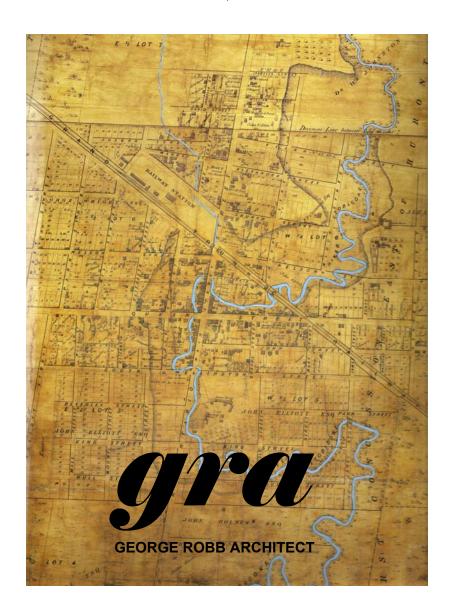
### HERITAGE CONSERVATION DISTRICT FEASIBILITY STUDY

# for the Establishment of Heritage Conservation Districts in Downtown Brampton

by the George Robb Architect team
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for the City of Brampton

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#### **EXECUTIVE SUMMARY**

### **Background**

City Council directed Planning, Design and Development staff to determine the appropriateness and merits of establishing heritage conservation districts in Downtown Brampton. Staff were assisted by a multidisciplinary team of consultants organized by George Robb Architect.

### <u>Methodology</u>

The study area encompassed all the land within the municipal limits of Brampton before 1946 when the first of several post-Second World War annexations took place. A current base map showing historical patterns that shape contemporary Downtown Brampton was created to understand the historical structure of Brampton as it existed until the end of the Second World War. Another map on which the outlines of registered plans of subdivision had been drawn was taken to the field, and concentrations of buildings that appear to have been built before 1946 were identified and mapped. Thirteen areas where pre-1946 buildings are concentrated were described, highlighting the architectural and landscape character of each. Five of the historic concentrations were eliminated where the case for area-wide conservation is slight, leaving eight historic concentrations which could form the basis for designation of heritage conservation districts. The prospective heritage conservation district study areas were given names that are descriptive of geographical location, land use and historical association:

- Washington Block and Area Neighbourhood;
- West Street Neighbourhood;
- Central School Neighbourhood;
- Nelson Street West Neighbourhood;
- Civic, Religious and Commercial Heart of Old Brampton;
- Neighbourhood Near the Courthouse;
- Main Street South Neighbourhood; and,
- Elliott Lands Neighbourhood.

After an examination of existing planning controls in place for the conservation of the prospective heritage conservation district study areas, it was found that, for six of the areas, there are significant conflicts between the prevailing architectural form and the land use designations in the Downtown Brampton Secondary Plan. The land use designations put pressure on six of

the areas to redevelop, with the likely result that the surviving architectural and landscape character in much of Downtown Brampton would fracture incrementally over time.

### Public Support

At a public information session on June 10, 2008, 45 of the 110 people in attendance submitted written responses to a series of questions. Almost all those responding answered that they live in one of the prospective heritage conservation district study areas. Respondents expressed preference for heritage conservation district designation over other conservation measures. Eighty-nine per cent of the respondents support the establishment of one or more heritage conservation districts in Downtown Brampton. When asked to identify which of the prospective study areas are worthy of heritage conservation, 64 per cent said that all were.

### Conclusions and Recommendations

Apparent public support for the establishment of heritage conservation districts in Downtown Brampton is at odds with planning objectives for an ambitious and widespread program of redevelopment. The prospective heritage conservation district study areas in Downtown Brampton comprise almost all of the intact townscape of relatively small old Brampton, and their diminution or loss would have disastrous effects on downtown character.

Seven of the eight areas that merit study as heritage conservation districts are low-density residential neighbourhoods. The broad scope of redevelopment planned for Downtown Brampton should be reviewed in favour of directing redevelopment away from the greatest part of the seven residential areas.

- The seven residential areas should be recognized as special policy areas and prospective heritage conservation district study areas in the Downtown Brampton Secondary Plan.
- For the prospective heritage conservation district study area that is not a low-density residential neighbourhood the *Civic, Religious and Commercial Heart of Old Brampton* the City should pursue Part IV designations under the *Ontario Heritage Act* for as many as possible of the properties not already designated.
- Part IV designations should also be sought for candidate properties in the rest of the Four Corners and vicinity – the historic crossroads where redevelopment has already fragmented old streetscapes. In addition, the Brampton Heritage Board should plan for an integrated interpretation program, highlighting the history of the Four Corners and its remaining buildings.

All seven areas merit study as heritage conservation districts, but an order of priority for studying them was assigned. The **Neighbourhood Near the Courthouse** places first.

### HERITAGE CONSERVATION DISTRICT FEASIBILITY STUDY FOR THE ESTABLISHMENT OF HERITAGE CONSERVATION DISTRICTS IN DOWNTOWN BRAMPTON

### Background to Study

City Council directed Planning, Design and Development staff to determine the appropriateness and merits of establishing heritage conservation districts in Downtown Brampton. Under Part V of the *Ontario Heritage Act*, a municipal council may designate areas worthy of preservation as heritage conservation districts. Since 1980, 90 heritage conservation districts have been designated by municipal councils across Ontario. One of these is the Churchville Heritage Conservation District in Brampton.

In a 1993 official plan review background study, Unterman McPhail Cuming Associates identified seven areas downtown for study as prospective heritage conservation districts. The proposed boundaries of the seven areas are reproduced in Appendix A. Unterman McPhail Cuming Associates acknowledged that the boundaries they recommended could be extended after detailed examination and active involvement from local residents and the public.

The study conducted by the George Robb Architect team goes the next step by examining the downtown in depth and by ascertaining public support for heritage conservation districts downtown. Experience in the United States where historic districts have been protected since 1931 indicates that:

- a total community survey should be completed before any districts are established; and,
- the actual extent of support (or reluctance and resistance) to district designation should be tested and determined before attempting district designation.

In recent years, the City of Brampton has recognized the historic importance of its downtown. The 2003 strategic plan called "Vision Brampton: Six Pillars Supporting Our Great City" acknowledges that the downtown and central corridor are " ... designed and built admist the backdrop of 150 years of history and heritage." The strategic plan sees the opportunity of promoting the historic downtown as a tourist destination. The Downtown Brampton Secondary Plan calls for the preservation of stable, low-density residential neighbourhoods downtown, and identifies four prospective heritage conservation district study areas whose boundaries are somewhat modified from four of the study areas recommended by Unterman McPhail Cuming Associates. Appendix B shows the four primarily residential prospective study areas delineated in the Downtown Brampton Secondary Plan. As well, the City has recognized 243 downtown properties in the Municipal Register of Heritage Resources, of which 16 have been designated under Part IV of the Ontario Heritage Act. Furthermore, the official plan approved in 2008 affirms the use of district designation to protect portions of Downtown Brampton if determined appropriate by future studies.

