled "South Field Master Plan Study at the Oshawa Executive Airport" together with the following recommendation from the Development Services Committee:

- "1. That 'the Status Quo Land Use Option' consisting of a heritage, recreation, and public use theme be adopted as the preferred land use option for the Airport South Field, which does not require amendments to be made to the Oshawa Official Plan or Zoning By-law 60-94; and,
2. That, pursuant to Report DS-19-213 dated November 13, 2019, Development Services staff be authorized to undertake the process outlined in 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 and the former Stores Building; and,
3. That, pursuant to Report DS-19-213 dated November 13, 2019, the Development Services staff be authorized to undertake the process established in the Ontario Heritage Act to designate the former Stores

Building at the Airport South Field as a property of cultural heritage value or interest under the Ontario Heritage Act by undertaking the following:

- Prepare a Notice of Intention to Designate the former Stores Building under the Ontario Heritage Act;
 - Publish the Notice in the Oshawa This Week and Oshawa Express newspapers;
 - Forward the Notice to the Ontario Heritage Trust in accordance with the Ontario Heritage Act;
 - Prepare the necessary by-law and Designation Statement and Description, with input from Heritage Oshawa, for subsequent consideration by Council; and,
4. That staff be directed to engage the 420 Wing Executive to investigate their potential support for the formal designation of the No. 10 Building under Part IV of the Ontario Heritage Act and report back to the Development Services Committee on the outcome of these discussions and to present options related to the heritage designation of the No. 10 Building; and,
 5. a) That, pursuant to Report DS-19-213 dated November 13, 2019, staff be authorized to undertake appropriate arrangements to restore the former Canteen building as an artifact, with no public access to the interior of the building permitted;
 - b) That, pursuant to Report DS-19-213 dated November 13, 2019, staff be directed to report on a funding source to give effect to Part 5 a) unless funding is addressed through the 2020 budget; and,
 6. That, in the event Council selects Option 3 or Option 4 as set out under Section 5.11.1 of Report DS-19-213 dated November 13, 2019 which involves a commitment on the part of the City to undertake efforts to restore the former Canteen, either as an artifact or to a level adequate to permit safe occupancy, staff be directed to request the Ontario Regiment Museum to assist in cost-sharing for the restoration works; and,
 7. That, in the event the Development Services Committee selects Option 3 or Option 4 as set out under Section 5.11.1 of Report DS-19-213 dated November 13, 2019 which recommends to Council that the City commit to undertake efforts to restore the former Canteen, either as an artifact or to a level adequate to permit safe occupancy, the Committee also select an appropriate option as set out in Section 5.11.2 of Report DS-19-213 related to the heritage designation of the former Canteen; and,
 8. That staff be authorized and directed to continue to investigate relocating the Camp X Building, at no cost to the City, from its current site in the Town

of Whitby to a new location at the Airport South Field, in consultation with the Airport Manager, the Town of Whitby and the Ontario Regiment Museum, taking into consideration amongst other matters potential terms to be included in any future agreements, the potential future extension of Stevenson Road North through the Airport lands, the museum's plans for potential expansion and opportunities for designation of the Camp X Building under the Ontario Heritage Act, and report back to the Development Services Committee on the outcome of the investigation; and,

9. That staff be directed to engage the Ontario Regiment Museum and the Airport Manager to investigate potential revisions to the current licence arrangement between the Ontario Regiment Museum and the City, including both a term extension in view of the museum's proposed expansion plans as well as appropriate revisions to address activities and the use of City-owned lands at the Airport South Field which exceed the scope of the current licence agreement but have nonetheless occurred, and report back to the Development Services Committee on the outcome of these discussions; and,
10. That the Ontario Regiment Museum be advised that any expansion proposal will need to be accompanied by appropriate studies including, but not limited to, a noise impact assessment, a transportation study, a parking demand study and an assessment of any and all improvements to existing services in the South Field, including the internal road system and parking areas, necessary to appropriately accommodate the expansion; and,
11. That any expansion proposal formally submitted by the Ontario Regiment Museum be the subject of a public meeting held by the Development Services Committee to elicit public comments and feedback; and,
12. That staff be directed to engage representatives from We Grow Food to discuss the potential adoption of the South Field community garden, to be operated by We Grow Food through an appropriate licence with the City, and report back to the Development Services Committee; and,
13. That, in the event We Grow Food chooses not to adopt the South Field community garden, staff be authorized to install a notice sign at the site of the community garden prior to the 2020 growing season, in a form and content satisfactory to the Commissioner of Development Services and City Solicitor, advising as follows:
 - The City accepts no risk or liability;
 - The use of the South Field lands for an unlicensed community garden is not permitted;

- Any evidence of gardening activity may be removed at any time without notice; and
 - That any person interested in formalizing a community garden at the South Field through an appropriate licence should contact the City to advance discussions for a potential community garden licence; and,
14. That, in the event a notice sign is installed at the site of the South Field community garden pursuant to Part 13 of this Recommendation, staff be directed to report back to the Development Services Committee as follows, according to whichever event occurs:
- (a) In the event that the City is contacted in 2020 by a person or persons interested in formalizing a community garden at the South Field through an appropriate licence; or,
 - (b) Between the 2020 and 2021 growing seasons, in the event that no person contacts the City in 2020 with an interest in formalizing a community garden at the South Field through an appropriate licence; and,
15. That staff be directed to engage NAV Canada and the Airport Manager to review the existing land lease between the City and NAV Canada and investigate potential revisions to address the scope of NAV Canada's current activities at the South Field, where appropriate, and report back to the Development Services Committee on the outcome of these discussions; and,
16. That, subject to potential revisions that may occur pursuant to Parts 9 and 15 of this Recommendation, the existing leases and licences between the City and its tenants at the South Field be maintained for the remainder of their respective terms, that the land and existing buildings owned by the City at the South Field not be sold while the Airport is operational, and that any requests for new leases/licences or to extend existing leases/licences be addressed through the City's normal procedures, to ensure that activities at the South Field do not complicate the future of the Airport lands after the Airport is non-operational and that any decision concerning the future of the Airport lands will not be jeopardized; and,
17. That a copy of Report DS-19-213 dated November 13, 2019 and the related Council resolution be sent to the Town of Whitby, the Ontario Regiment Museum, the 420 Wing, NAV Canada and We Grow Food."

In addition to the carrying of the main motion above, the following motions were also carried at the November 29, 2019 Special City Council meeting in response to the Development Services Committee recommendation:

“That pursuant to Report DS-19-213, Option 4 be selected to restore the former Canteen to a level adequate to permit safe occupancy.”

“That as Council has selected Option 4 as outlined in Section 5.11.1.3 of Report DS-19-213 dated November 13, 2019 as an appropriate level of restoration, which would restore the former Canteen to a level where public access to the building, and safe occupancy thereof, is permissible, that an amount up to \$300,000, exclusive of H.S.T., be allocated from the Civic Property Development Reserve to undertake such restoration.”

6.2 Implementation of the South Field Master Plan

On February 18th, 2020, three letters were sent concerning the approval of the South Field Master Plan by City Council:

- A letter to the 420 Wing, which owns the No. 10 Building which sits on City-owned lands, requesting confirmation as to whether the 420 Wing would be in support of Part IV individual heritage designation for the No. 10 Building;
- A letter to the Commissioner of Planning and Development for the Town of Whitby, requesting confirmation as to whether the Town of Whitby continues to support the relocation of the Camp X building to the Oshawa Executive Airport South Field. The letter also requested confirmation of the Town’s willingness to meet with City of Oshawa staff to further discussion associated with costs and logistics of the relocation of the building;
- A letter to the President of The Ontario Regiment Association requesting:
 - confirmation of the Museum’s support for the relocation of the Camp X Building to the Oshawa Executive Airport South Field;
 - confirmation of support for the restoration of the former Canteen Building;
 - the advancement of discussions for amendment of the Museum’s licence agreement; and,
 - information on the Museum’s proposed expansion.

On March 16, 2020, Jeremy Blowers, Executive Director of the Ontario Regiment Museum, notified City staff that the Museum was in receipt of the February 18, 2020 letter, however given the COVID-19 pandemic and resultant restrictions on social distancing, he would prefer the postponement of any future meetings.

On May 11, 2020, Michael Gimblett, Chairman of the 420 Wing, notified City staff that the 420 Wing was in receipt of the February 18, 2020 letter, and that the 420 Wing remained in support of a Heritage Conservation District under Part V of the *Ontario Heritage Act*, but did not support designation of the building under Part IV of the *Ontario Heritage Act*.

7.0 Heritage Conservation District Assessment

The following sections will detail and analyze the contextual, associative, and physical/design features of the South Field core area, as well as the cultural landscape value of Airmen's Park. Breaking the analysis into these four categories falls in line with the categories of criteria under O.Reg 9/06: *Criteria for Determining Cultural Heritage Value or Interest*. While these criteria are typically applied to individual designations under Section 29, Part IV, they do provide a basis for determining cultural heritage value and therefore are useful in this case, particularly considering the relatively small quantity of buildings and structures in the Study Area.

Heritage Conservation Districts, A Guide to District Designation Under the Ontario Heritage Act (The Ontario Heritage Tool Kit) describes the following as common sets of characteristics that may be evident in Heritage Conservation Districts:

- (a) A **concentration** of heritage buildings, sites, structures; designed landscapes, natural landscapes that are linked by aesthetic, historical and social-cultural contexts or use.
- (b) A **framework of structured elements** including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- (c) A **sense of visual coherence** through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.
- (d) A **distinctiveness** which enables districts to be recognized and distinguishable from their surroundings or neighbouring areas.

The significance of a Heritage Conservation District extends beyond individual buildings, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district.

7.1 Contextual Value Analysis

The Study Area has a direct contextual association with the Oshawa Executive Airport and its history. The South Field Buildings—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 E.F.T.S.

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 Elementary Flying Training School. The No. 10 Building, the former Canteen and former Stores Buildings, 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, buildings and structures in the South Field Study Area 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 original “first phase” configuration of the site included the following structures:

- Guard house
- Pump house
- water tower (original and a second built later)
- Administration building
- No. 10 Building*
- No. 11 Building (workshop)
- Canteen
- Incinerators
- gun butt
- Airmen’s mess
- H-shaped, two storey barracks
- No. 1 hangar
- Control tower
- Swimming pool
- House for the chief of Works and Bricks
- Hospital
- Officer’s mess
- recreational hall with a bowling alley
- Garage
- Parade square
- Tarmac

The south half of the No. 10 Building briefly housed the former Stores or supplies, then was converted to the non-commissioned officers mess. The north half was the ground maintenance or “Works and Bricks” building.

“Second phase” buildings, built circa 1943-44, included:

- additional barracks
- Link Trainer (aircraft flight simulator) building, and,
- No. 2 hangar with a concrete foundation pad prepared to double the size.

Other buildings were constructed later by the military on an as-needed basis.

The recreational hall/bowling alley was sold and subsequently demolished in 1965. The administration building was moved out in two sections. One was sent to Port Perry to use as a hospital; the other served for several years as the Oshawa Recreation Centre at Rotary Park. All the other key buildings have been demolished or removed, with the exception of the No. 10 Building, the former Canteen Building and the former Stores Building.

In terms of contextual value, the remaining buildings from the No. 20 E.F.T.S., as well as Airmen's Park and its various memorials and relics, bear a contextual relationship with the former use of the South Field as a flying school during World War II. They also have a direct tie to the current use of the airport on the North Field, as they represent the origins of the current Oshawa Executive Airport, including the small grid road pattern which represents a semblance of the original larger airfield grid in place during World War II and later up until the relocation of airport operations to the North Field in the early 1990's.

7.2 Physical/Design Value Analysis

The design/physical value of the South Field Buildings are linked to their representation of the war years' construction methods and materials, specifically the cedar shingle and wood clapboard siding and the 6 over 6 pane windows. The buildings demonstrate the quick construction and temporary nature intended for "war-time construction".

These buildings were originally part of the No. 20 E.F.T.S. The participation of local flying clubs in the British Commonwealth Air Training Plan (B.C.A.T.P.) was key to the training of 73,000 Canadians during World War II and the eventual success of the Allied Forces. These buildings are three of the original buildings dating back to the first period of construction activity in the winter of 1940-1941.

Under pressure to open the airport and Flying School as part of the war effort, buildings at the Oshawa site were erected quickly. The initial construction activities in 1940 to 1941 were followed by a second phase from September 1943 into 1944. The buildings that are the subject of this Study were part of the first phase of construction.

The No. 10 Building is leased by the No. 420 R.C.A.F. Wing Association as their principle headquarters location. The former Canteen Building was previously leased to the Oshawa Yacht Club for storage purposes, but is now vacant. Currently, the former Stores Building is used by the Ontario Regiment R.C.A.C. Regimental Museum as a tank hangar.



Figure 2: Front (south) facade of the former Stores Building (looking north)

7.2.1 Built Attributes – No. 10 Building

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 N.C.O. 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.

7.2.2 Built Attributes – former Canteen & former Stores Buildings

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 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 north building (the former Canteen Building) is clad in the original cedar shingles and the south building (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.



Figure 3: South and east façades of the former Canteen Building (looking northwest)

7.3 Associative Value Analysis

The South Field's 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 as the No. 20 E.F.T.S. This is commemorated in large part by the plaques and markers contained in Airmen's Park. However, as noted above, in terms of physical features of heritage value, only a small grouping of three buildings next to Airmen's Park remains. These are the No. 10 Building, the former Canteen and the former Stores Buildings.

As well, the road pattern of the South Field lands, as well as the existing airport runway pattern, remain today as they did when they were originally designed and built. The views to the airport runways from the Study Area contributes to the associative value of the lands. Similarly, the views to the group of three buildings from various vantage points on the roadway contribute to the cultural heritage value of the area.

The Study Area continues to have an associative impact on the City of Oshawa and the Region of Durham. In 2007, RP Erickson & Associates Aviation Consultants prepared an Economic Impact Study (E.I.S.) of the Oshawa Airport based on 2005 data. Among other things, this E.I.S. concluded that the Oshawa Airport had a significant "social impact" on the local economy including through the visitors and volunteer hours at the

Oshawa Industrial & Military Museum (now the Ontario Regiment Museum) and 420 Wing R.C.A.F. Association, located in the No. 10 Building.

The No. 10 Building was one of the original structures erected in the South Field, dating to the first period of construction activity in the winter of 1940-1941. The south half briefly housed the former Stores or supplies, then was converted to the N.C.O. (non-commissioned officers) mess. The north half was the ground maintenance or “Works and Bricks” building. The building was leased from the federal government in 1945 by the Flying Club. In 1949, No. 420 R.C.A.F. Wing Association rented the south half. Bob Kelly, who owned Mechanical Advertising (a manufacturer of large electric timer clocks used in hockey arenas) was in the north half from 1948 to about 1954. The north half was then leased to Field Aviation until 1960. In approximately 1961, No. 420 Wing leased the entire building. The lease subsequently expired and No. 420 Wing now owns the building they occupy (i.e. the No. 10 Building), although they lease the land from the City upon which the building sits.

