

To: Development Services Committee

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

Report Number: DS-20-129

Date of Report: November 4, 2020

Date of Meeting: November 9, 2020

Subject: Draft Heritage District Study in Support of the Designation of a
Heritage Conservation District at the South Field of the Oshawa
Executive Airport

File: B-8600-0055

1.0 Purpose

The purpose of this report is to present to the Development Services Committee the draft South Field Heritage District Study (the “Study”). The Study provides the background for the designation of the core area of the South Field at the Oshawa Executive Airport (the “South Field”) as a Heritage Conservation District under Part V of the *Ontario Heritage Act*, R.S.O. 1990, c. O.18 (“*Ontario Heritage Act*”).

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

On November 29, 2019, City Council approved the South Field Master Plan (Report DS-19-213 dated November 13, 2019), which, 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 District Study.

This report will inform the Development Services Committee of the next steps involved in designating the South Field as a Heritage Conservation District including the requirement of Subsection 41(i) in Part V of the *Ontario Heritage Act* which requires that Heritage Oshawa be consulted.

Once Heritage Oshawa has had an opportunity to review and provide comment, the Development Services Committee will make an appropriate recommendation to Council as to whether or not to continue to proceed with such designation. In the event that Council chooses to proceed with designation, Council must direct staff to complete a Heritage District Plan, and organize a statutory public meeting to obtain feedback.

Attachment 1 shows the location of the South Field buildings and Airmen's Park, which together comprise the core area of the South Field (the "Study Area"), as well as the existing zoning in the area.

Attachment 2 is an air photo of the Study Area.

Attachment 3 is a copy of the draft South Field Heritage District Study dated October 2020.

Attachment 4 is an excerpt from the minutes of the City Council meeting held on November 29, 2019. The recommendation of the Development Services Committee to approve the South Field Master Plan (Report DS-19-213 dated November 13, 2019), including a recommendation for the creation of a Heritage Conservation District for the Study Area was endorsed by City Council.

2.0 Recommendation

It is recommended:

That the Development Services Committee refer Report DS-20-129 dated November 4, 2020, including the draft South Field Heritage District Study affixed as Attachment 3 to said Report, back to staff to consult with Heritage Oshawa and obtain their input on the draft South Field Heritage District Study, before reporting back to the Development Services Committee with a final South Field Heritage District Study.

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
- Legal Services

5.0 Analysis

5.1 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* to establish a Heritage Conservation District for a portion of the South Field owned by the City encompassing Airmen's Park, the No. 10 Building owned by the 420 Wing, the former Canteen and the former Stores Building (see Attachment 4).

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 to develop a Heritage District Study, and obtain City Council approval of this Study, with consultation from the municipal heritage committee.

5.2 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 would:

- Examine 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;
- 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 as to any appropriate changes to the municipality's Official Plan and relevant by-laws.

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

A draft Heritage District Study has been completed in accordance with the requirements of the *Ontario Heritage Act* (see Attachment 3). The Study documents the character of the South Field in terms of architectural, contextual, and associative significance. The Study also documents the value of Airmen's Park as a cultural heritage landscape, more specifically as a "designed" cultural landscape. It has examined the character and appearance of the Study Area's buildings, structures and other features and determined that the Study Area should be preserved as a Heritage Conservation District. It has examined the proposed boundaries of the area to be designated, and determined that the Study 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.

Phase 2 below would include the preparation of a Heritage District Plan. Phase 3 involves designating the South Field via by-law as a Heritage Conservation District, and the adoption of the Heritage District Plan by Council as part of the designation. The following

provides an outline of the basic steps for Phase 2 and 3 of the Heritage Conservation District process.

5.3 Phase 2: Heritage District Plan

After analyzing the heritage attributes and historical 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 have merit as a cultural heritage landscape, more specifically as a "designed" cultural landscape.

The conclusions of the Study support the designation of the Study Area as a Heritage Conservation District. The 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 this analysis and these conclusions, the Study recommends the creation of a Heritage District Plan for the Study Area.