At the same time, there is pressure to modernize and revitalize downtown. Mixed-use redevelopment supported by public transit and improvements to the local road network is proposed in both the strategic plan and Downtown Brampton Secondary Plan. The 2005 "Brampton-Downtown Urban Design Visioning Study" asserts the key role the central area of Brampton will play in enforcing the city's character and identity within the Greater Toronto Area as it responds to the Province's designation of Downtown Brampton as one of 25 urban growth centres in the Greater Golden Horseshoe. Urban growth centres are targeted for intensification. In the case of Downtown Brampton, the Province has set a minimum gross density target of 200 residents and jobs combined per hectare. As expressed through the 2005 Provincial Policy Statement, the Province also expects the implementation of minimum targets for intensification and redevelopment within all built-up areas. This intensification and redevelopment are meant to occur while significant built heritage resources and significant cultural heritage landscapes are conserved. The Provincial Policy Statement makes the conservation of significant built heritage resources and significant cultural heritage landscapes mandatory.

The feasibility study for the establishment of heritage conservation districts in Downtown Brampton responds to the need for identifying those downtown areas that should be conserved as heritage conservation districts, where new development is compatible with, and complementary to, the old. Intensification and redevelopment should be directed to downtown areas outside the prospective heritage conservation district study areas.

The prospect of heritage conservation districts in Downtown Brampton has been a longstanding element of the City's heritage conservation program. The feasibility study, which advances this file, is part of a process to revisit urban planning objectives for Downtown Brampton, moving away from a strict future land use perspective and moving toward a model embracing downtown's existing architectural and landscape character.

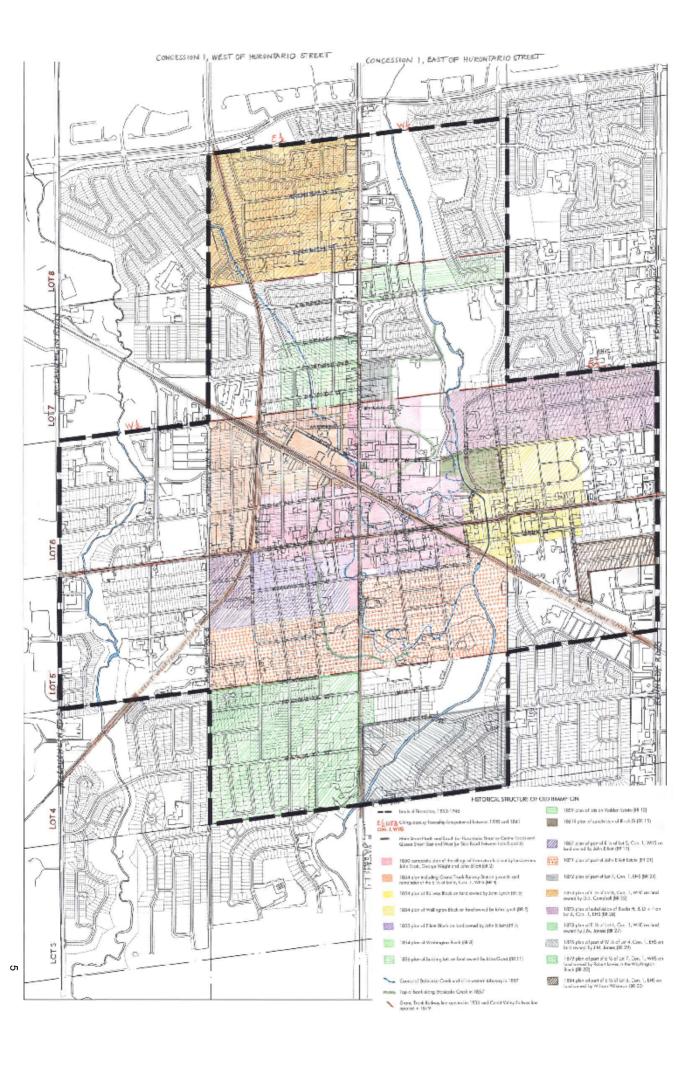
### Historical Structure of Downtown (Old) Brampton

The municipal limits of Brampton did not change from 1853 when it was incorporated as a village until 1946 when the first of several post-Second World War annexations took place. The first annexation in 1946 coincides with a change in urban form, from traditional commercial blocks and traditionally designed single-detached houses to Modern shopping plazas and a variety of housing, including apartment buildings.

The map inserted hereafter depicts the historical structure of Brampton as it existed until the end of the Second World War. The map of old Brampton, known as Downtown Brampton today, shows:

- the original Chinguacousy Township lots which were patented between 1820 and 1841 and later subdivided into town lots;
- the municipality's cross shape, divided into four quadrants by Main Street (the centreline of Chinguacousy Township) and Queen Street (the side road between Chinguacousy Township Lots 5 and 6), with more land mass in the northeast and northwest quadrants;

- the Grand Trunk Railway line of 1856, dissecting the cross as it follows a southeasterly route to Toronto, and the Credit Valley Railway line of 1879 in the west;
- the course in 1857 of the meandering Etobicoke Creek that used to bend just north of Queen Street East as well as the course of an unnamed tributary west of Main Street North; and,
- registered plans of subdivision, beginning with the 1850 composite plan of the village of Brampton as laid out by landowners John Scott, George Wright and John Elliott and ending with the 1884 plan of land owned by William Wilkinson.



### Concentrations of Pre-1946 Buildings in Downtown Brampton

A current base map superimposed with the registered plans of subdivision from 1850 to 1884 was taken to the field, and concentrations primarily of buildings that appear to have been built before 1946 were mapped within the registered plan areas. The following map shows concentrations of pre-1946 buildings that have survived in Downtown Brampton.

In general, the mapping exercise reveals that the area contained within the municipal limits of Brampton prior to the 1946 and other post-Second World War annexations had not been fully built up. Areas <u>not</u> coloured as concentrations of pre-1946 buildings include:

- the Four Corners and vicinity where post-Second World War redevelopment has fragmented the historic fabric and stranded individual commercial buildings;
- pockets of post-Second World War development on sections of Queen Street East,
   Queen Street West, John Street and Park Street;
- the train station grounds and nearby lands where there are individual industrial buildings of historic merit;
- Brampton Cemetery south of Church Street East;
- the Peel Memorial Hospital grounds;
- Brampton Fair Grounds on McMurchy Avenue;
- the backs of Main Street South lots facing Elizabeth Street South that were built on after the Second World War;
- the post-Second World War subdivisions;
- the D.E. Campbell Property in the north of the old municipal limits where there are small pockets of pre-1946 buildings separated by post-Second World War infill and where a few key individual properties are worthy of protection under Part IV of the Ontario Heritage Act;
- the Vodden Estate where only one pre-1946 building is known to exist; and,
- Blocks H, B, D & F in the northeast of the old municipal limits where there are a few individual properties worthy of protection under Part IV of the Ontario Heritage Act.