No. 420 Wing membership consists of individuals living in the Oshawa area with an interest in aviation, including pilots, maintenance personnel, airport staff and others, plus past members of the R.C.A.F. or similar Allied Forces. The No. 420 Wing started in 1949 as an Air Force veterans club. The founding members were veterans of World War II, who had served in the R.C.A.F., the R.A.F., or were associated with the Oshawa Airport.

The No. 420 Wing supports the aims of the Air Force Association of Canada, two local Air Cadet Squadrons, sister military service clubs in the Oshawa area, and the people of Oshawa.

7.4 Cultural Landscape Analysis – Airmen’s Park

Airmen’s Park is a 0.48 hectare (1.2 ac.) neighbourhood park located to the east of the Ontario Regiment Museum. The park opened in September 1986 through a partnership between the City of Oshawa and 420 (City of Oshawa) Wing Royal Canadian Air Force Association.

A war surplus Sabre aircraft is the focal point of Airmen’s Park. The aircraft is a Canadair Mark V Sabre Jet, and is noted as being dedicated to the men and women who served in the Royal Canadian Air Force and the Air Services of Canada’s Allies. The aircraft is in a clearing circled by tall deciduous trees on three sides (north, east and south), facing to the northwest onto Stevenson Road North.

Across Stevenson Road North and to the north is the Ontario Regiment Museum. To the north is Chick Hewitt Lane, dedicated for Lancaster Bomber Henry “Chick” Hewitt in 2015. An Oshawa resident, Mr. Hewitt served as a Lancaster Bomber Navigator in the Royal Canadian Air Force during World War II and flew 35 missions with the Royal Air Force Bomber Command between 1944 and 1945. Mr. Hewitt was a distinguished member of the 420 (City of Oshawa) Wing of the Royal Canadian Air Force Association and recently received the Bomber Command medal.

Further north, across Chick Hewitt Lane is the Airmen's Park soccer field, which does not form part of the Study Area but does form part of Airmen's Park.

Airmen's Park is commonly a venue for various ceremonies, including annual anniversary celebrations of the Battle of Britain, commonly attended by Royal Canadian Air Cadets 151 Chadburn Squadron and 2 VandenBos Squadron along with local Legions and dignitaries.

Airmen's Park contains plaques and other commemorative relics that highlight Oshawa's rich aeronautical history, as follows:

- A plaque erected in 1992 by the City of Oshawa Community Services Department and dedicated by the members of the No. 420 Wing. It is presented along with a propeller blade from an Argus aircraft, mounted in the ground beside the plaque. The plaque reads as follows:

“THE BRITISH COMMONWEALTH AIR TRAINING PLAN

29 APRIL 1940 - 31 MARCH 1945

ON 17 DECEMBER, 1939, CANADA, THE UNITED KINGDOM, AUSTRALIA AND NEW ZEALAND, SIGNED AN AGREEMENT RELATING TO "TRAINING OF PILOTS, AND AIRCRAFT CREWS IN CANADA AND THEIR SUBSEQUENT SERVICE".

THIS AGREEMENT INAUGURATED THE BRITISH COMMONWEALTH AIR TRAINING PLAN UNDER THE DIRECTION OF THE ROYAL CANADIAN AIR FORCE.

CANADA BECAME THE MAIN CENTRE OF AIRCREW TRAINING FOR THE COMMONWEALTH, AND THOSE OCCUPIED COUNTRIES OF EUROPE, FIGHTING IN EXILE. OVER A PERIOD OF FIVE YEARS, 131,553 AIRMEN WERE TRAINED, AND GRADUATED, TO WINGS STANDARD.

IN 1941, MR. A.G. STORIE, PRESIDENT AND GENERAL MANAGER OF FITTINGS LTD., OSHAWA, AND EIGHT PROMINENT BUSINESS MEN, FORMED A SPECIAL COMPANY, UNDER THE DOMINION COMPANIES ACT, KNOWN AS ONTARIO COUNTY FLYING TRAINING SCHOOL LIMITED. IN THIS MANNER, NO. 20 ELEMENTARY FLYING TRAINING SCHOOL WAS ESTABLISHED UNDER THE "PLAN".

THE ADJACENT PARCEL OF FARMLAND, CONSISTING OF 492.12 ACRES, SITUATED TO THE WEST OF THIS SITE WAS CONVERTED INTO AN AIRFIELD IN EARLY 1941. FROM JUNE 1941, UNTIL OCTOBER 1944, APPROXIMATELY 2400 TO 2500 AB INITIO PILOTS GRADUATED FROM NO. 20 EFTS, TO PROCEED TO ADVANCED SERVICE FLYING

TRAINING SCHOOLS, AND OPERATIONAL TRAINING UNITS,
OVERSEAS.

THIS ARGUS AIRCRAFT PROPELLER BLADE IS ERECTED TO
COMMEMORATE THOSE R.C.A.F. PERSONNEL, AND MEMBERS OF
THE ALLIED COUNTRIES WHO TRAINED AT THIS AIRPORT.

THEY FLEW IN HARMS WAY, IN THE SERVICE OF THEIR COUNTRY,
AND THE CAUSE OF GLOBAL FREEDOM.

ERECTED BY THE CITY OF OSHAWA COMMUNITY SERVICES
DEPARTMENT AND DEDICATED BY THE MEMBERS OF 420 (CITY OF
OSHAWA) WING ROYAL CANADIAN AIR FORCE ASSOCIATION 1992”

- A plaque interpreting the Sabre Jet which reads as follows:

“SABRE 23047 THIS CANADAIR MARK V SABRE JET, PAINTED IN THE
COLOURS OF THE 416 “CITY OF OSHAWA” SQN., IS DEDICATED, BY
GRATEFUL CITIZENS OF OSHAWA AND DISTRICT, TO ALL ALLIED
AIRMEN WHO SERVED THEIR COUNTRY IN THE CAUSE OF FREEDOM.

I HAVE FOUGHT THE GOOD FIGHT, I HAVE FINISHED THE RACE. I HAVE
KEPT THE FAITH.

PAUL 4:6-8”

- A plaque installed in 1999 by the Canadian Society for Civil Engineering on a
commemorative stone marker. The plaque reads as follows:

“NATIONAL HISTORIC CIVIL ENGINEERING

BRITISH COMMONWEALTH AIR TRAINING PLAN No. 20 ELEMENTARY
FLYING TRAINING SCHOOL - OSHAWA

A TRIBUTE TO CANADA'S CIVIL ENGINEERS WHO, BETWEEN 1940 AND
1943, WERE RESPONSIBLE FOR THE DESIGN AND CONSTRUCTION OF
88 AIRFIELDS AND 88 RELIEF FIELDS, TOGETHER WITH ALL THE
REQUISITE INFRASTRUCTURE.

THE AIRFIELDS WERE REQUIRED BY THE BRITISH COMMONWEALTH
AIR TRAINING PLAN WHICH TRAINED MORE THAN 250,000 PERSONNEL,
OF WHOM 131,000 WERE AIRCREW, FOR THE ALLIED WAR EFFORT.
THIS FIELD, OSHAWA MUNICIPAL AIRPORT, WAS THE SITE OF NO. 20
ELEMENTARY FLYING SCHOOL.

CANADIAN SOCIETY FOR CIVIL ENGINEERING 1999”

- A carved stone marker commemorating the 100 year anniversary of powered flight in Canada; the “Centennial of Powered Flight in Canada 1909 – 2009”.

The Ontario Heritage Trust’s guide on cultural heritage landscapes (“C.H.L.s”) details that the United Nations Educational, Scientific and Cultural Organization (UNESCO) recognizes C.H.L.s under one of the following three categories:

- “1. Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles.
2. Evolved cultural landscape: This type of cultural landscape results from an initial social, economic, administrative and/ or religious imperative, and has developed its present form by association with, and in response to, its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories:
 - A relict (or fossil) landscape is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period of time. Its significant distinguishing features, however, are still visible in material form.
 - Continuing landscape is one that retains an active social role in contemporary society, which is closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time, it exhibits significant material evidence of its evolution over time.
3. Associative cultural landscape: The inclusion of such landscapes on UNESCO’s World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element, rather than material cultural evidence, which may be insignificant or even absent.”

On the basis of the above definition, Airmen’s Park falls under the definition of a Designed Cultural Landscape. The landscape of Airmen’s Park is clearly defined and was created intentionally by man. It includes an intentionally designed layout of foliage (deciduous trees) and monuments (plaques, Sabre Jet), constructed for esthetic reasons and directly associated with monumental buildings and ensembles (the No. 420 Wing and former Canteen and former Stores Buildings).

The Ontario Heritage Trust’s guide on C.H.L.s further defines a C.H.L. as “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 surrounding area is certainly valued by its community, especially those partial to Oshawa’s rich military and aeronautical history.



Figure 4: View of war surplus Sabre Jet and surrounding landscaping in Airmen's Park

8.0 Conclusions and Recommendations

8.1 Study Area Boundary

Staff's assessment of establishing a potential Heritage Conservation District at the Airport South Field included an analysis of the impacts associated with the size and scope of such a district.

A Heritage Conservation District may comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. The significance of a Heritage Conservation District often extends beyond its built heritage, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district.

City staff evaluated the establishment of a Heritage Conservation District for both the whole of the South Field as well as a smaller portion thereof. The establishment of a Heritage Conservation District for the whole of the South Field is not recommended for the following reasons:

- The South Field lands are a single property that is already in the ownership of the City, and the recommended land use option does not propose to sell off any part of the South Field lands.
- The features of the South Field that are of Cultural Heritage Value or Interest (i.e., the No. 10 Building, the former Canteen, the former Stores Building and Airmen's Park) are clustered on only a small portion of the South Field, in the central core of what formerly was the No. 20 E.F.T.S.
- The recommendation to investigate the establishment of a Heritage Conservation District at the South Field has its basis, in part, on the 2002 heritage research report prepared by Su Murdoch Historical Consulting (as discussed in Section 4.1 of the Master Plan). It was recommended in the heritage research report that the No. 10 Building owned by the 420 Wing be maintained as part of a grouping of original buildings that, in 2002, survived on-site. However, since the 2002 heritage research report was prepared, all but three of the aforementioned buildings have been demolished, including the No. 11 Building (Workshop), Hangars 1 and 2, and the original Quonset Huts.

An alternative to establishing a Heritage Conservation District for the whole of the South Field is to establish a Heritage Conservation District for the Study Area of the South Field, where the last remaining buildings dating back to the original airport complex built in World War II are located. This Study Area once formed the central area of the former No. 20 E.F.T.S. and still contains the No. 10 Building, the former Canteen and the former Stores Building. It also includes what is now Airmen's Park, formerly the site of the training school's water tanks and pump house, sump and sewage pumps, and guard house/post office. This recommended Study Area is consistent with Council's

endorsement of Report DS-19-213 on November 29, 2019, which recommended the designation of only the Study Area as a Heritage Conservation District.

8.2 Designation

The heritage character statement under Section 8.2.1 will detail the attributes to be protected under a Heritage District Plan, and lay the groundwork for the protection and promotion of the heritage character of the core area of the South Field at the Oshawa Executive Airport.

The character statement defines which specific criteria under Ontario Regulation 9/06 contributes to the South Field's merit for designation, and details which elements of the Study Area contribute to which criteria. The criteria are:

1. The property 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, or,
 - ii. displays a high degree of craftsmanship or artistic merit, or,
 - iii. Demonstrates a high degree of technical or scientific achievement.
2. The property 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, or,
 - ii. Yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or,
 - iii. Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. The property has contextual value because it:
 - i. Is important in defining, maintaining or supporting the character of an area, or,
 - ii. Is physically, functionally, visually or historically linked to its surroundings, or,
 - iii. Is a landmark.

While these criteria under O.Reg 9/06 are typically applied to individual designations under Section 29, Part IV, they do provide a basis for determining cultural heritage value and therefore are useful in this case, particularly considering the relatively small quantity of buildings and structures in the Study Area allows for each building to be analyzed and critiqued in detail.

The heritage character statement also details the criteria under the UNESCO definition of a cultural heritage landscape under which Airmen's Park and its surrounds contributes to the designation of the Study Area as a Heritage Conservation District. As detailed under Section 6.4 of this Study, Airmen's Park and its surroundings would be categorized as a "designed" cultural landscape, which can be defined as follows:

"Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles."

The Ontario Heritage Trust's guide on cultural heritage landscapes further defines a C.H.L. as "a property or defined geographical area of cultural heritage significance that has been modified by human activities and is valued by a community".

Section 7.0 of this Study has reviewed and analyzed in detail the Study Area for its contextual, design/physical, and associative heritage value, as well as reviewed Airmen's Park for its value as a cultural heritage landscape. The analysis under Section 7.0 forms the basis for the following heritage character statement, as well as providing the background for any subsequent Heritage District Plan, as discussed under Section 8.3.

8.2.1 Heritage Character Statement

After analyzing the heritage attributes and historical background of the South Field Study Area, as detailed under Section 7.0 and further scoped and defined through Section 8.1, it is concluded that the Study 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 is also concluded that Airmen's Park and its surroundings have merit as a "designed" cultural landscape.

The following is the heritage character statement for the South Field Study Area:

1. Physical/Design Value

The property 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 South Field core 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 years' construction methods and materials during World War II, specifically the 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".

2. Associative Value

The property 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 associative value of the South Field core area meets criteria 2 (i) of O.Reg 9/06 as the South Field's buildings, mementos, and activities continue 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 RCAF Flying School.

3. Contextual Value

The property 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 South Field core 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 E.F.T.S. 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.

4. Cultural Heritage Landscape Value

"Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles."

“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 created intentionally by man; it includes an intentionally designed layout of foliage and monuments, including many plaques and a war surplus Sabre Jet which serves as the landscape’s focal point. Airmen’s Park was constructed for esthetic reasons and is directly associated with the No. 10 Building and former Canteen and former Stores Buildings.

8.3 Heritage District Plan

The Ontario Heritage Tool Kit on Heritage Conservation Districts (the “Tool Kit”) separates the Heritage District Study phase of a designation process from that of the preparation of a Heritage District Plan and guidelines.

The Heritage District Study, Heritage District Plan and guidelines will eventually form one document, and the Plan’s policies and guidelines will be prepared based on the assessment of the district’s heritage character found in the Study, and the recommendations concerning the district boundaries.

The Tool Kit notes that “the overall objective of a Heritage 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 for a Heritage District Plan is to both promote conservation of existing heritage fabric, while still allowing for sensitive alterations, additions and future new construction.

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

- Is the principle tool in regulating changes that would harm the heritage character of the Study Area.
- Will, through its policies and guidelines, 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’s heritage attributes.
- Will illustrate the types of changes that reflect the outline of the district’s character found in the heritage character statement and character defining elements. These descriptions of heritage character are the standard against which new development is judged.
- Will 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).