5.4 Next Steps

In the event the Development Services Committee adopts the recommendation in Section 2.0 of this Report, staff would advance as follows:

1. Staff would consult with Heritage Oshawa on the draft South Field Heritage District Study and obtain their comments/feedback;
2. Staff would report back to the Development Services Committee with a final Heritage District Study, with Heritage Oshawa comments included as appropriate;
3. Development Services Committee would make an appropriate recommendation to Council on the final Heritage District Study which may recommend the preparation of a draft Heritage District Plan;
4. If Council chooses to advance the designation of the Study Area as a Heritage Conservation District, Council would direct staff to prepare a draft Heritage District Plan;
5. Staff would prepare a draft Heritage District Plan;
6. Staff would present the draft Heritage District Plan to the Development Services Committee and Council and request authorization to hold a statutory public meeting

and consult with Heritage Oshawa. It is intended at this time that the meeting would be delegated from Council to the Development Services Committee;

7. Development Services Committee would hold a statutory public meeting at a regularly scheduled Development Services Committee meeting to obtain feedback on the draft Heritage District Plan;
8. Staff would consult with Heritage Oshawa on the draft Heritage District Plan;
9. Staff would report back to the Development Services Committee with a recommended Heritage District Plan including public and Heritage Oshawa comments as appropriate. In the event staff recommend the designation of the Study Area as a Heritage Conservation District, staff would also forward to the Development Services Committee a draft by-law for the designation and the adoption of the Heritage District Plan and the recommendations within; and,
10. Development Services Committee would make a recommendation to Council on the approval of the Heritage District Plan, the related by-law and the designation of the Study Area as a Heritage Conservation District if appropriate.

Further details concerning the process outlined above are contained within Sections 5.4.1 and 5.4.2 below.

5.4.1 Heritage District Plan and Public Consultation

A municipality is required to prepare a Heritage District Plan if it intends to designate a Heritage Conservation District. In preparing the Heritage 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*. The Heritage District Plan must include:

- A statement of the objectives to be achieved;
- A statement explaining the cultural heritage value or interest of the 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 district; and,
- A description of the alterations or classes of alterations that are minor in nature and that the owner of property may carry out or permit to be carried out without obtaining a permit. The interior of buildings or structures is excluded.

The preparation of a Heritage District Plan would involve the preparation of policy, guidelines and recommendations in terms of alterations and additions, recommendations on landscaping, land use, building design and visual environment. The Heritage District Plan would contain policies and guidelines for use by Council and property owners within the Heritage Conservation District boundary to assist with the maintenance and protection

of the Heritage Conservation District and of properties within the district. The Heritage District Plan would also include provisions with respect to:

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

Section 41.1(6) of the *Ontario Heritage Act* requires that before a by-law adopting a Heritage District Plan is passed by Council, Council shall ensure that information relating to the plan is made available to the public, that at least one public meeting is held, and that Heritage Oshawa be consulted. 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 Heritage District Plan, would be presented to the Development Services Committee and Council.

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

Upon review of the final recommendation report described in the foregoing, City Council would pass a by-law to designate the Study Area as a Heritage Conservation District under Part V of the *Ontario Heritage Act*. Council would also adopt the recommended Heritage District Plan via the same by-law.

The by-law would be subject to specific notice requirements, and be subject to an appeal period.

Notice of the intent to pass 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 Council can proceed to pass a by-law designating the Heritage Conservation District.

If an objection to the designation is filed with the municipality within the 30 day period, Council must refer the objection to the L.P.A.T. for a hearing. The L.P.A.T. shall then hold a hearing open to the public and, before holding the hearing, shall 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, no property owner in the district may alter or demolish any building unless a heritage permit is obtained from the municipality. Minor alterations and certain classes of alterations can be carried out without a heritage permit provided they are described in the Heritage District Plan. An owner may appeal Council's refusal to issue a heritage permit 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 permit process to impact the heritage attributes established in the designation by-law. Council must first consult with its municipal heritage committee (Heritage Oshawa) prior to making a decision on the proposed alteration or demolition.

Within 90 days after the notice of receipt of the alteration/demolition permit is served on the applicant, Council may give the applicant one of the following:

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

If Council refuses the permit applied for, or gives the permit 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 permit. The L.P.A.T. shall hear the appeal and shall either (a) dismiss the appeal; or (b) direct that the permit 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 via by-law its power to grant permits 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.

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 the passing of

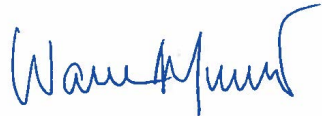
any by-law. Further, the additional work proposed under the “Next Steps” set out in Section 5.4 of this Report, including the preparation of a draft Heritage District Plan, would continue to be carried out internally by staff.