The historic concentrations remaining in the other registered plan areas are described next. Where pre-1946 development is continuous and extends from one registered plan area to another, the historic concentration is described under one or the other registered plan area.

### 1. Washington Block Registered Plans of Subdivision and Environs

Substantial or modest single-detached houses from the nineteenth and early twentieth centuries lie in an area north to Lorne Avenue, south to Market Street, east along William Street and west to lots approaching the Credit Valley Railway (today's Canadian Pacific Railway). The Washington Block and Area Neighbourhood includes properties on both sides of Main Street North.

### 2. Grand Trunk Railway Station and Area Registered Plan of Subdivision

The **West Street Neighbourhood**, north to the Grand Trunk Railway (today's Canadian National Railway) and south to Queen Street West, consists of nineteenth century and early twentieth century, single-detached houses generally of modest size and embellishment. There are a number of Ontario Cottages.

### 3. Brampton by 1850 Composite Plan

Five historic concentrations have been identified in the area contained within the composite village plan of 1850.

In the *Central School Neighbourhood*, substantial or modest single-detached houses from the nineteenth or early twentieth centuries stand along with three institutional landmarks – Central Public School, St. Andrew's Presbyterian Church and Grace Methodist (United) Church. The neighbourhood extends north to the north side of Ellen Street, south to the south side of Church Street East, east to St. Andrew's Presbyterian Church and manse and west to the east side of Main Street North.

In the *Nelson Street West Neighbourhood*, there is a diverse collection of single-detached houses and the occasional semi-detached house from the mid- and late-nineteenth century and early twentieth century, ranging in size from cottages to mansions. Christ Anglican Church on Queen Street West is the neighbourhood's institutional landmark. The neighbourhood extends north to the Grand Trunk (Canadian National) Railway, south to Queen Street West, east to the east side of Elizabeth Street North and west to the west side of Mill Street North and in places to Park Street.

The Civic, Religious and Commercial Heart of Old Brampton contains nineteenth century commercial streetscapes along Main Street South and Queen Street East, civic landmarks including the Carnegie Library, fire hall, armouries and Peel County Courthouse and Jail and religious landmarks including St. Paul's Methodist (United) Church and First Baptist Church. The historic concentration extends north to Queen Street East, south to the Peel County Courthouse, east to the east side of Chapel Street and west to the east side of Main Street South.

The John Street and Area Neighbourhood includes a range of nineteenth and early twentieth

century single-detached houses – some from an early time in Brampton's history – in fair condition but with some loss in architectural integrity. The neighbourhood extends north to the old house at 83 Queen Street East (beside the new library), south to the south side of Wellington Street East, east to the northeast corner of John and James Streets and west to 56 John Street.

*Maple Avenue* is a small, isolated pocket of nineteenth and early twentieth century single-detached houses in fair or poor condition.

4. Wellington Block and Block G Registered Plans of Subdivision

The historic concentration in the Wellington Block and adjacent Block G contains large nineteenth century or early twentieth century houses on Scott Street overlooking Etobicoke Creek, Ontario Cottages and other more modest housing on Nelson Street East, and a mixture of modest, often altered, houses on Centre Street North. The Wellington Block/Block G Neighbourhood is divided by the Etobicoke Creek diversion. The neighbourhood extends north to Church Street East, south to the edge of commercial properties on or near Queen Street East, east to the east side of Centre Street North and over to 84 Nelson Street East and west to Scott Street.

5. Railway Block and Wilkinson Property Registered Plans of Subdivision

East of the Peel Memorial Hospital grounds is a small pocket of late nineteenth and early twentieth century single-detached houses in fair condition along with later infill. The *Railway Block/Wilkinson Property Pocket* extends north to 6 Trueman Steet, south to Eastern Avenue, east to 30 Hillcrest Avenue and west to Trueman Street. At the west end of the Railway Block, among a few nineteenth and early twentieth century houses, is an excellent roughcast plaster Ontario Cottage (23 Centre Street South).

6. Elliott Block, Elliott Property, Elliott Estate and Joness Properties Registered Plans of Subdivision

Three historic concentrations have been identified in the southeast and southwest quadrants of old Brampton, south of the area contained within the composite village plan of 1850.

In the *Neighbourhood Near the Courthouse*, there are substantial nineteenth century and early twentieth century single-detached houses, many built of brick. The neighbourhood extends north to the north side of Wellington Street East, south to 61 Chapel Street, east to Mary Street and west to 4 Wellington Street East.

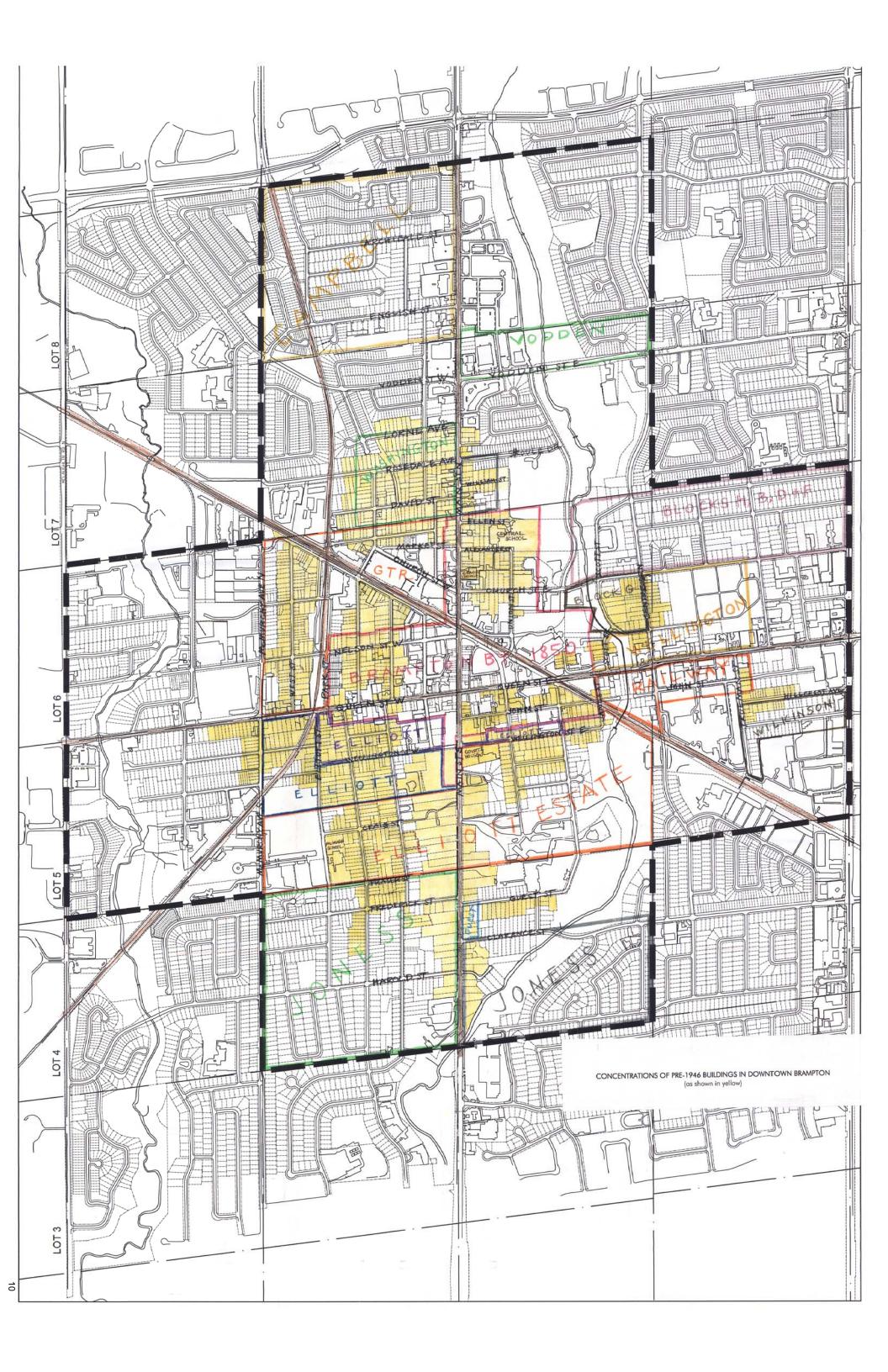
The *Main Street South Neighbourhood* extends north to 7 Wellington Street West and Gage Park and south to the intersection of Etobicoke Creek and Main Street South. Its collection of large houses (sometimes, mansions) on deep, treed lots fronting onto Main Street South acts as the southern gateway to the *Civic, Religious and Commercial Heart of Old Brampton*.