- Is intended to be flexible and able to be interpreted by City staff, Heritage Oshawa and property owners.

Given that the lands and the majority of the buildings and structures in the Study Area are City-owned, it is unlikely that any major regulation would be required to ensure that good practices in heritage preservation continue and are the expected standard throughout the district. The likely result will be guidelines that impact 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 Services approval, and typically a Heritage Oshawa review.

It is noted that both the *Building Code Act* and the *Planning Act* do not address heritage character like the *Ontario Heritage Act* does. By designating the Study 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 Study Area, in order to ensure that the proposed changes will conserve and enhance the Study Area's heritage character.

In practice, the impact of a Heritage Conservation District designation to the existing legislative process for development approvals is an added level of scrutiny on development applications for their compliance with the Heritage District Plan's policies and guidelines to preserve and enhance heritage character. City staff and Heritage Oshawa would continue to review building permits and planning applications for their potential impact on the heritage character of the South Field buildings and Study Area. With a Heritage Conservation District in place, one additional step is added to the process, by forwarding Heritage Oshawa's recommendations on development proposals for the South Field to City Council, where a decision on approval of any proposed alterations or developments would be made. In the event Council refuses the permit, 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.

On the basis of the information above and the understanding of the unique position of the Study Area being, in majority, under municipal ownership, the following would constitute the recommended structure and content of a Heritage District Plan for the South Field core area:

- Regulations limiting changes to the District's heritage attributes, as listed under 7.2 of this Study.
- Requiring such changes to require review by City staff and Heritage Oshawa and issuance of a heritage approval or "sign-off".

- Guidelines offering best practices for the continued maintenance and repair of the Study Area's buildings, structures and landscapes, including such changes as replacement of windows and doors. This would assist both City staff currently maintaining the property, and any future property owners. However, such changes of a minor nature would not typically require heritage approval or Council approval.

8.4 Conclusion

The conclusions of this Study support the designation of the core area of the South Field as a Heritage Conservation District, including the No. 10 Building, the former Stores Building, the former Canteen Building, and Airmen's Park. This study has analyzed the contextual, associative and design/physical heritage value of the various buildings, structures and landscapes, and captured the Study Area's heritage attributes to be protected through the district designation. On the basis of the foregoing analysis it is recommended that a Heritage Conservation District Plan for the core area of the South Field at the Oshawa Executive Airport be prepared and implemented.

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Appendix B: The Study Area



Figure 5: The Study Area

Appendix C: Heritage Resource Inventory

The No. 10 Building



Figure 6: No. 10 Building, southwest façade (looking northeast)



Figure 7: No. 10 Building, northwest façade (looking east)



Figure 8:No. 10 Building, northwest façade (looking east), front entry



Figure 9: No. 10 Building, northwest façade (looking southeast)



Figure 10: No. 10 Building, northeast façade (looking southwest)



Figure 11: No. 10 Building, southeast façade (looking west)



Figure 12: No. 10 Building, southeast façade (looking north)



Figure 13: No. 10 Building, southeast façade and rear yard area (looking northeast)

The Former Canteen Building



Figure 14: Former Canteen Building, northeast façade (looking south)



Figure 15: Former Canteen Building, northeast façade, northwest façade, and northwest addition (looking southwest)



Figure 16: Former Canteen Building, northeast façade (looking south), window detail



Figure 17: Former Canteen Building, northeast and southeast façade (looking west)



Figure 18: Former Canteen Building, southeast façade (looking northwest), window detail



Figure 19: Former Canteen Building, southeast façade (looking northwest), window detail



Figure 20: Former Canteen Building, southwest façade (looking northwest)

The Former Stores Building



Figure 21: Former Stores Building, northeast façade and tank storage area (looking southwest)



Figure 22: Former Stores Building, northeast façade (looking southwest), window detail



Figure 23: Former Stores Building, northeast façade (looking southwest), window detail



Figure 24: Former Stores Building, southeast façade (looking west), Airmen's Park to left



Figure 25: Former Stores Building, southeast façade (looking northwest), front entry



Figure 26: Former Stores Building, southeast façade (looking southwest), front entry canopy detail



Figure 27: Former Stores Building, southeast and southwest façade (looking north)



Figure 28: Former Stores Building, southwest façade (looking north), window detail



Figure 29: Former Stores Building, southwest façade (looking northeast)



Figure 30: Former Stores Building, southwest façade (looking northeast), window detail



Figure 31: Former Stores Building, northwest façade and tank storage entry (looking east)



Figure 32: Former Stores Building, northwest façade (looking south), Airmen's Park to right



Figure 33: Former Stores Building, northwest façade, northeast facade and tank storage entry (looking southeast)

Airmen's Park



Figure 34: Airmen's Park (looking south)



Figure 35: Airmen's Park, Canadian Society for Civil Engineering Plaque (looking north)



Figure 36: Airmen's Park, Canadian Society for Civil Engineering Plaque, plaque detail



Figure 37: Airmen's Park, war surplus Sabre Jet (looking northeast)



Figure 38: Airmen's Park, war surplus Sabre Jet and surrounding foliage (looking north)



Figure 39: Airmen's Park, propeller blade, associated City of Oshawa plaque and Airmen's Park entry sign (looking northeast)



Figure 40: Airmen's Park, City of Oshawa plaque, plaque detail



Figure 41: Airmen's Park, Airmen's Park entry sign (looking southeast)



Figure 42: Airmen's Park, Airmen's Park entry sign (looking north)

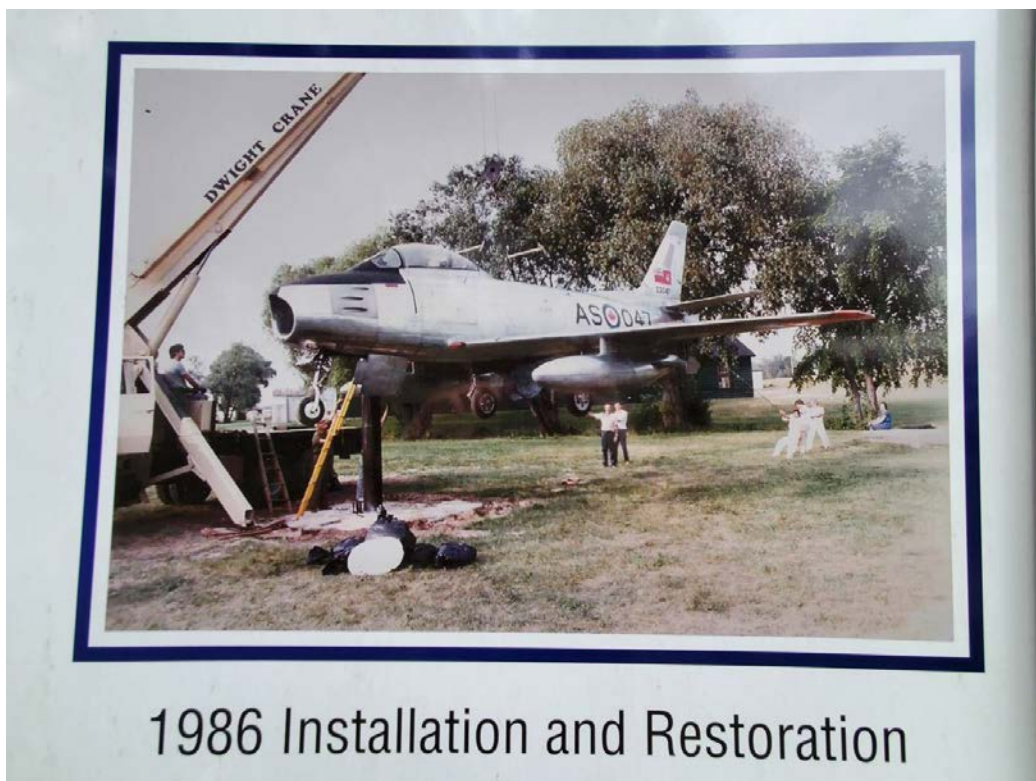


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Figure 51: Airmen's Park and southwest façade of No. 10 Building (looking northeast), Chick Hewett Lane to left

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Figure 53: Ontario Regiment Museum, Stevenson Road North and Chick Hewett Lane sign (looking west) viewed from west corner of Airmen's Park



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Figure 57: Airmen's Park soccer field (looking east) viewed from Stevenson Road North



Figure 58: Airmen's Park soccer field and road grid (looking southeast)

Excerpts from the Minutes of a special meeting of Heritage Oshawa held electronically on November 19, 2020

HTG-20-40 Draft Heritage District Study in Support of the Designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport

The Committee discussed Report HTG-20-40 dated November 19, 2020 concerning the Draft Heritage District Study in support of the designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport.

Moved by Jennifer Weymark,
“That Report HTG-20-40 concerning the draft Heritage District Study in support of the designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport be received for information.”
Withdrawn by later vote

The Committee questioned the Planner A.

Moved by Jennifer Weymark,
“That the motion to receive Report HTG-20-40 for information be withdrawn.” Carried

Moved by Ann Dulhanty,
“That Report HTG-20-40 being the Draft Heritage District Study for the South Field at the Oshawa Executive Airport be endorsed with the following amendments:

1. That under section 3.3 the words ‘The earliest surrounding residential subdivisions were built in the 60s and 70s, and therefore the buildings do not meet the minimum age qualification for the Heritage Oshawa Inventory, which is 70 years old’ be replaced with the words ‘The earliest surrounding residential subdivisions were built in the 1960s and 70s, and therefore the buildings in these neighbourhoods would not typically be assessed by Heritage Oshawa for inclusion in the Heritage Oshawa Inventory of City of Oshawa Heritage Properties; and,
2. That the addition of the dark green colour of the cladding of the subject buildings as a protected heritage attribute be further investigated; and,
3. That further clarity be provided as to the meaning of the ‘surrounds’ of Airmen’s Park which have merit as a cultural heritage landscape, especially in the context of the ‘core area’; and,

4. That further clarity be provided as to the ownership of the lands with respect to 50-year Operating and Options Agreement with the Federal government; and,
5. That further clarity be provided as to the ownership and usage of the South Field lands prior to their use as an airport, in order to confirm whether they were agricultural as cultivated by settlers or by indigenous peoples; and,
6. That further clarity be provided as to the reasoning for the closure of the Flying Club in 1998, and further context provided regarding the duration of time between the end of World War II and present day; and,
7. That further information be provided on wildlife present in the area; and,
8. That under section 6.1 the words 'The option provides flexibility for current and future uses/users of the space' be deleted; and,
9. That further information be provided on 'We Grow Food'; and,
10. That consistency be ensured in the description of exterior materials described for the Canteen, Stores and No. 10 Buildings, including wood cedar shingles, wood clapboard siding and metal siding; and,
11. That under section 7.2.2 the source of the information which informed the statement 'The buildings were intended to serve a specific purpose for a life span of not more than twenty years' be specified; and,
12. That further information be provided on the significance of Camp X and the Camp X Building." Carried

South Field Heritage District Study



South Field
Oshawa Executive Airport
City Of Oshawa
November 2020

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1.0 Executive Summary

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 and the former Stores Building.

Subsection 41(1) in 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, and enables the Council 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 the City Council approval of the Study, with consultation from the City’s municipal heritage committee, Heritage Oshawa.

The Study has been completed consistent with the requirements of the *Ontario Heritage Act*. It has 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 has examined the proposed boundaries of the area to be designated, and determined that only the “core area”, the area containing Airmen’s Park, the No. 10 building, the former Canteen and the former Stores Building has merit for district designation. It has considered and made recommendations as to the objectives of the designation and the content of the future Heritage 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 “Study Area”) is included in Appendix B.

After analyzing the heritage attributes and background of the Study Area, the Study has concluded that the Study 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.

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

The conclusions of this Study support the designation of the Study Area as a Heritage Conservation District, including Airmen’s Park, the No. 10 Building, the former Canteen Building, and the former Stores Building. The Study has analyzed the contextual,

associative and design/physical heritage value of the various buildings, structures and landscapes, and captures the Study Area's heritage attributes to be protected through the district designation. On the basis of this analysis and these conclusions, it is recommended that Council approve the creation of a Heritage Conversation District Plan for the Study Area at the Oshawa Executive Airport.

2.0 Introduction

In 2019, staff prepared a South Field Master Plan Study, which included a review of various heritage research reports prepared for certain South Field buildings, and past recommendations of Heritage Oshawa and City Council. The South Field Master Plan Study also had consideration for a potential Heritage District Study.

On November 29, 2019 at a Special Meeting of Council, City Council considered Report DS-19-213 entitled “South Field Master Plan Study at the Oshawa Executive Airport” and endorsed, among other elements of the Master Plan, the following recommendation from the Development Services Committee:

- “2. That, pursuant to Report DS-19-213 dated November 13, 2019, Development Services staff be authorized to undertake the process outlined in 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 and the former Stores Building;”

Subsection 41(1) in 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. District designation enables the Council of a municipality 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 significance of a Heritage Conservation District often extends beyond its built heritage, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district. As a rule, the value of a District as a whole is greater than the sum of its parts.

The first requirement for the creation of a Heritage Conservation District is the creation of a Heritage District Study, and the City Council approval of this study, with consultation from its municipal heritage committee (M.H.C.).

2.1 Study Purpose

The *Ontario Heritage Act* describes the purpose of a Heritage District Study as follows:

“A Heritage District Study is undertaken for the purpose of designating one or more Heritage Conservation Districts. The study shall:

- Examine the character and appearance, including buildings, structures and other property features, to determine if the area should be preserved as a heritage conservation district;

- Examine and make recommendations as to the geographic boundaries of the area to be designated;
- Consider and make recommendations as to the objectives of the designation and the content of the Heritage District Plan; and,
- Make recommendations to change the municipality's official plan and by-laws."

Heritage Conservation Districts, A Guide to District Designation Under the Ontario Heritage Act (The Ontario Heritage Tool Kit) describes the following as common sets of characteristics that may be evident in Heritage Conservation Districts:

- “(a) A concentration of heritage buildings, sites, structures; designed landscapes, natural landscapes that are linked by aesthetic, historical and social-cultural contexts or use.
- (b) A framework of structured elements including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- (c) A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.
- (d) A distinctiveness which enables districts to be recognized and distinguishable from their surroundings or neighbouring areas.”

The purpose of the Study is to inform and support the designation of the Study Area as a Heritage Conservation District, including Airmen's Park, the No. 10 Building, the former Canteen Building and the former Stores Building. The Study will define the boundaries of the Study Area, analyze the contextual, associative and design/physical heritage value of the various buildings, structures and landscape, and capture the Study Area's heritage attributes to be protected through the designation. The Study will also make recommendations as to the creation of a Heritage District Plan for the defined Study Area.