7.0 Relationship to the Oshawa Strategic Plan

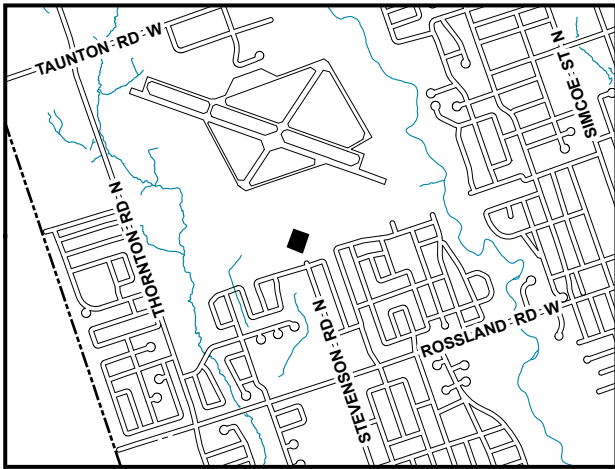
The information in this Report addresses the Cultural Vitality goal of the Oshawa Strategic Plan.



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



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





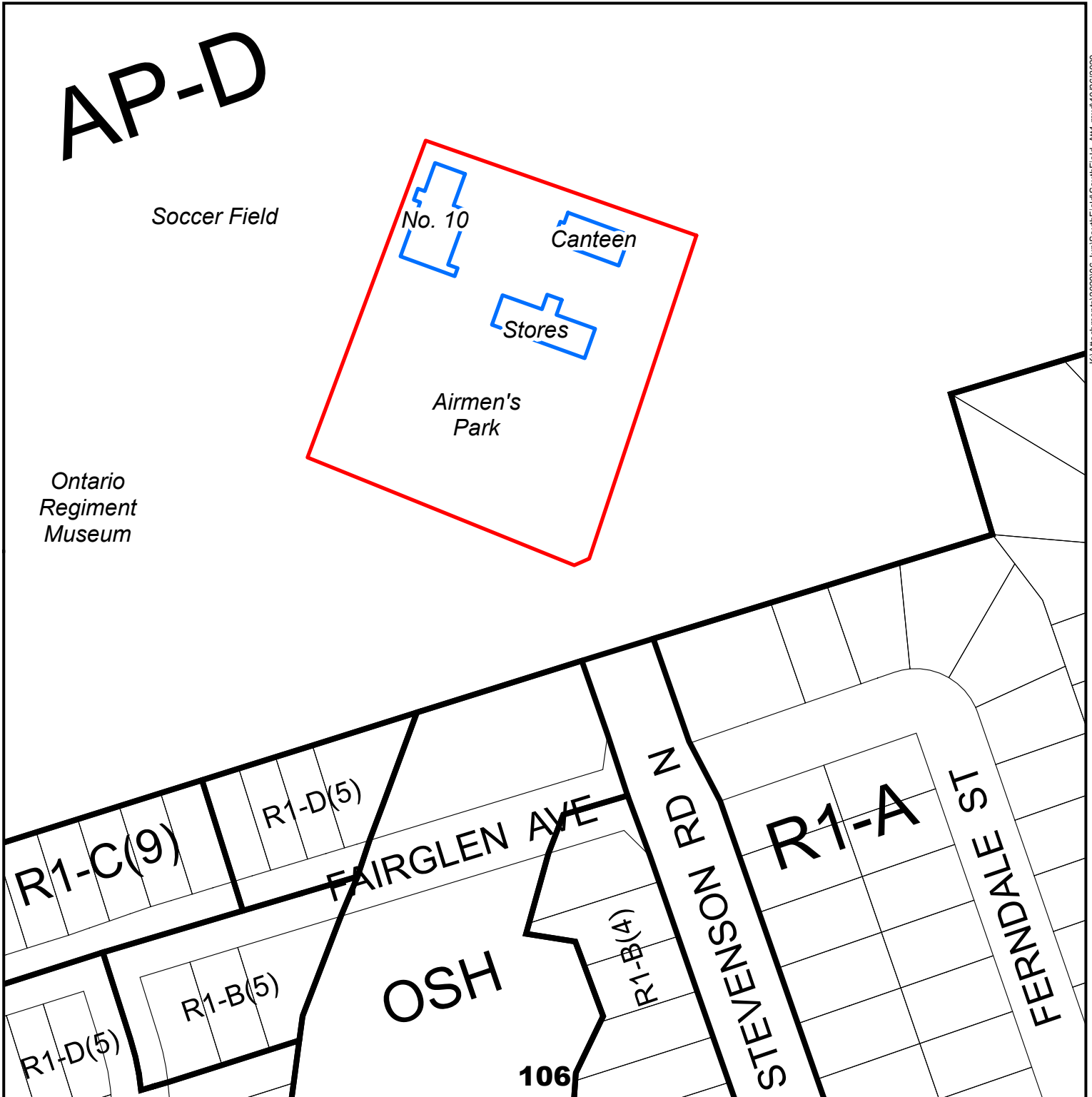
Item: DS-20-129
Attachment 1

Development Services Department

Subject: Draft Heritage District Study in Support of the Designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport
File: B-8600-0055