The *Elliott Lands Neighbourhood* consists of modest single-detached houses, mostly early

twentieth century, with nineteenth century houses interspersed, and two historic schools – the old Queen Street School and McHugh School. The neighbourhood extends north to Queen Street West, south to 123 Mill Street South (a clinker brick Bungalow house), east to Elizabeth Street South and west to 233 Queen Street West (a Tudor Revival/Bungalow house).

### 7. Guest and Joness Properties Registered Plans of Subdivision

On the south side of *Guest Street* is a pocket of nineteenth and early twentieth century single-detached houses, including a mid-nineteenth century, brick, Neoclassical house at 57 Guest Street.



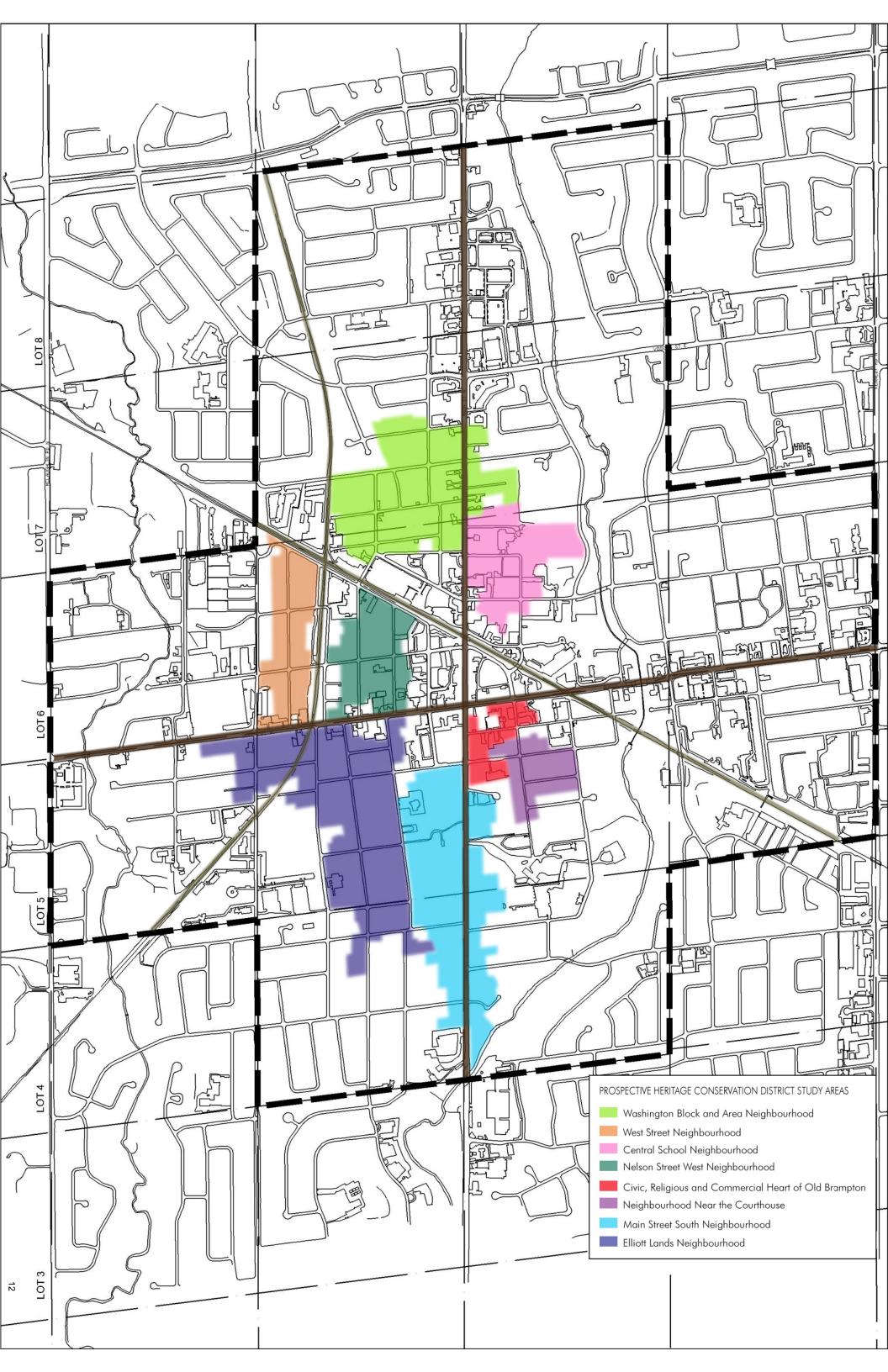
### <u>Prospective Heritage Conservation District Study Areas in Downtown Brampton</u>

The case is slight for the designation of heritage conservation districts encompassing the following historic concentrations: John Street and Area Neighbourhood, Maple Avenue, Wellington Block/Block G Neighbourhood, Railway Block/Wilkinson Property Pocket and Guest Street. Individual properties of historic merit exist in some of these concentrations, and Part IV designation should be pursued.