3.0 Policy Context

3.1 Provincial Policy Context

3.1.1 The Ontario Heritage Act

The *Ontario Heritage Act* provides the legislative basis for municipalities to designate Heritage Conservation Districts. A Heritage Conservation District is a geographic area in which the municipality has identified heritage resources worthy of preservation and imposes restrictions on alterations to property within the district.

Section 41(1) of the *Ontario Heritage Act* provides the Council of a municipality with the authority to establish a Heritage Conservation District by by-law if the official plan in effect in that municipality contains provisions relating to the establishment of Heritage Conservation Districts.

3.1.2 The Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (“P.P.S.”) provides policy direction on matters of provincial interest related to land use planning and development. The P.P.S. defines “built heritage resource” and “heritage attributes”, and also provides policy direction with respect to their protection and conservation, including using the tools provided in the *Ontario Heritage Act*.

Part IV of the P.P.S., “Vision for Ontario’s Land Use Planning System”, states that:

“The Province’s natural heritage resources, water resources, including the Great Lakes, agricultural resources, mineral resources, and cultural heritage and archaeological resources provide important environmental, economic and social benefits. The wise use and management of these resources over the long term is a key provincial interest.”

Part V of the P.P.S., under Section 1.7, “Long Term Economic Prosperity” states that:

“1.7.1 Long-term economic prosperity should be supported by:

- e) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including *built heritage resources* and *cultural heritage landscapes*;

Part V of the P.P.S., under Section 2.0, “Wise Use and Management of Resources”, states that:

“Ontario's long-term prosperity, environmental health, and social well-being depend on conserving biodiversity, protecting the health of the Great Lakes, and protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.”

Section 2.6 of the P.P.S. addresses “Cultural Heritage and Archaeology” and states that:

- “2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.3 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.
- 2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
- 2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.”

Section 6.0 of the P.P.S. defines a “built heritage resource” as:

“..a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act, or that may be included on local, provincial, federal and/or international registers.”

Section 6.0 of the P.P.S. defines “heritage attributes” as:

“...the principal features or elements that contribute to a protected heritage property’s cultural heritage value or interest, and may include the 45 | Provincial Policy Statement, 2020 property’s built, constructed, or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from a protected heritage property).”

3.2 Municipal Planning Context

3.2.1 Oshawa Official Plan

Section 5.15 of the City of Oshawa’s Official Plan (O.O.P.) addresses cultural heritage resources and their identification and preservation, through both individual designation and Heritage Conservation Districts:

- “5.15.1 The City shall encourage and support the identification and preservation of heritage resources in Oshawa including listing or designating properties, buildings and other structures which are of

cultural heritage value or interest in accordance with the Ontario Heritage Act.

5.15.2 The City has a municipal heritage committee known as Heritage Oshawa. The City shall:

(a) Liaise with Heritage Oshawa when identifying, preserving and designating *heritage resources* in accordance with the Ontario Heritage Act.

5.15.4 The City may designate areas of the municipality as heritage conservation districts in accordance with the Ontario Heritage Act.”

Section 5.1.2 of the O.O.P. defines “heritage resources” as:

“...significant man-made features which are indicative of past human activities, events or achievements. Such resources include, but are not restricted to, archaeological sites, buildings, structures and artifacts of architectural or historical significance.”

3.2.2 South Field Master Plan

On November 29, 2019, Oshawa City Council endorsed Report DS-19-213, "South Field Master Plan Study at the Oshawa Executive Airport", as well as the South Field Master Plan. Report DS-19-213 addresses the future land use for the South Field as follows:

“...the recommended preferred land use option at the South Field is to maintain the current zoning. Maintaining the status quo ensures that the South Field is kept for uses including recreational, museum, community garden and public uses, while also accommodating appropriate opportunities for existing permitted uses to change and grow. In addition, the existing 50 metre (164 ft.) wide Airport buffer zone abutting the residential area in the zoning by-law would be maintained.”

Development Services staff analyzed alternative land use options for the South Field including industrial and residential land use options and concluded that these were not appropriate land use options.

Using the South Field for industrial purposes was not recommended as the direction of the 1987 Delcan Master Plan was to move all aviation related industrial/commercial uses to the North Field, keeping the South Field for museums and recreational uses.

Using the South Field for residential purposes was also not recommended as it would be inappropriate to introduce additional residential uses at this location adjacent to an operational airport. As well, the South Field does not have an alternate access/egress route other than Stevenson Road North for emergency services access.

The South Field lands are subject to a 50-year Operating and Options Agreement with the Federal government which commenced when the City was transferred ownership of the Airport lands in 1997. This agreement states that the Oshawa Executive Airport must be in operation until 2047 unless it becomes redundant. It is also important to note that in 2008, Oshawa City Council passed a resolution to continue operating the Airport until at least 2033 regardless of possible redundancy.

On May 21, 2019, City Council passed a motion to not extend the commitment to keep the Airport open beyond 2033 regardless of the status of the Pickering Airport.

Maintaining the status quo land use at the South Field ensured that the South Field does not complicate the future of the Airport and that any decision concerning the future operation of the Airport will not be jeopardized. Recreational, museum, agricultural uses without buildings (i.e. community gardens) and public uses continue to be permitted, including appropriate opportunities for change and growth.

The selected land use option for the South Field was consistent with the goals of the neighbourhood in the mid-1990s when the zoning by-law was approved by the Ontario Municipal Board for the South Field.

3.3 Municipal Inventory and Evaluation of Heritage Resources

Section 5.15 of the O.O.P. addresses the identification of cultural heritage resources by Heritage Oshawa as regulated by Section 28 of the *Ontario Heritage Act*:

- “5.15.2 The City has a municipal heritage committee known as Heritage Oshawa. The City shall:
- (b) Encourage Heritage Oshawa to prepare and maintain a comprehensive inventory that lists properties, buildings and other structures which are considered to be of cultural heritage value or interest.”

The Heritage Oshawa Inventory of City of Oshawa Heritage Properties (the “Heritage Oshawa Inventory”) identifies properties of cultural heritage value or interest within the City of Oshawa. The Heritage Oshawa Inventory includes all properties on the City of Oshawa Register of Properties of Cultural Heritage Value or Interest as well as properties identified as “Class A” or “Class B”.

Heritage Oshawa has identified the following within the Study Area:

- Airmen’s Park is identified in the Heritage Oshawa Inventory as a Class B property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have “good potential for designation”.
- The No. 10 Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage

Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.

- The No. 10 Building is also a Heritage Oshawa Historic Building Plaque Recipient.
- The former Canteen Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.
- The former Stores Building is identified in the Heritage Oshawa Inventory as a Class A property, meaning it has been evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System and has been determined to have the “highest potential for designation”.



Figure 1: The No. 10 Building, currently a Class A property on the Heritage Oshawa Inventory

Heritage Oshawa has identified the following in the area immediately adjacent to the Study Area and within the South Field:

- The Oshawa Aeronautical Military and Industrial Museum, now known as the Ontario Regiment Museum, is identified in the Heritage Oshawa Inventory and has been

evaluated by Heritage Oshawa using the Heritage Oshawa Building Evaluation System. However, a classification has not been awarded to the building.

In addition, there are no structures of cultural heritage value or interest that are outside of the South Field in the immediate surrounding area. The earliest surrounding residential subdivisions were built in the 1960s and 1970s, and buildings of this age generally would not be assessed by Heritage Oshawa for inclusion in the Heritage Oshawa Inventory.

4.0 Growth and Development of the South Field

4.1 Early Development of Oshawa (pre-1939)

4.1.1 Lot History

The South Field is located within the south half of Lot 14 and the southwest quarter of Lot 15, both in Concession 3 of the former East Whitby Township, and also includes a portion of the unopened road allowance between Lots 14 and 15, Concession 3 of the former East Whitby Township, which roughly aligns with Stevenson Road North, north of Rossland Road West, and Airport Boulevard, south of Taunton Road West.

In the 1895 County of Ontario Atlas, the south half of Lot 15, 40 hectares (100 ac.) in size, is noted as being owned by a “WM King”. Also noted is the southwest quarter of Lot 14, 20 hectares (50 ac.) in size, as being owned by an “R. Mackie”. “WM King” is also noted as owner of the northeast quarter of Lot 14 and the northwest portion of Lot 13 (the portion west of the Oshawa Creek), totaling 38 hectares (94 ac.), which now constitutes most of the northeast quadrant of the present-day Oshawa Executive Airport.

The Oshawa Executive Airport as a whole includes parts of Lots 13, 14, 15 and 16, Concession 3, former East Whitby Township. Concession 3 stretched roughly between present day Rossland Road and Taunton Road. The road allowance between Lot 16 and Lot 17, Concession 3 is now Thornton Road North. The opened portion of the road allowance between Lot 13 and Lot 12 is now Northbrook Street. The unopened portion forms part of the Oshawa Creek valley lands east of the Airport.

It is noted that in the fall of 1940, in the construction of the new airport, earth movers arrived to demolish existing farm buildings and level two hills and a cultivated field. It is likely that the entirety of the lands upon which the airport currently sits were originally agricultural lands.

4.1.2 The Ontario Regiment – formation (1858) to pre-World War II (1936)

The Study Area is adjacent to the Ontario Regiment Museum, with a namesake which is intrinsically linked to the history of the City of Oshawa, Region of Durham, and the Oshawa Executive Airport.

The Ontario Regiment dates back to the March 31, 1858 formation of the “Volunteer Highland Rifle Company of Whitby.” The Company was one of the first independent companies in Canada, many others were formed in late 1862 and 1863, including in the communities of Oshawa, Whitby, Prince Albert, Brooklin, Columbus, Greenwood and Uxbridge. These companies were combined and organized in 1866 to form the Ontario Regiment.

The Ontario Regiment, the museum’s namesake, was created on September 14, 1866, then authorized as the “34th Ontario Battalion of Infantry” for Ontario County within which it was based, now known as Durham Region. It was created in response to the

Militia Act of the same year. The Militia Act organized the independent companies listed above into militias for the first time, in response to attacks on Canadian soil by the Fenian Brotherhood.

The Fenian Brotherhood was an uprising in the United States comprised of emigrants of the Republic of Ireland, forced to flee due to a decade of famine and disease, during which the population of Ireland declined from 8.5 million to 6 million. The Fenian Brotherhood sought to capture Canada and hold it hostage in order that Great Britain would release the Republic of Ireland from British control.

The Canadian government created and organized the regiments, including the Ontario Regiment, for protection of its land from the Brotherhood. The effort represented the first time in the country's history that it had to be responsible for its own defense, independent of its typical allies.

The 34th Ontario Battalion of Infantry contributed volunteers to the 1870 Red River Expedition, the 1885 North-West force and to the Canadian Contingent during the Boer (or South African) War. In 1900, the Battalion was authorized as the 34th Ontario Regiment. The Boer War took place between 1899 and 1902, and was Canada's first international engagement as an independent contingent rather than as part of the British Army.

In the First World War, regiments did not fight as regiments, instead they "raised battalions". The 34th Ontario Regiment, then made up of over 1,100 men from Ontario County, raised two battalions, most famously the 116th Battalion. Lieutenant Colonel Samuel Simpson Sharpe raised the 116th Battalion, as second in command of the 34th Ontario Regiment. Lt.-Col. Sharpe has his bust and statue in Canada's House of Parliament, and in 2019, the Durham Region Courthouse was renamed in the former lawyer's honour to the Lieutenant-Colonel Samuel Sharpe, DSO, MP Courthouse.

Sharpe also served as a Member of Parliament (M.P.) for the Conservative Party from 1909 to 1918, and after winning his re-election in 1917, became the only M.P. in Canadian history to ever win an election while overseas fighting in a war. Tragically, Sharpe suffered from severe post-traumatic stress disorder from his war efforts, and took his own life in 1918, at the age of 45.

Lt.-Col. Sharpe led the 116th Battalion in famous battles such Passchendaele and the retaking of Vimy Ridge.

The second of the two 34th Ontario Regiment Battalions, the 182nd battalion, did not stay together upon arrival in Britain, and was instead broken into reinforcements.

The 34th Ontario Regiment dropped "34th" from its name in 1920, and was re-designated as a tank battalion in 1936. Prior to the Second World War (World War II), only the most fundamental tank training was conducted by the Battalion.

4.2 World War II (September 1939 – September 1945)

On September 3, 1939, Britain and France declared war on Germany, followed by Canada seven days later on September 10. Canada began preparing for its Allied role immediately, resulting in the creation of a group historically tied to the City of Oshawa and the buildings in the Study Area – the No. 20 Elementary Flying Training School (the “No. 20 E.F.T.S.”). This effort also led to the Ontario Regiment, at the time a recently designated tank battalion or “armoured regiment”, entering into service on September 1, 1939.

4.2.1 The No. 20 Elementary Flying School

In Canada, Flying Clubs across the country were requested to train pilots to a standard comparable to the Royal Canadian Air Force (R.C.A.F.) in support of War efforts. Each Flying Club was offered a contract, and would form a company under the Dominion Companies Act, providing their own capital for entering into a training contract with the Crown.

An agreement was signed on December 17, 1939, between Canada, and Royal Air Force (R.A.F.) delegates on behalf of Great Britain, Australia and New Zealand, to participate in the British Commonwealth Air Training Plan (B.C.A.T.P.). The objective of the B.C.A.T.P. was to train pilots, navigators, gunners, bomb aimers, flight engineers, air crew, ground crew and support staff, in support of the Allied Forces war efforts.

The Ontario County Flying Training School was subsequently organized by Oshawa businessman Alexander G. Storie, President and General Manager of Fittings Ltd., a large factory operation formally located at what is now a large vacant site at 135 Bruce Street in Downtown Oshawa. Storie was assisted by George Hart, Haydon McDonald, Samuel Trees and T.K. Creighton.

A fundraising campaign was spearheaded by Charles Robson, owner of Robson Leather Co. Ltd., a large Oshawa tannery formally located at what is now 100 Whiting Avenue, headquarters of the Central Lake Ontario Conservation Authority. The Brantford and Kingston Flying Clubs added \$5000 each to Robson's fundraising campaign, and as a result of the contributions, the three clubs established No. 20 E.F.T.S, with Robson appointed as the School's first manager.

A clear limiting factor in the success of the No. 20 E.F.T.S. was the absence of an airport in the City of Oshawa. This absence was not prolonged, as the Federal government finalized expropriation of Lot 15, Concession 3, East Whitby Township on March 20, 1941. Several new buildings were erected even prior to the expropriation. Further expropriations and purchases followed, and eventually the airport site stretched across almost 200 hectares (491 ac.), mirroring its current extent.

Hangers, runways, barracks and roadways were quickly planned and constructed by civil engineers and labourers, and the airport and No. 20 E.F.T.S. was ready for its first plane in June 1941. Twelve months later, the opening ceremony was held, officiated by

the Duke of Kent. Businessman Alexander G. Storie was appointed President of the Flying School.

In total, approximately 2,500 students completed the basic flying training course at the No. 20 E.F.T.S. in Oshawa. Every six weeks, two classes graduated 60 students each.