South Field Buildings 
 South Field Study Area 



Subject: Draft Heritage District Study in Support of the Designation of a Heritage Conservation District at the South Field of the Oshawa Executive Airport
File: B-8600-0055

Item: DS-20-129
Attachment 2

 South Field Buildings
 South Field Study Area

City of Oshawa
Development Services Department 



South Field Heritage District Study



South Field
Oshawa Executive Airport
City Of Oshawa
October 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 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 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 60s and 70s, and therefore the buildings do not meet the minimum age qualification for the Heritage Oshawa Inventory, which is 70 years old.

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. Common reasons given in support of this option included the following:

1. The option supports the historical preservation of the City of Oshawa.
2. The option provides flexibility for current and future uses/users of the space.

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 original cedar shingle siding and the original 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.

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 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. 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 original cladding was cedar shingles on both the north and south buildings. The south building (former Stores Building) is currently clad in wood planks and the north building (former Canteen Building) still features the original cedar shingle cladding. Both buildings feature asphalt shingles on the roofs.

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, and has done so ever since.

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. No. 420 Wing owns the building they occupy, the No. 10 Building, and they lease the land from the City upon which the building sits.

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 original cedar shingle siding and original 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)



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

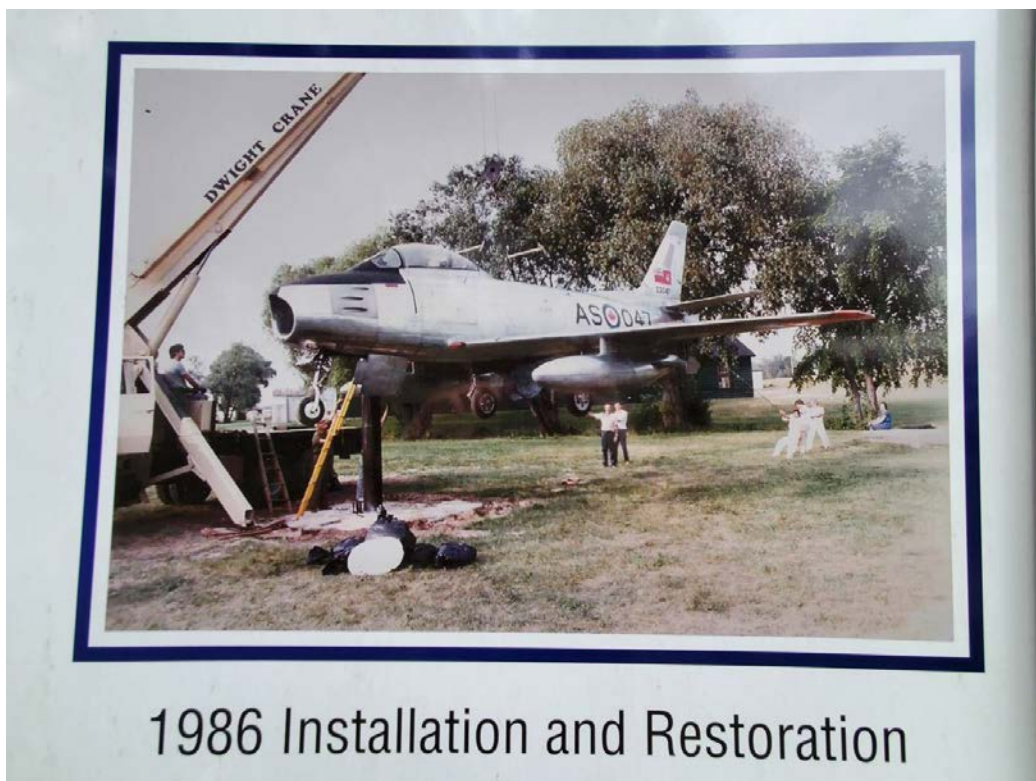


Figure 43: Airmen's Park, Airmen's Park entry sign, sign detail showing 1986 Sabre Jet installation



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)

Excerpts from the Minutes of the City Council Meeting held on November 29, 2019

DS-19-213 South Field Master Plan Study at the Oshawa Executive Airport

Recommendation

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; and,
 - 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."

Moved by Councillor Nicholson,

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

Moved by Councillor Hurst,

“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.” Carried