If there is support among property owners for district designation, historic concentrations which could form the basis for the designation of heritage conservation districts under Part V of the Ontario Heritage Act include:

- Washington Block and Area Neighbourhood;
- West Street Neighbourhood;
- Central School Neighbourhood;
- Nelson Street West Neighbourhood;
- Civic, Religious and Commercial Heart of Old Brampton;
- Neighbourhood Near the Courthouse;
- Main Street South Neighbourhood;
- Elliott Lands Neighbourhood.

The conceptual boundaries of the eight prospective heritage conservation district study areas are illustrated on the following map.



There are parallels between the study areas identified by Unterman McPhail Cuming Associates (UMCA) and the study areas identified above. The Washington Block and Area Neighbourhood is similar to the comparable UMCA study area, but the UMCA study area excludes Main Street North properties and all properties east of Main Street North; the Washington Block and Area Neighbourhood extends to and across Main Street North. Main Street North has become a heavily travelled highway since the houses in the Washington Block and Area Neighbourhood were built; the historic fabric remains in spite of the traffic obstacle.

The **West Street Neighbourhood** is similar to the comparable UMCA study area except that the UMCA study area excludes Queen Street West properties and some properties on Nelson Street West.

The **Central School Neighbourhood** is similar to the comparable UMCA study area, but the UMCA study area excludes Ellen Street properties.

The **Nelson Street West Neighbourhood** is similar to the comparable UMCA study area, but the UMCA study area excludes Queen Street West properties and includes some Park Street properties.

The *Civic, Religious* and *Commercial Heart of Old Brampton* is not identified by UMCA as having its own historic character, but they make most of it part of the *Neighbourhood Near the Courthouse*. This difference explains why UMCA has seven prospective study areas as compared to the eight identified above.

The **Neighbourhood Near the Courthouse** is smaller than the comparable UMCA study area as it does not include the **John Street and Area Neighbourhood** that they do; and the **Neighbourhood Near the Courthouse** is exclusively residential in land use.

The *Main Street South Neighbourhood* is somewhat similar to the comparable UMCA study area, but the UMCA study area is restricted to the west side of Main Street South and is truncated at Frederick Street. The natural boundary of Etobicoke Creek crossing Main Street South forms the southern boundary of the *Main Street South Neighbourhood*, marking the southern limit of the neighbourhood's historic character.

The *Elliott Lands Neighbourhood* is larger than the comparable UMCA study area. The UMCA study area excludes Queen Street West properties, properties west of the Credit Valley (Canadian Pacific) Railway and properties south of Craig Street. It also includes some post-Second World War properties on the east side of Elizabeth Street South. The *Elliott Lands Neighbourhood* has a consistent character throughout its many blocks, and the railway does not form the same kind of barrier as it does between the *West Street Neighbourhood* and *Nelson Street West Neighbourhood*.

The historic character of each of the eight prospective heritage conservation district study areas is illustrated in the following panels.



Substantial or modest

single-detached houses

from the nineteenth and early
twentieth centuries characterize
the neighbourhood.



At the southwest corner of Lorne Avenue and Isabella Street.





At the "T" intersection of Isabella and David Streets.





A view on Thomas Street, looking south to a high-rise building outside the neighbourhood.



A view at the southern edge of the neighbourhood.

The course of a buried western tributary of Etobicoke Creek forms the neighbourhood's northwest boundary.





At the neightbourhood's southwest corner, single-detached houses meet historic industrial buildings.



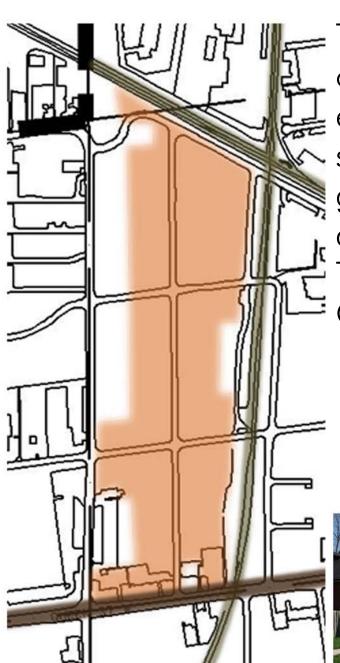


The historic fabric extends across
Main Street North, which has become
a heavily travelled highway since
the neighbourhood's houses were built.
Even some old street trees still exist at
the northwest corner of Main Street North
and Rosedale Avenue.



William Street, at the neighbourhood's eastern limit, dead ends at the Etobicoke Creek top of bank.

### WASHINGTON BLOCK AND AREA NEIGHBOURHOOD



The neighbourhood consists of nineteenth century and early twentieth century single-detached houses generally of modest size and embellishment. There are a number of Ontario Cottages.



A typical view on West Street.







Various architectural styles and types are represented in the neighbourhood, including Second Empire, Gothic Revival, Ontario Cottage and Bungalow.

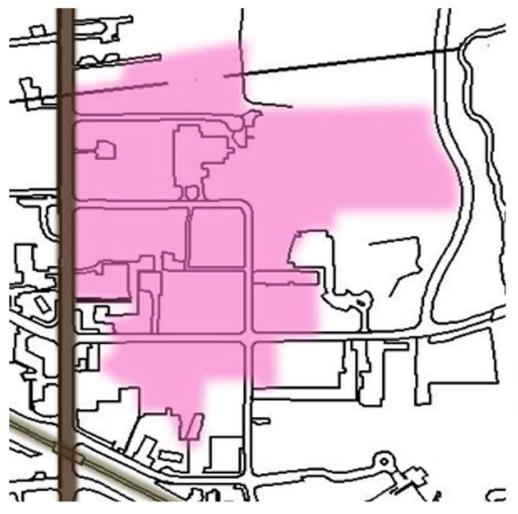


Historic railway lines -- the Grand Trunk Railway opened in 1856 and the Credit Valley Railway opened in 1879 -- enclose the neighbourhood on its northern and eastern edges.





## WEST STREET NEIGHBOURHOOD



Substantial or modest single-detatched houses from the nineteenth or early twentieth century stand along with three institutional landmarks.



A view on Church Street East, looking east to a high-rise building outside the neighbourhood.







A view on Alexander Street, looking east to Central School and the Etobicoke Creek flood plain.

The neighbourhood's three landmarks -Central Public School,
St. Andrew's Presbyterian Church, and Grace United Church -- are located at the northeast, southeast and southwest poles of the neighbourhood.



## CENTRAL SCHOOL NEIGHBOURHOOD



The neighbourhood contains a diverse collection of single-detached houses and the occasional semidetached house from the mid- and late-nineteenth century and early tentieth century, ranging in size from cottages to mansions.





An Ontario Cottage near an Italianate mansion.





It's a short walk from a semi-detached house (with roughcast plaster still visible on the north side) to large Regency house.