Nationally, from 1940 to 1945, approximately 131,553 airmen were trained and graduated to Wings Standard 1 in Canada as a result of the British Commonwealth Air Training Plan. Students used Tiger Moth aircraft, and were trained by civilian instructors from the Oshawa, Kingston, and Brant-Norfolk flying clubs.

Unlike most flying schools of the era, the No. 20 E.F.T.S. had only 2 hangars. Large H-shaped barracks were built over several years to house the enlisted and other personnel. The students resided in “bunk houses” (typically large open rooms with narrow beds or cots for each individual) located on the southwest side of the field, located just south from where the NAV Canada control tower currently sits. The site also had a swimming pool, a bowling alley, and a hospital. The airbase employed approximately four hundred, including seventy instructors. There were between 78 and 84 aircraft in operation.

The School was acknowledged for its efficiency by several awards, including the “Cock of the Walk” Trophy awarded in 1944, acknowledging the No. 20 E.F.T.S. as the “best training station in Canada”.

The last class of pilots at the No. 20 E.F.T.S. graduated in November 1944. Following Germany’s surrender in May 1945, the airbase became a storage base and clearing house for the War Assets Corporation and the Royal Canadian Flying Clubs Association. In Spring 1945, the R.C.A.F. closed the airport and delegated its operation to the Department of Transport of the Federal Government. The buildings and aircraft at the airport were subsequently declared war surplus.

The main remnants of the No. 20 E.F.T.S. which remain today are the No. 10 Building, former Canteen Building, and the former Stores Building. These are three of the original buildings built in the initial construction of the airbase in late 1940/early 1941.

The former Canteen Building originally served as a canteen (typically, a room for refreshments and dining) before it was converted into a classroom and office in 1947. The former Stores Building was originally used as a storage building and, similarly, is now used by the Ontario Regiment Museum to store tanks.

4.2.2 The Ontario Regiment – World War II

The Ontario Regiment, at the time a recently designated tank battalion or “armoured regiment”, entered service on September 1st, 1939, and was fully recruited by the end of the month.

In 1940, they guarded German prisoners-of-war in Northern Ontario.

In 1941, they moved to England, where they trained for two years (1941 to 1943) and also provided coastal defense.

In July 1943, they landed in Sicily (Italy) with the 1st Canadian Army Tank Brigade as part of “Operation Husky”. By September of the same year, the Regiment and its allies had fought their way to mainland Italy, and subsequently moved northward, participating in many battles in their journey, including Cassino, Liri Valley, Aquino, and the advance to Florence.

The Ontario Regiment often supported troops from India or other commonwealth nations, rather than other Canadian troops. Near the conclusion of the War (March 1945), in conflicts in northwest Europe and the invasion of Germany, the Ontario Regiment finally fought with the Canadian infantry and artillery.

4.3 Post-World War II (1946 to 2020)

4.3.1 Aviation at the South Field, Post-World War II

On February 18, 1944, the Directorate of the No. 20 E.F.T.S. received a Charter or Special Letters Patent as a Flying Club. Given the ongoing unsettled war, there was no initiative to organize a Flying Club until after Germany’s surrender in May 1945. An August 16, 1945 gathering at the Genosha Hotel, now 70 King Street East in downtown Oshawa, led to the formation of a management committee for an Oshawa branch of the Royal Canadian Flying Clubs Association, including the following members:

- Haydon McDonald (Chairperson),
- W.O. (Bill) Hart,
- E.G. Storie,
- K.D. Smith, and
- George Hurren.

The Oshawa Branch’s Management Committee then negotiated with the Federal government for use of the former airbase; leasing the Recreational Hall, No. 10 Building and No. 1 Hangar for a dollar annually, plus maintenance, taxes and insurance. By August 31, 1945, flying for club purposes began, and on September 15, 1945 the “Ontario County Flying Club” opened. George Hurren went on to become manager of the Flying Club and the airport. As part of the agreement, the Club had obtained all financial and physical responsibility for the airport and its operations.

Several commercial operations leased or purchased other buildings at the Airport, including Hangar 1. In late 1945, Weston Aircraft opened an aircraft maintenance shop in the south half of Hangar No. 1. In 1947, the hangar was purchased by Photographic Survey, who changed its name to “Field Aviation” in 1948. Field Aviation operated in Oshawa from 1948 until 1960, when they relocated to Toronto.

Kashower Aviation, run by Bob Kashower, bought surplus military aircraft and had Weston Aircraft convert them for civilian use. Kashower lived in a trailer at the airport, and worked out of the top of the control tower in the South Field from 1946 to 1950.

The City of Oshawa took over management of the airport from the Federal government in 1947. That same year, flight training for air cadets began. Under sponsorship from the Air Cadet League, with financial support from the Federal Department of National Defense, the Oshawa Air Cadets were formed. The Oshawa Air Cadets chose the label “Chadburn Squadron,” named after decorated Canadian fighter pilot and R.C.A.F. Wing Commander, Lloyd V. Chadburn.

In November 1949, a volunteer organization named the “No. 420 Wing of the Royal Canadian Air Force Association” held its first meeting. The No. 420 Wing’s mandate was to “ensure a strong Air Force and assist with other aviation matters such as airports and Air Cadet training”. The Flying Club gave the No. 420 Wing permission to use the south half of No. 10 Building for monthly meetings.

The Flying Club closed in 1998.

The 1987 Airport Master Plan recommended that the South Field be considered for recreational uses including such uses as aviation museums and sports fields.

Lands on Thornton Road North at 1095 Thornton Road North were acquired by the Airport in 1999 in a trade for lands surplus to the Airport located immediately south of the South Field and west of Stevenson Road North. Those surplus lands now form a residential subdivision comprised of housing along Fairglen Avenue, Barbados Street, the north terminus of Waverly Street, and the west side of the north terminus of Stevenson Road North, as well as Summerglen Park.

The South Field and 1095 Thornton Road North were declared surplus to Airport needs in the 2008 to 2012 Airport Business Plan, as they are no longer required for aviation services and do not need to be retained for future Airport development. However, any future use of these lands must remain compatible with the Airport and the community.

4.3.2 The Ontario Regiment – Post World War II

After World War II, the Ontario Regiment required new facilities, as their existing facilities at the downtown armoury (53 Simcoe Street North) lacked training and office space. The former Canteen Building served as a classroom for the Regiment, and, along with several other buildings in the South Field, allowed the armoured and reconnaissance squadrons to have their own facilities.

After World War II, the Regiment supplied personnel to the Cold War and various peacekeeping missions with the United Nations and the North Atlantic Treaty Organization, including operations in Germany, Bosnia, Cyprus, Cambodia, Sudan, and the Golan Heights. More recently, the Regiment has been involved in missions in the war in Afghanistan as part of the International Security Assistance Force, sending 56 members overseas.

In present day, there is no Armed Forces presence at the South Field. The South Field is however home to the Ontario Regiment R.C.A.C. Regimental Museum, which houses

an extensive historical military vehicle collection, and hosts the very popular “Tank Saturdays” military battle reenactments, as well as several other popular events.

The Museum is a cornerstone of tourism in Oshawa, bringing both history and a sense of patriotism. It is located at the terminus of Stevenson Road North, southwest of the No. 10 Building, the former Canteen Building, and the former Stores Building. It includes many military vehicles in a large collection, including:

- A jeep which participated in World War II.
- A truck specifically used to transport Queen Elizabeth II as she traveled through Oshawa in 1991.
- Various tanks, including four M4A2E8 Shermans, three CVR(T) FV105 Scorpions, and two Leopard 1A5BEs.

The museum was founded in 1980 as the “Ontario Regiment Ferret Club” by a group of retired (non-commissioned) officers of the Ontario Regiment. A local businessman, then a honorary colonel of the regiment, purchased nine (9) ferret scout cars that were surplus from the army.

The museum began as a quasi-private club for the retired officers. The club members would maintain the cars and use them for parades, supporting the Regiment in change of command ceremonies and other ceremonial functions, including in the Remembrance Day Parade and the Fiesta Parade.

In 1993, the Ferret Club moved into the building where the Regiment Museum is currently found, as part of a merger with another organization, the “Ontario Regiment Museum”. The Ontario Regiment Museum did not have a proper museum, but rather artifacts and relics spread between a room at Parkwood Estate (270 Simcoe Street North) and a room over the sergeant’s mess at the Oshawa Armoury (53 Simcoe Street North).

After the 1993 merger, the museum slowly grew as the Ferret Club members continued to acquire military vehicles.

In addition to Tank Saturdays, the museum holds several other large annual events, including Aquino Tank Weekend in June, offering visitors a show with tanks, battle reenactments, artillery displays and more. The Museum continues to participate in the Remembrance Day Parade annually, with a large convoy of military vehicles encompassing several city blocks.

4.3.3 Robert Stuart Aeronautical and Camp-X Museum

In 1977, Robert Stuart opened a museum named the “Robert Stuart Aeronautical and Camp-X Museum” in the former Stores building. The museum was active until 2010, and told the story of and housed several artifacts from Camp X. After it closed, the Ontario Regiment R.C.A.C. Regimental Museum began using the former Stores building

as a tank hangar and vehicle compound, creating an overflow storage for the Regiment Museum's large collection of historical military vehicles. Some of the Camp X artifacts in the former museum were acquired by the Canadian War Museum in Ottawa.

4.3.4 Modernization of the Oshawa Executive Airport

The Airport opened as a British Commonwealth Air Training Field in 1941 and played a significant role in training pilots for World War II. Once the War was over, the City of Oshawa took over operation of the Airport under a lease from the Federal government.

Throughout most of its early history, the Airport operated as originally constructed with three runways in a triangular configuration. All aviation related services were operated from the Airport's South Field with access from Stevenson Road North.

Over time, the aviation services grew to include flight training, general aviation, air freight operations, night air freight operations, scheduled passenger service, air charter services, air ambulance operations and the police helicopter.

In 1979, 71% of the total aircraft movements were attributed to local traffic. Local traffic is defined as an aircraft flight that departs and then returns to the airport without having landed at another airport. Local traffic includes flight training aircraft in the airport circuit pattern, flight training aircraft operating away from the airport and any other flight which meets the above definition. The majority of local traffic in 1979 however, was flight training aircraft.

A 1987 Airport Master Plan (the "1987 Master Plan") prepared by Delcan proposed physical and operational changes to the airport, including establishing new facilities on the North Field and transitioning all aviation operations from the South Field to the North Field over time.

The 1987 Master Plan proposed a gradual modernization of the airport and a transition from local traffic (mostly flight schools) and major activity on the South Field to a modern facility based on the North Field supporting the travel/transportation needs of industries, businesses and residents of the Region and stimulating area-wide economic growth. The 1987 Master Plan also recommended that the South Field lands be considered for recreational uses including uses such as aviation museums and sports fields.

The Oshawa Executive Airport is divided into "fields", with the original South Field and now the "North Field" and "East Field." The North Field now holds the balance of the aviation related uses and the Oshawa Executive Airport terminal, including flight training, air ambulance, passenger charter services, freight services, aerial police operations, aircraft maintenance and aircraft restoration services. The west quadrant of the Airport lands contain the Oshawa Airport Golf Club.

The Airport is currently a major infrastructure component of the Region of Durham/Eastern GTA, and plays an important role in maintaining and growing jobs and business in the City of Oshawa and Region of Durham.

The East Field is currently undeveloped and does not have road access. Both the East Field and the property leased for use as the Oshawa Airport Golf Club, west of the runways, continue to be held in reserve for future airport needs.

In 1994, Zoning By-law 60-94 was approved by Council. The zoning for the South Field was appealed to the Ontario Municipal Board (O.M.B.) by two representatives of the Neighbourhood Action Committee which was a local community group established to monitor Airport issues on behalf of neighbours in the Airport area.

An O.M.B. settlement was made with the representatives which included establishing a 50 metre (164 ft.) wide Airport buffer between residential uses and uses on the South Field. The approved zoning also implemented the recommendations of the 1987 Delcan Master Plan by permitting recreational, museum and agricultural uses on the South Field.

In 1994, construction of the Runway 12/30 extension, the North Field development and the new North Field airport terminal began. In 1997 the new North Field and the new airport terminal building were officially opened.

In 1997, the Federal government transferred ownership of the Airport to the City of Oshawa. The Airport was one of many airports that were transferred to local interests in the mid-1990s as a result of the 1994 National Airports Policy.

5.0 Direction from Airport Business Plans

5.1 2008 to 2012 Airport Business Plan

On March 3, 2008, Council adopted the recommendations included in Report DS-08-69, including:

- “1. That the proposed Oshawa Municipal Airport Business Plan (2008-2012), forming Attachment No. 1 to Report DS-08-69 dated February 20, 2008, be approved.”

The Oshawa Municipal Airport Business Plan (2008-2012) included a commitment to operate the Airport until at least 2033 regardless of the status of an airport in the City of Pickering.

Report DS-08-69 indicates:

- “(a) That the Thornton Road North lands were acquired by the airport in 1999 in a trade for surplus airport lands located immediately south of the South Field;
- (b) That the 1987 Master Plan (prepared by Delcan for the Airport lands) recommended that the South Field be considered for recreational uses including uses such as aviation museums and sports fields;
- (c) That the South Field and Thornton Road North Lands are no longer required for aviation services and do not need to be retained for future Airport development;
- (d) That Heritage Oshawa has requested that the City investigate the potential for a Heritage Conservation District designation in this area; and
- (e) That the South Field and Thornton Road North lands are no longer required for aviation services and do not need to be retained for future airport development; and
- (f) That Transport Canada is to be approached regarding possible removal of the South Field and Thornton Road North lands from the Operating and Options Agreement. Subject to Transport Canada’s input, the South Field and Thornton Road North lands are to be considered surplus to Airport needs and considered for removal from the Operating and Options Agreement. This could allow a transfer of these lands to the City as parkland, sales to other appropriate uses, etc. At all times, the uses on these lands must remain compatible with the Airport and Community.”

5.2 2015 to 2019 Airport Business Plan

On January 27, 2015, the Ontario Regiment Museum reiterated its interest in having the three remaining buildings that were part of the No 20 E.F.T.S. be designated as a Heritage Conservation District.

On June 29, 2015, Council approved the 2015-2019 Oshawa Airport Business Plan (DS-15-132) which establishes an ongoing strategy for the operation of the Oshawa Executive Airport. One of the key directions was that a study of the South Field lands and appropriate uses be undertaken.

6.0 South Field Master Plan

6.1 Background on the South Field Master Plan

On November 28, 2016, City Council considered Report DS-16-116 containing Proposed South Field Master Plan Terms of Reference and adopted the following recommendation:

“That, pursuant to Report DS-16-116 dated November 9, 2016, staff be authorized to undertake a South Field Master Plan Study at the Oshawa Executive Airport.”