Opposite the large Regency house is a Second Empire mansion perched atop the old western bank of Etobicoke Creek.





From the head of Elizabeth Street North at Railroad Street, you can see the spire of Christ Anglican Church, the neighbourhood's institutional landmark.



The neighbourhood extends westward in places to Park Street, which runs parallel to the historic Credit Valley Railway line.



The area, close to the Four Corners, contains nineteenth century commercial streetscapes, civic landmarks and religious landmarks.





An intact commmercial row along Main Street South and another along Queen Street East.





A civic precinct on Chapel Street, including library, firehall and armouries.





John Street links the Chapel Street precinct to Main Street South (note City Hall in the distance). A Queen Anne house across the street from the armouries is one of the area's few residential buildings.





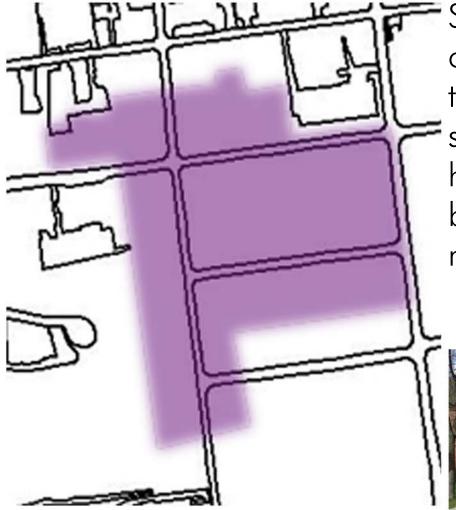
St. Paul's United Church, its manse and First Baptist Church distinguish the east side of Main Street South.





The Peel County Courthouse, Registry Office and Jail anchor the area in the south.

## CIVIC, RELIGIOUS AND COMMERCIAL HEART OF OLD BRAMPTON



Substantial nineteenth century and early twentieth century single-detached houses, many built of brick, characterize the neighbourhood.



The neighbourhood abuts the Peel County Courthouse complex of civic landmarks on Wellington Street East.





Chapel Street runs north to south through the neighbourhood.

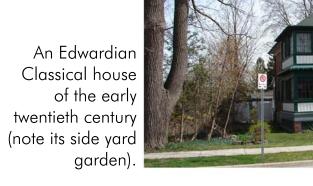
The neighbourhood's houses are in different architectural styles, but their consistent height, size, materials and quality detailing create a harmonious character.





A Queen Anne house of the turn-of-the-twentieth century.

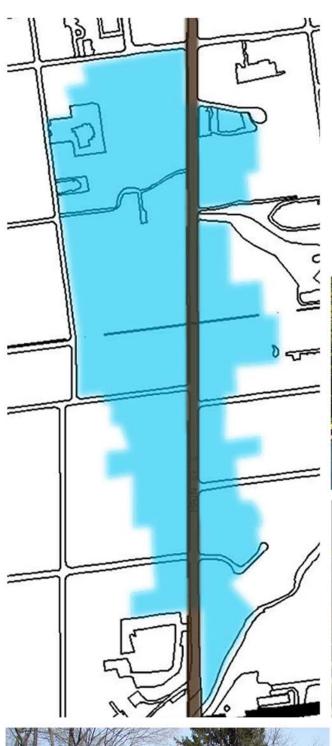
A High Victorian
Gothic house of
the late
nineteenth
century.





A Bungalow of the early twentieth century (note its driveway to one side of the lot).

## NEIGHBOURHOOD NEAR THE COURTHOUSE



The neighbourhood's collection of large houses (sometimes, mansions) on deep, treed lots fronting onto Main Street South acts as the southern gateway to the Civic, Religious and Commercial Heart of Old Brampton.



Mature sugar maples and other trees behind Main Street South sidewalks frame the view of City Hall.



Gage Park, shown with Alder Lea in the distance, marks the northern edge of the neighbourhood.





The neighbourhood's southern limit is at the point where Etobicoke

Creek crosses Main Street South.





Often, houses are set far from the street, behind deep lawns. The old western bank of Etobicoke Creek is a notable feature in the landscape.





Mature lawn specimens frame and set off the neighbourhood's large houses of the nineteenth or twentieth century.

## MAIN STREET SOUTH NEIGHBOURHOOD



The neighbourhood consists of modest single-detached houses, mostly early twentieth century, with nineteenth century houses interspersed, and two historic schools.

A group of early twentieth century houses on Queen Street West stands at the northeastern corner of the ne





The neighbourhood extends westward to an early twentieth century Bungalow with Tudor Revival features.



The historic Credit Valley Railway
line which arcs across the
ighbourhood's northwestern
blocks does not create a barrier as
it does north of Queen Street West.

Towards the ighbourhood's southern limits, a long,

appreciated along Mill Street South.





These houses on the east side of the narrow roadway and treed boulevard are typical for the neighbourhood.





Occasionally, a nineteenth century house as on the left appears in a row of early twentieth century houses such as the house depicted on the right.





The old Queen Street School (left) from the nineteenth century marks a northern street corner while McHugh School from the early twentieth century is a landmark in the south of the neighbourhood.



A view on Elliott Street, named after the early Brampton landowner, John Elliott.

## ELLIOTT LANDS NEIGHBOURHOOD

### Land Use Planning Considerations

In the following table, the eight prospective heritage conservation district study areas are compared against the land use designations in the Downtown Brampton Secondary Plan. A map showing the land use designations is reproduced in appendix.

Prospective Heritage Conservation District Study Area	Approx. # of Properties	Prevailing Architectural Form Compatible with Land Use Designation?
Washington Block and Area Neighbourhood	232	partly, yes
West Street Neighbourhood	119	no
Central School Neighbourhood	62	no
Nelson Street West Neighbourhood	92	no
Civic/Religious/Commercial Heart of Old Brampton	25	mostly, no
Neighbourhood Near the Courthouse	56	mostly, yes
Main Street South Neighbourhood	81	yes
Elliott Lands Neighbourhood	311	partly, yes

For six of the prospective heritage conservation district study areas, there are significant conflicts between the prevailing architectural form and the land use designations in the Downtown Brampton Secondary Plan. Central area mixed-use development runs along the Main Street North and Queen Street East and West corridors, and medium-density residential land use flanks the central area mixed-use corridors. The land use designations, which foresee a far different pattern from the existing low-rise character, put pressure on six of the prospective study areas to redevelop, with the likely result that the surviving architectural and landscape character in much of Downtown Brampton would fracture incrementally over time. The Neighbourhood Near the Courthouse and the Main Street South Neighbourhood, where low-density land use is mainly projected, are currently better protected from redevelopment pressure.

The urban design strategy for Downtown Brampton has similar impacts on the prospective heritage conservation district study areas. While the Brampton-Downtown Urban Design Visioning Study identifies Main Street South as a preservation area, redevelopment is envisaged for:

• the Train Station and Surrounding Area where intensive mixed-use development along

the Canadian National Railway line would affect the north edge of the **Nelson Street West Neighbourhood** and the south edge of the **Washington Block and Area Neighbourhood**;

- Main Street North where redevelopment would affect the west edge of the Central School Neighbourhood and the Washington Block and Area Neighbourhood;
- the John Street Area where mid- and low-rise residential redevelopment would affect the Civic, Religious and Commercial Heart of Old Brampton; and,
- Queen Street West where incremental redevelopment and large-scale infill would affect
  the south edges of the Nelson Street West Neighbourhood and West Street
  Neighbourhhod and the north edge of the Elliott Lands Neighbourhood.

About 978 property owners could eventually be affected if all the heritage conservation district studies were conducted.

### Public Support for Heritage Conservation Districts in Downtown Brampton

Two public information sessions were organized – one led by the consultants on November 29, 2007 and the other led by City staff on June 10, 2008.

In an open house setting, the public were invited to view a display of maps and photographs illustrating the historic character of Downtown Brampton and its prospective heritage conservation district study areas and to watch a video of residents speaking about their experience of living in four Toronto-area heritage conservation districts – Meadowvale Village, Churchville, Cabbagetown and Old Port Credit Village.

Following the open house, an illustrated talk was given. The talk covered the meaning and history of heritage conservation districts (or their equivalents) in Ontario and elsewhere, misconceptions about district designation, advantages of district designation, and the findings of the consultants' research in Downtown Brampton.

The public's feedback on the November presentation was not gauged, but 45 of the 110 people in attendance at the June 2008 meeting submitted written responses to a series of questions (see Appendix D). Almost all those responding answered that they live in one of the prospective heritage conservation district study areas. Respondents expressed preference for heritage conservation district designation over other conservation measures. Eighty-nine per cent of the respondents support the establishment of one or more heritage conservation districts in Downtown Brampton. When asked to identify which of the prospective study areas are worthy of heritage conservation, 64 per cent said that all were.

### Conclusions and Recommendations

### 1. Historic Character of Downtown Brampton

Downtown Brampton has a high concentration of built heritage resources, likely the highest in Peel Region; and consequently, a high number of potential heritage conservation districts. Many of the prospective heritage conservation district study areas are contiguous to one another, allowing a pedestrian to cross a series of them and experience a distinctive place character – that of the prosperous county town built up in the nineteenth and early twentieth centuries. Absent from old Brampton are the historic commercial streetscapes of the Four Corners and vicinity where post-Second World War redevelopment has fragmented the historic fabric and stranded individual commercial buildings. (Some cohesive character still exists at the crossroads in an area labelled for the purposes of the feasibility study the *Civic, Religious and Commercial Heart of Old Brampton.*)

Seven of the eight areas that merit study as heritage conservation districts are low-density residential neighbourhoods. For both the public who participated in the feasibility study's June 10 public information session and for City staff, the *Main Street South Neighbourhood* is perceived as having a very positive image. However, architectural and landscape quality in other downtown neighbourhoods also rates highly when compared to many old neighbourhoods across the Toronto area.

### 2. Effect of District Designation on Downtown Property Owners

About 1,000 property owners would be affected if all eight prospective heritage conservation districts were eventually designated under the *Ontario Heritage Act*. The Cabbagetown heritage conservation districts in central Toronto, designated in stages to form ultimately one whole continuous historic neighbourhood, contains about 1,500 properties. In the mid-twentieth century, Cabbagetown was run-down and slated for urban renewal; but now is regarded as a desirable address. The shabby appearance of some buildings in the *Nelson Street West Neighbourhood*, for example, does not lessen the architectural interest found there.

Key to embarking on any district designation program is support from property owners. It appears from the feedback given at the June 10 public information session that Downtown Brampton property owners appreciate the historic character of the prospective heritage conservation district study areas and prefer district designation over other conservation measures. Heritage conservation district designation is indeed the most effective planning device in Ontario for conserving the character of historic areas.

### 3. Conflict with Land Use Planning Objectives

Apparent public support for the establishment of heritage conservation districts in Downtown Brampton is at odds with planning objectives for an ambitious and widespread program of redevelopment. Currently, multi-storey redevelopment is proposed at several downtown sites; none are within the prospective heritage conservation district study areas, but many abut them.

At least one other redevelopment project inside a prospective heritage conservation district study area is anticipated. If land use policies remain the same, the market will respond with redevelopment proposals in or out of the prospective heritage conservation district study areas except for the *Main Street South Neighbourhood* and *Neighbourhood Near the Courthouse*.

All eight prospective heritage conservation district study areas contribute to the authentic character of old Brampton. Buildings in the study areas stand one, one-and-a-half or two storeys tall, with a few churches, public buildings and a commercial block rising higher as landmarks in the historic townscape. High-rise buildings, which are often associated with modernity, as well as low- and mid-rise buildings taller than the prevailing height, will introduce forms far different in scale and a standard, anonymous look that can be found anywhere in the Toronto area. In Anthony Tung's 2001 analysis of architectural conservation programs in 22 of the world's great cities, he warns that unless historic areas are zoned at historic building heights an economic incentive for the development of intrusive larger structures is created; resulting in the fracturing of historic districts.

Many successful examples exist of the centres of cities where the building stock has been gradually repaired or restored, compatible additions have been built, and complementary new buildings replacing ill-fitting construction have been erected. Some large cities have redeveloped entire blocks of historic buildings but still have historic districts left because the cities are so great in size. The prospective heritage conservation district study areas in Downtown Brampton comprise almost all of the intact townscape of relatively small old Brampton, and their diminution or loss would have disastrous effects on downtown character. The failure of urban renewal schemes in some mid-sized Ontario cities should give pause for consideration, and the proven economic and social value of low-density districts in the cores of North American cities would bear comparison to the low-density neighbourhoods in Downtown Brampton.

The Downtown Brampton Secondary Plan, approved by City Council in 1997, contains three special policy areas that recognize, and seek to protect to varying extent, historic character. Special Policy Area Number 1, which generally corresponds to the prospective *Main Street South Neighbourhood* heritage conservation district study area, recognizes the area's historic housing and its function as a gateway into downtown. Special Policy Area Number 2, located to either side of Main Street North in the blocks between Vodden (thereabout) and Church Streets, acknowledges the contribution of significant heritage resources to the area's character. Special Policy Area Number 4, located between John Street and Wellington Street East, recognizes resources of significant heritage and aesthetic value and the character of the existing housing stock. Land use policies for these special policy areas are designed to manage unique development constraints within the secondary planning area. Meanwhile, the secondary plan delineates four prospective heritage conservation district study areas that in places overlap with the three special policy areas. The three special policy areas and four heritage conservation district study areas in the secondary plan miss many historic downtown blocks that merit conservation.

#### 4. Recommendations

The broad scope of redevelopment planned for Downtown Brampton should be reviewed in favour of directing redevelopment away from the greatest part of the seven residential areas identified as prospective heritage conservation districts.