On March 22, 2018, Heritage Oshawa passed a resolution (Item HTG-18-18) recommending that Oshawa City Council designate the former Canteen and former Stores Building pursuant to the *Ontario Heritage Act*. This resolution reads as follows:

“Whereas the South Field Buildings of the Oshawa Executive Airport represent a significant monument to Canada's contribution to the WWII war effort through training of Allied forces; and,

Whereas Heritage Oshawa has obtained a research report on these buildings, located at 1000 Stevenson Rd. N and originally constructed in 1940-41; and,

Whereas the report demonstrates that these former Canteen and former Stores buildings of the South Field meet the criteria under Ontario Regulation 9/06 for designation; and,

Whereas the South Field Buildings have historical value as they are linked to the British Commonwealth Air Training Plan and training of 73,000 Canadians during World War II, reflecting Oshawa's participation in this aspect of the war effort; and,

Whereas the former Canteen and former Stores Buildings have physical design value as part of the overall British Commonwealth Air Training complex, in addition to original architectural features reflecting construction during WWII in 1941. Both feature long rectangular, single storey frame structures with medium pitched gable roofs, cedar shingle cladding on the former Canteen (north) building and original six-over-six pane windows on the former Stores Building (south); and,

Whereas the South Field Buildings have contextual value as they remain on the site where they were built and are historically, visually and functionally linked to their setting. They are part of a group of original buildings that include the No. 10 Building (420 Wing). The site is adjacent to Airmen's Park with its plaque 'dedicated, by grateful citizens of Oshawa and district, to all allied airmen who served their country in the cause of freedom'; and

Whereas contextual value is perpetuated by the current use of the former Stores building by the Ontario Regiment R.C.A.C. Regimental Museum to honour the No. 20 Elementary Flying Club's support of the war effort in WWII;

Therefore, be it resolved that Heritage Oshawa recommends that Council designate the former Canteen and former Stores buildings of the South Field of the Oshawa Executive Airport as properties of cultural heritage significance under the Ontario Heritage Act.”

On March 26, 2018, the City’s Development Services Committee considered Heritage Oshawa’s recommendation (i.e. Item HTG-18-18) and referred it to the South Field Master Plan Study process.

On June 25, 2018, City Council considered Report DS-18-120 providing an overview of the Draft Background Study for the South Field Master Plan Study (the Draft Background Study) and adopted the following recommendation:

“That Report DS-18-120 dated June 14, 2018, being an overview of the Draft Background Study for the South Field Master Plan Study at the South Field of the Oshawa Executive Airport, be received for information.”

The Background Study attached to Report DS-18-120 was subsequently finalized in March 2019, after being revised to account for the development of new buildings and structures in the South Field as well as certain new licence arrangements.

A key challenge in considering Land Use Options for the Study was related to the timelines noted above for the future of the operation of the Airport. If the Airport ceased to operate as a functional airport, the lands that it currently occupies would become available for alternative uses. These lands, when considered in conjunction with the Study Area, could provide additional opportunities that may not be considered or feasible if the South Field lands were considered in isolation.

It is important that any decision concerning future land uses for the South Field does not frustrate or complicate the future land use potential of the remainder of the Airport lands should the Airport become non-operational.

On May 21, 2019, City Council passed a motion to not extend the commitment to keep the Airport open beyond 2033 regardless of the status of the Pickering Airport.

Pursuant to Report DS-19-45 dated March 25, 2019, a Public Open House was held on May 23, 2019 at Monsignor Paul Dwyer Catholic High School in Oshawa. The purpose of the Public Open House was to provide members of the public with an opportunity to learn more about the Background Study and provide input on the same, including input with respect to the draft preferred land use option for the South Field which was based on a Heritage, Recreational and Public Use theme. The Public Open House was attended by approximately 100 individuals.

In addition, a Communication Plan was developed which included a project page on Connect Oshawa (the City's community engagement website) and social media messages. In order to identify the public's top priorities, a feedback form was distributed at the Public Open House and was also made available online at Connect Oshawa. The feedback form was available for completion from May 8, 2019 to June 12, 2019. A total of 39 feedback forms were collected.

The responses provided to the questions on the feedback form were tabulated and analyzed. 64% of the respondents were either City of Oshawa residents or business/property owners, with the majority of residents coming from Ward 2. 89% of respondents indicated their support for the Status Quo Land Use Option for the South Field. A common reason given in support of this option was that the option supports the historical preservation of the City of Oshawa.

28% of respondents indicated that they would like to see additional community-oriented uses on the South Field including:

1. Additional multi-use pathways;
2. Expansion of historical preservation including the expansion of the Ontario Regiment Museum; and
3. Expansion of recreational spaces (e.g. skating rink, tennis courts, and a dog park).

The feedback form also provided an opportunity for respondents to provide their input with respect to any issues/concerns that they have with current activities occurring on the South Field.

On November 29, 2019 at a Special Meeting of Council, City Council considered Report DS-19-213 entitled "South Field Master Plan Study at the Oshawa Executive Airport" together with the following recommendation from the Development Services Committee:

- "1. That 'the Status Quo Land Use Option' consisting of a heritage, recreation, and public use theme be adopted as the preferred land use option for the Airport South Field, which does not require amendments to be made to the Oshawa Official Plan or Zoning By-law 60-94; and,
2. That, pursuant to Report DS-19-213 dated November 13, 2019, Development Services staff be authorized to undertake the process outlined in 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 and the former Stores Building; and,
3. That, pursuant to Report DS-19-213 dated November 13, 2019, the Development Services staff be authorized to undertake the process established in the Ontario Heritage Act to designate the former Stores

Building at the Airport South Field as a property of cultural heritage value or interest under the Ontario Heritage Act by undertaking the following:

- Prepare a Notice of Intention to Designate the former Stores Building under the Ontario Heritage Act;
 - Publish the Notice in the Oshawa This Week and Oshawa Express newspapers;
 - Forward the Notice to the Ontario Heritage Trust in accordance with the Ontario Heritage Act;
 - Prepare the necessary by-law and Designation Statement and Description, with input from Heritage Oshawa, for subsequent consideration by Council; and,
4. That staff be directed to engage the 420 Wing Executive to investigate their potential support for the formal designation of the No. 10 Building under Part IV of the Ontario Heritage Act and report back to the Development Services Committee on the outcome of these discussions and to present options related to the heritage designation of the No. 10 Building; and,
 5. a) That, pursuant to Report DS-19-213 dated November 13, 2019, staff be authorized to undertake appropriate arrangements to restore the former Canteen building as an artifact, with no public access to the interior of the building permitted;
 - b) That, pursuant to Report DS-19-213 dated November 13, 2019, staff be directed to report on a funding source to give effect to Part 5 a) unless funding is addressed through the 2020 budget; and,
 6. That, in the event Council selects Option 3 or Option 4 as set out under Section 5.11.1 of Report DS-19-213 dated November 13, 2019 which involves a commitment on the part of the City to undertake efforts to restore the former Canteen, either as an artifact or to a level adequate to permit safe occupancy, staff be directed to request the Ontario Regiment Museum to assist in cost-sharing for the restoration works; and,
 7. That, in the event the Development Services Committee selects Option 3 or Option 4 as set out under Section 5.11.1 of Report DS-19-213 dated November 13, 2019 which recommends to Council that the City commit to undertake efforts to restore the former Canteen, either as an artifact or to a level adequate to permit safe occupancy, the Committee also select an appropriate option as set out in Section 5.11.2 of Report DS-19-213 related to the heritage designation of the former Canteen; and,
 8. That staff be authorized and directed to continue to investigate relocating the Camp X Building, at no cost to the City, from its current site in the Town

of Whitby to a new location at the Airport South Field, in consultation with the Airport Manager, the Town of Whitby and the Ontario Regiment Museum, taking into consideration amongst other matters potential terms to be included in any future agreements, the potential future extension of Stevenson Road North through the Airport lands, the museum's plans for potential expansion and opportunities for designation of the Camp X Building under the Ontario Heritage Act, and report back to the Development Services Committee on the outcome of the investigation; and,

9. That staff be directed to engage the Ontario Regiment Museum and the Airport Manager to investigate potential revisions to the current licence arrangement between the Ontario Regiment Museum and the City, including both a term extension in view of the museum's proposed expansion plans as well as appropriate revisions to address activities and the use of City-owned lands at the Airport South Field which exceed the scope of the current licence agreement but have nonetheless occurred, and report back to the Development Services Committee on the outcome of these discussions; and,
10. That the Ontario Regiment Museum be advised that any expansion proposal will need to be accompanied by appropriate studies including, but not limited to, a noise impact assessment, a transportation study, a parking demand study and an assessment of any and all improvements to existing services in the South Field, including the internal road system and parking areas, necessary to appropriately accommodate the expansion; and,
11. That any expansion proposal formally submitted by the Ontario Regiment Museum be the subject of a public meeting held by the Development Services Committee to elicit public comments and feedback; and,
12. That staff be directed to engage representatives from We Grow Food to discuss the potential adoption of the South Field community garden, to be operated by We Grow Food through an appropriate licence with the City, and report back to the Development Services Committee; and,
13. That, in the event We Grow Food chooses not to adopt the South Field community garden, staff be authorized to install a notice sign at the site of the community garden prior to the 2020 growing season, in a form and content satisfactory to the Commissioner of Development Services and City Solicitor, advising as follows:
 - The City accepts no risk or liability;
 - The use of the South Field lands for an unlicensed community garden is not permitted;

- Any evidence of gardening activity may be removed at any time without notice; and
 - That any person interested in formalizing a community garden at the South Field through an appropriate licence should contact the City to advance discussions for a potential community garden licence; and,
14. That, in the event a notice sign is installed at the site of the South Field community garden pursuant to Part 13 of this Recommendation, staff be directed to report back to the Development Services Committee as follows, according to whichever event occurs:
- (a) In the event that the City is contacted in 2020 by a person or persons interested in formalizing a community garden at the South Field through an appropriate licence; or,
 - (b) Between the 2020 and 2021 growing seasons, in the event that no person contacts the City in 2020 with an interest in formalizing a community garden at the South Field through an appropriate licence; and,
15. That staff be directed to engage NAV Canada and the Airport Manager to review the existing land lease between the City and NAV Canada and investigate potential revisions to address the scope of NAV Canada's current activities at the South Field, where appropriate, and report back to the Development Services Committee on the outcome of these discussions; and,
16. That, subject to potential revisions that may occur pursuant to Parts 9 and 15 of this Recommendation, the existing leases and licences between the City and its tenants at the South Field be maintained for the remainder of their respective terms, that the land and existing buildings owned by the City at the South Field not be sold while the Airport is operational, and that any requests for new leases/licences or to extend existing leases/licences be addressed through the City's normal procedures, to ensure that activities at the South Field do not complicate the future of the Airport lands after the Airport is non-operational and that any decision concerning the future of the Airport lands will not be jeopardized; and,
17. That a copy of Report DS-19-213 dated November 13, 2019 and the related Council resolution be sent to the Town of Whitby, the Ontario Regiment Museum, the 420 Wing, NAV Canada and We Grow Food."

In addition to the carrying of the main motion above, the following motions were also carried at the November 29, 2019 Special City Council meeting in response to the Development Services Committee recommendation:

“That pursuant to Report DS-19-213, Option 4 be selected to restore the former Canteen to a level adequate to permit safe occupancy.”

“That as Council has selected Option 4 as outlined in Section 5.11.1.3 of Report DS-19-213 dated November 13, 2019 as an appropriate level of restoration, which would restore the former Canteen to a level where public access to the building, and safe occupancy thereof, is permissible, that an amount up to \$300,000, exclusive of H.S.T., be allocated from the Civic Property Development Reserve to undertake such restoration.”

6.2 Implementation of the South Field Master Plan

On February 18th, 2020, three letters were sent concerning the approval of the South Field Master Plan by City Council:

- A letter to the 420 Wing, which owns the No. 10 Building which sits on City-owned lands, requesting confirmation as to whether the 420 Wing would be in support of Part IV individual heritage designation for the No. 10 Building;
- A letter to the Commissioner of Planning and Development for the Town of Whitby, requesting confirmation as to whether the Town of Whitby continues to support the relocation of the Camp X building to the Oshawa Executive Airport South Field. The letter also requested confirmation of the Town’s willingness to meet with City of Oshawa staff to further discussion associated with costs and logistics of the relocation of the building;
- A letter to the President of The Ontario Regiment Association requesting:
 - confirmation of the Museum’s support for the relocation of the Camp X Building to the Oshawa Executive Airport South Field;
 - confirmation of support for the restoration of the former Canteen Building;
 - the advancement of discussions for amendment of the Museum’s licence agreement; and,
 - information on the Museum’s proposed expansion.

On March 16, 2020, Jeremy Blowers, Executive Director of the Ontario Regiment Museum, notified City staff that the Museum was in receipt of the February 18, 2020 letter, however given the COVID-19 pandemic and resultant restrictions on social distancing, he would prefer the postponement of any future meetings.

On May 11, 2020, Michael Gimblett, Chairman of the 420 Wing, notified City staff that the 420 Wing was in receipt of the February 18, 2020 letter, and that the 420 Wing remained in support of a Heritage Conservation District under Part V of the *Ontario Heritage Act*, but did not support designation of the building under Part IV of the *Ontario Heritage Act*.

7.0 Heritage Conservation District Assessment

The following sections will detail and analyze the contextual, associative, and physical/design features of the South Field core area, as well as the cultural landscape value of Airmen's Park. Breaking the analysis into these four categories falls in line with the categories of criteria under O.Reg 9/06: *Criteria for Determining Cultural Heritage Value or Interest*. While these criteria are typically applied to individual designations under Section 29, Part IV, they do provide a basis for determining cultural heritage value and therefore are useful in this case, particularly considering the relatively small quantity of buildings and structures in the Study Area.

Heritage Conservation Districts, A Guide to District Designation Under the Ontario Heritage Act (The Ontario Heritage Tool Kit) describes the following as common sets of characteristics that may be evident in Heritage Conservation Districts:

- (a) A **concentration** of heritage buildings, sites, structures; designed landscapes, natural landscapes that are linked by aesthetic, historical and social-cultural contexts or use.
- (b) A **framework of structured elements** including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.
- (c) A **sense of visual coherence** through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.
- (d) A **distinctiveness** which enables districts to be recognized and distinguishable from their surroundings or neighbouring areas.

The significance of a Heritage Conservation District extends beyond individual buildings, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district.

7.1 Contextual Value Analysis

The Study Area has a direct contextual association with the Oshawa Executive Airport and its history. The South Field Buildings—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 E.F.T.S.

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 Elementary Flying Training School. The No. 10 Building, the former Canteen and former Stores Buildings, 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, buildings and structures in the South Field Study Area 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 original “first phase” configuration of the site included the following structures:

- Guard house
- Pump house
- water tower (original and a second built later)
- Administration building
- No. 10 Building*
- No. 11 Building (workshop)
- Canteen
- Incinerators
- gun butt
- Airmen’s mess
- H-shaped, two storey barracks
- No. 1 hangar
- Control tower
- Swimming pool
- House for the chief of Works and Bricks
- Hospital
- Officer’s mess
- recreational hall with a bowling alley
- Garage
- Parade square
- Tarmac

The south half of the No. 10 Building briefly housed the former Stores or supplies, then was converted to the non-commissioned officers mess. The north half was the ground maintenance or “Works and Bricks” building.

“Second phase” buildings, built circa 1943-44, included:

- additional barracks
- Link Trainer (aircraft flight simulator) building, and,
- No. 2 hangar with a concrete foundation pad prepared to double the size.

Other buildings were constructed later by the military on an as-needed basis.

The recreational hall/bowling alley was sold and subsequently demolished in 1965. The administration building was moved out in two sections. One was sent to Port Perry to use as a hospital; the other served for several years as the Oshawa Recreation Centre at Rotary Park. All the other key buildings have been demolished or removed, with the exception of the No. 10 Building, the former Canteen Building and the former Stores Building.

In terms of contextual value, the remaining buildings from the No. 20 E.F.T.S., as well as Airmen's Park and its various memorials and relics, bear a contextual relationship with the former use of the South Field as a flying school during World War II. They also have a direct tie to the current use of the airport on the North Field, as they represent the origins of the current Oshawa Executive Airport, including the small grid road pattern which represents a semblance of the original larger airfield grid in place during World War II and later up until the relocation of airport operations to the North Field in the early 1990's.

7.2 Physical/Design Value Analysis

The design/physical value of the South Field Buildings are linked to their representation of the war years' construction methods and materials, specifically the cedar shingle and wood clapboard siding and the 6 over 6 pane windows. The buildings demonstrate the quick construction and temporary nature intended for "war-time construction".

These buildings were originally part of the No. 20 E.F.T.S. The participation of local flying clubs in the British Commonwealth Air Training Plan (B.C.A.T.P.) was key to the training of 73,000 Canadians during World War II and the eventual success of the Allied Forces. These buildings are three of the original buildings dating back to the first period of construction activity in the winter of 1940-1941.

Under pressure to open the airport and Flying School as part of the war effort, buildings at the Oshawa site were erected quickly. The initial construction activities in 1940 to 1941 were followed by a second phase from September 1943 into 1944. The buildings that are the subject of this Study were part of the first phase of construction.

The No. 10 Building is leased by the No. 420 R.C.A.F. Wing Association as their principle headquarters location. The former Canteen Building was previously leased to the Oshawa Yacht Club for storage purposes, but is now vacant. Currently, the former Stores Building is used by the Ontario Regiment R.C.A.C. Regimental Museum as a tank hangar.



Figure 2: Front (south) facade of the former Stores Building (looking north)

7.2.1 Built Attributes – No. 10 Building

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 N.C.O. 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.

7.2.2 Built Attributes – former Canteen & former Stores Buildings

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 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 north building (the former Canteen Building) is clad in the original cedar shingles and the south building (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.



Figure 3: South and east façades of the former Canteen Building (looking northwest)

7.3 Associative Value Analysis

The South Field's 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 as the No. 20 E.F.T.S. This is commemorated in large part by the plaques and markers contained in Airmen's Park. However, as noted above, in terms of physical features of heritage value, only a small grouping of three buildings next to Airmen's Park remains. These are the No. 10 Building, the former Canteen and the former Stores Buildings.

As well, the road pattern of the South Field lands, as well as the existing airport runway pattern, remain today as they did when they were originally designed and built. The views to the airport runways from the Study Area contributes to the associative value of the lands. Similarly, the views to the group of three buildings from various vantage points on the roadway contribute to the cultural heritage value of the area.

The Study Area continues to have an associative impact on the City of Oshawa and the Region of Durham. In 2007, RP Erickson & Associates Aviation Consultants prepared an Economic Impact Study (E.I.S.) of the Oshawa Airport based on 2005 data. Among other things, this E.I.S. concluded that the Oshawa Airport had a significant "social impact" on the local economy including through the visitors and volunteer hours at the

Oshawa Industrial & Military Museum (now the Ontario Regiment Museum) and 420 Wing R.C.A.F. Association, located in the No. 10 Building.

The No. 10 Building was one of the original structures erected in the South Field, dating to the first period of construction activity in the winter of 1940-1941. The south half briefly housed the former Stores or supplies, then was converted to the N.C.O. (non-commissioned officers) mess. The north half was the ground maintenance or “Works and Bricks” building. The building was leased from the federal government in 1945 by the Flying Club. In 1949, No. 420 R.C.A.F. Wing Association rented the south half. Bob Kelly, who owned Mechanical Advertising (a manufacturer of large electric timer clocks used in hockey arenas) was in the north half from 1948 to about 1954. The north half was then leased to Field Aviation until 1960. In approximately 1961, No. 420 Wing leased the entire building. The lease subsequently expired and No. 420 Wing now owns the building they occupy (i.e. the No. 10 Building), although they lease the land from the City upon which the building sits.

No. 420 Wing membership consists of individuals living in the Oshawa area with an interest in aviation, including pilots, maintenance personnel, airport staff and others, plus past members of the R.C.A.F. or similar Allied Forces. The No. 420 Wing started in 1949 as an Air Force veterans club. The founding members were veterans of World War II, who had served in the R.C.A.F., the R.A.F., or were associated with the Oshawa Airport.

The No. 420 Wing supports the aims of the Air Force Association of Canada, two local Air Cadet Squadrons, sister military service clubs in the Oshawa area, and the people of Oshawa.

7.4 Cultural Landscape Analysis – Airmen’s Park

Airmen’s Park is a 0.48 hectare (1.2 ac.) neighbourhood park located to the east of the Ontario Regiment Museum. The park opened in September 1986 through a partnership between the City of Oshawa and 420 (City of Oshawa) Wing Royal Canadian Air Force Association.

A war surplus Sabre aircraft is the focal point of Airmen’s Park. The aircraft is a Canadair Mark V Sabre Jet, and is noted as being dedicated to the men and women who served in the Royal Canadian Air Force and the Air Services of Canada’s Allies. The aircraft is in a clearing circled by tall deciduous trees on three sides (north, east and south), facing to the northwest onto Stevenson Road North.

Across Stevenson Road North and to the north is the Ontario Regiment Museum. To the north is Chick Hewitt Lane, dedicated for Lancaster Bomber Henry “Chick” Hewitt in 2015. An Oshawa resident, Mr. Hewitt served as a Lancaster Bomber Navigator in the Royal Canadian Air Force during World War II and flew 35 missions with the Royal Air Force Bomber Command between 1944 and 1945. Mr. Hewitt was a distinguished member of the 420 (City of Oshawa) Wing of the Royal Canadian Air Force Association and recently received the Bomber Command medal.

Further north, across Chick Hewitt Lane is the Airmen's Park soccer field, which does not form part of the Study Area but does form part of Airmen's Park.

Airmen's Park is commonly a venue for various ceremonies, including annual anniversary celebrations of the Battle of Britain, commonly attended by Royal Canadian Air Cadets 151 Chadburn Squadron and 2 VandenBos Squadron along with local Legions and dignitaries.

Airmen's Park contains plaques and other commemorative relics that highlight Oshawa's rich aeronautical history, as follows:

- A plaque erected in 1992 by the City of Oshawa Community Services Department and dedicated by the members of the No. 420 Wing. It is presented along with a propeller blade from an Argus aircraft, mounted in the ground beside the plaque. The plaque reads as follows:

“THE BRITISH COMMONWEALTH AIR TRAINING PLAN

29 APRIL 1940 - 31 MARCH 1945

ON 17 DECEMBER, 1939, CANADA, THE UNITED KINGDOM, AUSTRALIA AND NEW ZEALAND, SIGNED AN AGREEMENT RELATING TO "TRAINING OF PILOTS, AND AIRCRAFT CREWS IN CANADA AND THEIR SUBSEQUENT SERVICE".

THIS AGREEMENT INAUGURATED THE BRITISH COMMONWEALTH AIR TRAINING PLAN UNDER THE DIRECTION OF THE ROYAL CANADIAN AIR FORCE.

CANADA BECAME THE MAIN CENTRE OF AIRCREW TRAINING FOR THE COMMONWEALTH, AND THOSE OCCUPIED COUNTRIES OF EUROPE, FIGHTING IN EXILE. OVER A PERIOD OF FIVE YEARS, 131,553 AIRMEN WERE TRAINED, AND GRADUATED, TO WINGS STANDARD.

IN 1941, MR. A.G. STORIE, PRESIDENT AND GENERAL MANAGER OF FITTINGS LTD., OSHAWA, AND EIGHT PROMINENT BUSINESS MEN, FORMED A SPECIAL COMPANY, UNDER THE DOMINION COMPANIES ACT, KNOWN AS ONTARIO COUNTY FLYING TRAINING SCHOOL LIMITED. IN THIS MANNER, NO. 20 ELEMENTARY FLYING TRAINING SCHOOL WAS ESTABLISHED UNDER THE "PLAN".

THE ADJACENT PARCEL OF FARMLAND, CONSISTING OF 492.12 ACRES, SITUATED TO THE WEST OF THIS SITE WAS CONVERTED INTO AN AIRFIELD IN EARLY 1941. FROM JUNE 1941, UNTIL OCTOBER 1944, APPROXIMATELY 2400 TO 2500 AB INITIO PILOTS GRADUATED FROM NO. 20 EFTS, TO PROCEED TO ADVANCED SERVICE FLYING

TRAINING SCHOOLS, AND OPERATIONAL TRAINING UNITS,
OVERSEAS.

THIS ARGUS AIRCRAFT PROPELLER BLADE IS ERECTED TO
COMMEMORATE THOSE R.C.A.F. PERSONNEL, AND MEMBERS OF
THE ALLIED COUNTRIES WHO TRAINED AT THIS AIRPORT.

THEY FLEW IN HARMS WAY, IN THE SERVICE OF THEIR COUNTRY,
AND THE CAUSE OF GLOBAL FREEDOM.

ERECTED BY THE CITY OF OSHAWA COMMUNITY SERVICES
DEPARTMENT AND DEDICATED BY THE MEMBERS OF 420 (CITY OF
OSHAWA) WING ROYAL CANADIAN AIR FORCE ASSOCIATION 1992”

- A plaque interpreting the Sabre Jet which reads as follows:

“SABRE 23047 THIS CANADAIR MARK V SABRE JET, PAINTED IN THE
COLOURS OF THE 416 “CITY OF OSHAWA” SQN., IS DEDICATED, BY
GRATEFUL CITIZENS OF OSHAWA AND DISTRICT, TO ALL ALLIED
AIRMEN WHO SERVED THEIR COUNTRY IN THE CAUSE OF FREEDOM.

I HAVE FOUGHT THE GOOD FIGHT, I HAVE FINISHED THE RACE. I HAVE
KEPT THE FAITH.

PAUL 4:6-8”

- A plaque installed in 1999 by the Canadian Society for Civil Engineering on a
commemorative stone marker. The plaque reads as follows:

“NATIONAL HISTORIC CIVIL ENGINEERING

BRITISH COMMONWEALTH AIR TRAINING PLAN No. 20 ELEMENTARY
FLYING TRAINING SCHOOL - OSHAWA

A TRIBUTE TO CANADA'S CIVIL ENGINEERS WHO, BETWEEN 1940 AND
1943, WERE RESPONSIBLE FOR THE DESIGN AND CONSTRUCTION OF
88 AIRFIELDS AND 88 RELIEF FIELDS, TOGETHER WITH ALL THE
REQUISITE INFRASTRUCTURE.

THE AIRFIELDS WERE REQUIRED BY THE BRITISH COMMONWEALTH
AIR TRAINING PLAN WHICH TRAINED MORE THAN 250,000 PERSONNEL,
OF WHOM 131,000 WERE AIRCREW, FOR THE ALLIED WAR EFFORT.
THIS FIELD, OSHAWA MUNICIPAL AIRPORT, WAS THE SITE OF NO. 20
ELEMENTARY FLYING SCHOOL.

CANADIAN SOCIETY FOR CIVIL ENGINEERING 1999”

- A carved stone marker commemorating the 100 year anniversary of powered flight in Canada; the “Centennial of Powered Flight in Canada 1909 – 2009”.

The Ontario Heritage Trust’s guide on cultural heritage landscapes (“C.H.L.s”) details that the United Nations Educational, Scientific and Cultural Organization (UNESCO) recognizes C.H.L.s under one of the following three categories:

- “1. Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles.
2. Evolved cultural landscape: This type of cultural landscape results from an initial social, economic, administrative and/ or religious imperative, and has developed its present form by association with, and in response to, its natural environment. Such landscapes reflect that process of evolution in their form and component features. They fall into two sub-categories:
 - A relict (or fossil) landscape is one in which an evolutionary process came to an end at some time in the past, either abruptly or over a period of time. Its significant distinguishing features, however, are still visible in material form.
 - Continuing landscape is one that retains an active social role in contemporary society, which is closely associated with the traditional way of life, and in which the evolutionary process is still in progress. At the same time, it exhibits significant material evidence of its evolution over time.
3. Associative cultural landscape: The inclusion of such landscapes on UNESCO’s World Heritage List is justifiable by virtue of the powerful religious, artistic or cultural associations of the natural element, rather than material cultural evidence, which may be insignificant or even absent.”

On the basis of the above definition, Airmen’s Park falls under the definition of a Designed Cultural Landscape. The landscape of Airmen’s Park is clearly defined and was created intentionally by man. It includes an intentionally designed layout of foliage (deciduous trees) and monuments (plaques, Sabre Jet), constructed for esthetic reasons and directly associated with monumental buildings and ensembles (the No. 420 Wing and former Canteen and former Stores Buildings).

The Ontario Heritage Trust’s guide on C.H.L.s further defines a C.H.L. as “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 surrounding area is certainly valued by its community, especially those partial to Oshawa’s rich military and aeronautical history.



Figure 4: View of war surplus Sabre Jet and surrounding landscaping in Airmen's Park

8.0 Conclusions and Recommendations

8.1 Study Area Boundary

Staff's assessment of establishing a potential Heritage Conservation District at the Airport South Field included an analysis of the impacts associated with the size and scope of such a district.

A Heritage Conservation District may comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. The significance of a Heritage Conservation District often extends beyond its built heritage, structures, streets, landscape and other physical and spatial elements, to include important vistas and views between and towards buildings and spaces within the district.

City staff evaluated the establishment of a Heritage Conservation District for both the whole of the South Field as well as a smaller portion thereof. The establishment of a Heritage Conservation District for the whole of the South Field is not recommended for the following reasons:

- The South Field lands are a single property that is already in the ownership of the City, and the recommended land use option does not propose to sell off any part of the South Field lands.
- The features of the South Field that are of Cultural Heritage Value or Interest (i.e., the No. 10 Building, the former Canteen, the former Stores Building and Airmen's Park) are clustered on only a small portion of the South Field, in the central core of what formerly was the No. 20 E.F.T.S.
- The recommendation to investigate the establishment of a Heritage Conservation District at the South Field has its basis, in part, on the 2002 heritage research report prepared by Su Murdoch Historical Consulting (as discussed in Section 4.1 of the Master Plan). It was recommended in the heritage research report that the No. 10 Building owned by the 420 Wing be maintained as part of a grouping of original buildings that, in 2002, survived on-site. However, since the 2002 heritage research report was prepared, all but three of the aforementioned buildings have been demolished, including the No. 11 Building (Workshop), Hangars 1 and 2, and the original Quonset Huts.

An alternative to establishing a Heritage Conservation District for the whole of the South Field is to establish a Heritage Conservation District for the Study Area of the South Field, where the last remaining buildings dating back to the original airport complex built in World War II are located. This Study Area once formed the central area of the former No. 20 E.F.T.S. and still contains the No. 10 Building, the former Canteen and the former Stores Building. It also includes what is now Airmen's Park, formerly the site of the training school's water tanks and pump house, sump and sewage pumps, and guard house/post office. This recommended Study Area is consistent with Council's

endorsement of Report DS-19-213 on November 29, 2019, which recommended the designation of only the Study Area as a Heritage Conservation District.

8.2 Designation

The heritage character statement under Section 8.2.1 will detail the attributes to be protected under a Heritage District Plan, and lay the groundwork for the protection and promotion of the heritage character of the core area of the South Field at the Oshawa Executive Airport.

The character statement defines which specific criteria under Ontario Regulation 9/06 contributes to the South Field's merit for designation, and details which elements of the Study Area contribute to which criteria. The criteria are:

1. The property 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, or,
 - ii. displays a high degree of craftsmanship or artistic merit, or,
 - iii. Demonstrates a high degree of technical or scientific achievement.
2. The property 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, or,
 - ii. Yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or,
 - iii. Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. The property has contextual value because it:
 - i. Is important in defining, maintaining or supporting the character of an area, or,
 - ii. Is physically, functionally, visually or historically linked to its surroundings, or,
 - iii. Is a landmark.

While these criteria under O.Reg 9/06 are typically applied to individual designations under Section 29, Part IV, they do provide a basis for determining cultural heritage value and therefore are useful in this case, particularly considering the relatively small quantity of buildings and structures in the Study Area allows for each building to be analyzed and critiqued in detail.

The heritage character statement also details the criteria under the UNESCO definition of a cultural heritage landscape under which Airmen's Park and its surrounds contributes to the designation of the Study Area as a Heritage Conservation District. As detailed under Section 6.4 of this Study, Airmen's Park and its surroundings would be categorized as a "designed" cultural landscape, which can be defined as follows:

"Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles."

The Ontario Heritage Trust's guide on cultural heritage landscapes further defines a C.H.L. as "a property or defined geographical area of cultural heritage significance that has been modified by human activities and is valued by a community".

Section 7.0 of this Study has reviewed and analyzed in detail the Study Area for its contextual, design/physical, and associative heritage value, as well as reviewed Airmen's Park for its value as a cultural heritage landscape. The analysis under Section 7.0 forms the basis for the following heritage character statement, as well as providing the background for any subsequent Heritage District Plan, as discussed under Section 8.3.

8.2.1 Heritage Character Statement

After analyzing the heritage attributes and historical background of the South Field Study Area, as detailed under Section 7.0 and further scoped and defined through Section 8.1, it is concluded that the Study 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 is also concluded that Airmen's Park and its surroundings have merit as a "designed" cultural landscape.

The following is the heritage character statement for the South Field Study Area:

1. Physical/Design Value

The property 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 South Field core 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 years' construction methods and materials during World War II, specifically the 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".

2. Associative Value

The property 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 associative value of the South Field core area meets criteria 2 (i) of O.Reg 9/06 as the South Field's buildings, mementos, and activities continue 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 RCAF Flying School.

3. Contextual Value

The property 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 South Field core 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 E.F.T.S. 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.

4. Cultural Heritage Landscape Value

"Designed cultural landscape: This type of cultural landscape is clearly defined and was created intentionally by man. These landscapes include garden and parkland landscapes, which are constructed for esthetic reasons, which are often but not always associated with religious or other monumental buildings and ensembles."

“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 created intentionally by man; it includes an intentionally designed layout of foliage and monuments, including many plaques and a war surplus Sabre Jet which serves as the landscape’s focal point. Airmen’s Park was constructed for esthetic reasons and is directly associated with the No. 10 Building and former Canteen and former Stores Buildings.

8.3 Heritage District Plan

The Ontario Heritage Tool Kit on Heritage Conservation Districts (the “Tool Kit”) separates the Heritage District Study phase of a designation process from that of the preparation of a Heritage District Plan and guidelines.

The Heritage District Study, Heritage District Plan and guidelines will eventually form one document, and the Plan’s policies and guidelines will be prepared based on the assessment of the district’s heritage character found in the Study, and the recommendations concerning the district boundaries.

The Tool Kit notes that “the overall objective of a Heritage 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 for a Heritage District Plan is to both promote conservation of existing heritage fabric, while still allowing for sensitive alterations, additions and future new construction.

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

- Is the principle tool in regulating changes that would harm the heritage character of the Study Area.
- Will, through its policies and guidelines, 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’s heritage attributes.
- Will illustrate the types of changes that reflect the outline of the district’s character found in the heritage character statement and character defining elements. These descriptions of heritage character are the standard against which new development is judged.
- Will 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).

- Is intended to be flexible and able to be interpreted by City staff, Heritage Oshawa and property owners.

Given that the lands and the majority of the buildings and structures in the Study Area are City-owned, it is unlikely that any major regulation would be required to ensure that good practices in heritage preservation continue and are the expected standard throughout the district. The likely result will be guidelines that impact 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 Services approval, and typically a Heritage Oshawa review.

It is noted that both the *Building Code Act* and the *Planning Act* do not address heritage character like the *Ontario Heritage Act* does. By designating the Study 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 Study Area, in order to ensure that the proposed changes will conserve and enhance the Study Area's heritage character.

In practice, the impact of a Heritage Conservation District designation to the existing legislative process for development approvals is an added level of scrutiny on development applications for their compliance with the Heritage District Plan's policies and guidelines to preserve and enhance heritage character. City staff and Heritage Oshawa would continue to review building permits and planning applications for their potential impact on the heritage character of the South Field buildings and Study Area. With a Heritage Conservation District in place, one additional step is added to the process, by forwarding Heritage Oshawa's recommendations on development proposals for the South Field to City Council, where a decision on approval of any proposed alterations or developments would be made. In the event Council refuses the permit, 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.

On the basis of the information above and the understanding of the unique position of the Study Area being, in majority, under municipal ownership, the following would constitute the recommended structure and content of a Heritage District Plan for the South Field core area:

- Regulations limiting changes to the District's heritage attributes, as listed under 7.2 of this Study.
- Requiring such changes to require review by City staff and Heritage Oshawa and issuance of a heritage approval or "sign-off".

- Guidelines offering best practices for the continued maintenance and repair of the Study Area's buildings, structures and landscapes, including such changes as replacement of windows and doors. This would assist both City staff currently maintaining the property, and any future property owners. However, such changes of a minor nature would not typically require heritage approval or Council approval.

8.4 Conclusion

The conclusions of this Study support the designation of the core area of the South Field as a Heritage Conservation District, including the No. 10 Building, the former Stores Building, the former Canteen Building, and Airmen's Park. This study has analyzed the contextual, associative and design/physical heritage value of the various buildings, structures and landscapes, and captured the Study Area's heritage attributes to be protected through the district designation. On the basis of the foregoing analysis it is recommended that a Heritage Conservation District Plan for the core area of the South Field at the Oshawa Executive Airport be prepared and implemented.

Appendix A: Bibliography

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Appendix B: The Study Area



Figure 5: The Study Area

Appendix C: Heritage Resource Inventory

The No. 10 Building



Figure 6: No. 10 Building, southwest façade (looking northeast)



Figure 7: No. 10 Building, northwest façade (looking east)



Figure 8: No. 10 Building, northwest façade (looking east), front entry



Figure 9: No. 10 Building, northwest façade (looking southeast)



Figure 10: No. 10 Building, northeast façade (looking southwest)



Figure 11: No. 10 Building, southeast façade (looking west)



Figure 12: No. 10 Building, southeast façade (looking north)



Figure 13: No. 10 Building, southeast façade and rear yard area (looking northeast)

The Former Canteen Building



Figure 14: Former Canteen Building, northeast façade (looking south)



Figure 15: Former Canteen Building, northeast façade, northwest façade, and northwest addition (looking southwest)



Figure 16: Former Canteen Building, northeast façade (looking south), window detail



Figure 17: Former Canteen Building, northeast and southeast façade (looking west)



Figure 18: Former Canteen Building, southeast façade (looking northwest), window detail



Figure 19: Former Canteen Building, southeast façade (looking northwest), window detail



Figure 20: Former Canteen Building, southwest façade (looking northwest)

The Former Stores Building



Figure 21: Former Stores Building, northeast façade and tank storage area (looking southwest)



Figure 22: Former Stores Building, northeast façade (looking southwest), window detail



Figure 23: Former Stores Building, northeast façade (looking southwest), window detail



Figure 24: Former Stores Building, southeast façade (looking west), Airmen's Park to left



Figure 25: Former Stores Building, southeast façade (looking northwest), front entry



Figure 26: Former Stores Building, southeast façade (looking southwest), front entry canopy detail



Figure 27: Former Stores Building, southeast and southwest façade (looking north)



Figure 28: Former Stores Building, southwest façade (looking north), window detail



Figure 29: Former Stores Building, southwest façade (looking northeast)



Figure 30: Former Stores Building, southwest façade (looking northeast), window detail



Figure 31: Former Stores Building, northwest façade and tank storage entry (looking east)



Figure 32: Former Stores Building, northwest façade (looking south), Airmen's Park to right



Figure 33: Former Stores Building, northwest façade, northeast facade and tank storage entry (looking southeast)

Airmen's Park



Figure 34: Airmen's Park (looking south)



Figure 35: Airmen's Park, Canadian Society for Civil Engineering Plaque (looking north)



Figure 36: Airmen's Park, Canadian Society for Civil Engineering Plaque, plaque detail



Figure 37: Airmen's Park, war surplus Sabre Jet (looking northeast)



Figure 38: Airmen's Park, war surplus Sabre Jet and surrounding foliage (looking north)



Figure 39: Airmen's Park, propeller blade, associated City of Oshawa plaque and Airmen's Park entry sign (looking northeast)



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Figure 42: Airmen's Park, Airmen's Park entry sign (looking north)

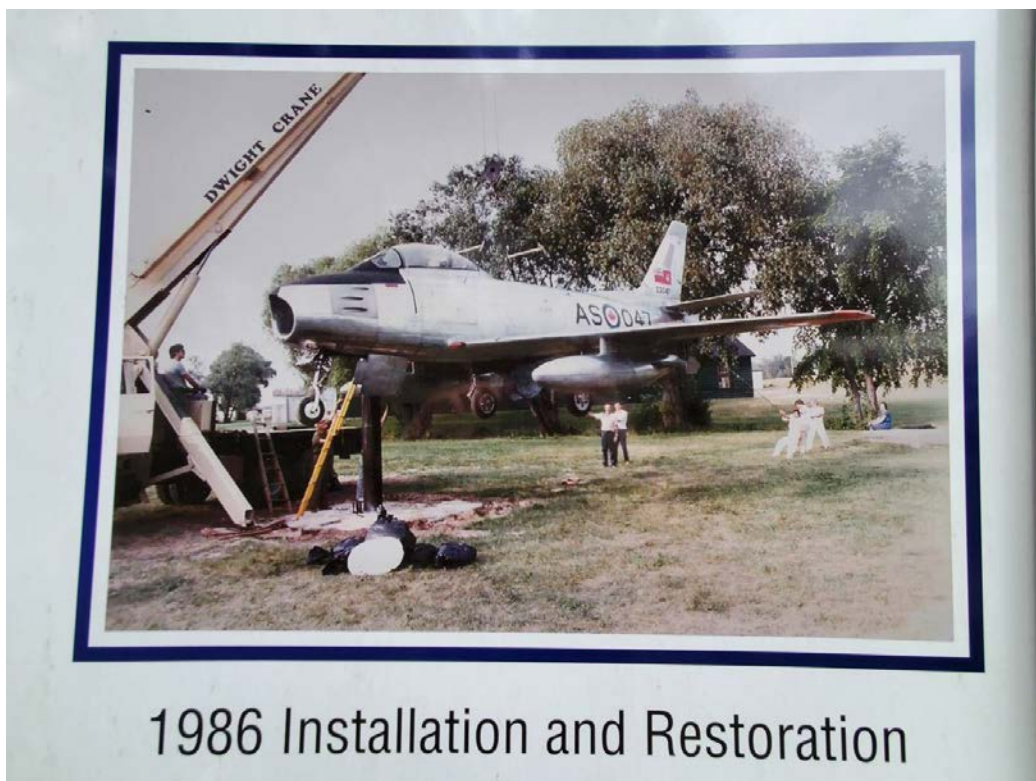


Figure 43: Airmen's Park, Airmen's Park entry sign, sign detail showing 1986 Sabre Jet installation



Figure 44: Airmen's Park, Airmen's Park entry sign, sign detail showing 2013 Sabre Jet restoration



Figure 45: Airmen's Park, propeller blade, associated City of Oshawa plaque, Airmen's Park entry sign, and war surplus Sabre Jet (looking northwest)



Figure 46: Airmen's Park and surrounding foliage (looking west), Ontario Regiment Museum and Stevenson Road North to left



Figure 47: Airmen's Park, war surplus Sabre Jet and surrounding foliage (looking northeast)



Figure 48: Airmen's Park, Fl Lt. H. Armour Hanna tree dedication (looking north)



Figure 49: Airmen's Park, Fl Lt. H. Armour Hanna tree dedication, stone detail



Figure 50: Airmen's Park and southwest façade of No. 10 Building (looking northwest), Chick Hewett Lane and Airmen's Park soccer field to left



Figure 51: Airmen's Park and southwest façade of No. 10 Building (looking northeast), Chick Hewett Lane to left

Surrounding Area (outside the “core area”)



Figure 52: Ontario Regiment Museum and Stevenson Road North (looking west) viewed from west corner of Airmen's Park



Figure 53: Ontario Regiment Museum, Stevenson Road North and Chick Hewett Lane sign (looking west) viewed from west corner of Airmen's Park



Figure 54: Ontario Regiment Museum (looking southwest) viewed from Stevenson Road North



Figure 55: Ontario Regiment Museum and tanks (looking southwest) viewed from Stevenson Road North



Figure 56: Airmen's Park soccer field (looking north) viewed from Stevenson Road North



Figure 57: Airmen's Park soccer field (looking east) viewed from Stevenson Road North



Figure 58: Airmen's Park soccer field and road grid (looking southeast)