- The seven residential areas should be recognized as special policy areas and prospective heritage conservation district study areas in the Downtown Brampton Secondary Plan.
- For the *Civic, Religious and Commercial Heart of Old Brampton*, the City should pursue Part IV designations under the *Ontario Heritage Act* for as many as possible of the properties not already designated.
- Part IV designations should also be sought for candidate properties in the rest of the Four Corners and vicinity the historic crossroads where redevelopment has fragmented old streetscapes. The Brampton Heritage Board should plan for an integrated interpretation program, highlighting the history of the Four Corners and its remaining buildings through window displays, banners, building plaques, freestanding plaques, sidewalk inscriptions, sculpture and other methods appropriate to the program.

### 5. Study Priorities

From the start up of a heritage conservation district study through to the district's designation by municipal by-law, a year is normally taken to cover the requirements of the Ontario Heritage Act which prescribes the scope of any study and the contents of the plan. If there are appeals to the Ontario Municipal Board, more time passes before the designation by-law comes into force. The cost of the planning process for a district's designation is in the thousands of dollars, ranging upward with the number of properties in the proposed district, the complexity of issues, and the sophistication of approach preferred by the municipality. Municipalities that prefer a multidisciplinary team of consultants and many public information sessions budget higher than municipalities that rely on fewer consultants and few public information sessions. Most municipalities pay for the entire cost of district designation, but the City of Toronto has designated a number of heritage conservation districts with sponsorship from neighbourhood groups. For reasons of cost alone, it would be advisable to undertake one heritage conservation district study at a time. If all seven heritage conservation districts were designated, at least seven years would be needed to study them all. All seven areas merit study as heritage conservation districts, but an order of priority is assigned below.

The **Neighbourhood Near the Courthouse** recommends itself as the first prospective heritage conservation district study area downtown. It is small in size, the conflict between prevailing architectural form and the land use designation is less than in most of the prospective study areas, and it rates highly in public perception. If a study that is simpler in scope is undertaken first, it would prepare the City for more complex studies.

The *Main Street South Neighbourhood* rates highly in public perception. It is admired for offering an attractive entrance to downtown. Although the *Main Street South Neighbourhood* is the safest among the study areas in terms of land use pressures, the proposed higher order transit project along the Hurontario Street corridor may have its own impacts.

Both the Washington Block and Area Neighbourhood and Central School Neighbourhood are threatened by Highway 10 traffic that impacts on the livability of houses next to the road and by land use policies favouring mixed-use development and medium-density residential development. The southern edges of the neighbourhoods are especially vulnerable to core expansion. As the issues affecting the viability of the neighbourhoods are the same, the studies should follow one another. It is recommended that the larger of the two study areas – the Washington Block and Area Neighbourhood – be the third study area, and the Central School Neighbourhood be the fourth. When the time comes to study the third and fourth areas, the studies can acknowledge and accommodate the Main Street North initiative and its approach.

The *Nelson Street West Neighbourhood* faces perhaps the greatest threats of all seven study areas. Presenting overwhelming challenges to this diverse collection of early houses are the westward movement of the redeveloped core, anticipated redevelopment south of the train station, plans for redevelopment along the Queen Street West conceptual corridor, land use policies encouraging mixed-use development and medium-density residential development, and the presence of some run-down properties. The *Nelson Street West Neighbourhood* is recommended as the fifth study area.

The *Elliott Lands Neighbourhood*, the largest of the study areas, could be the sixth study area.

The West Street Neighbourhood ranked lowest in priority among the public providing comment at the June 10 public information session, and it is recommended as the seventh study area.

Request from residents to select their neighbourhood for study or staff assessment of emerging issues or concerns could alter the study schedule outlined above.

While the studies progress, the potential for fracturing downtown neighbourhoods will remain high as long as the current building cycle continues.

### 6. Next Steps

A two-stage planning process lasting about a year altogether is envisaged for the **Neighbourhood Near the Courthouse**. In the first stage, a study report is produced; covering the scope of work prescribed in the Ontario Heritage Act. The precise boundaries of the area to be designated are determined, the area's character and appearance are examined, the official plan, zoning by-law and other municipal by-laws affecting the area are reviewed, and the area's

property owners are consulted on the objectives of the designation. In the second stage, a plan is prepared following the outline provided in the *Ontario Heritage Act*. The heritage conservation district plan, developed in consultation with property owners, contains:

- a statement of the objectives to be achieved in designating the area as a heritage conservation district;
- a statement explaining the cultural heritage value of the heritage conservation district;
- a description of the heritage attributes of the heritage conservation district and of properties in the district;
- policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and,
- a description of alterations that are minor in nature and exempt from heritage review.

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### APPENDIX A: SEVEN PROSPECTIVE HERITAGE CONSERVATION DISTRICT STUDY AREAS IDENTIFIED BY UNTERMAN MCPHAIL CUMING ASSOCIATES

DOWNTOWN HERITAGE ASSESSMENT

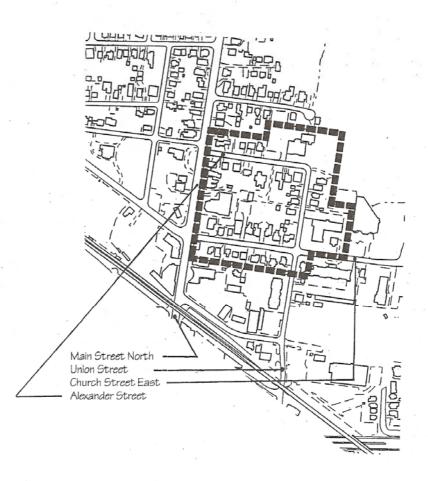
Main Street East
James Street
Chapel Street
Chapel Street
Chapel Street

#### Area A: Wellington Street East

Mary Street

This area possesses distinctive heritage attributes derived from a number of different types of heritage building and within the residential portion a variety of architectural and landscape attributes.

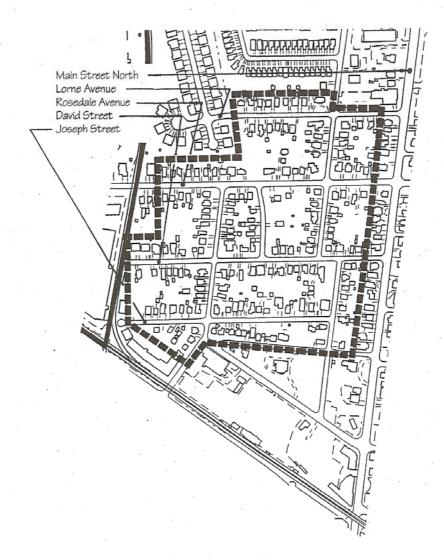
UNTERMAN McPHAIL CUMING ASSOCIATES



Area B: Clurch Street East /Union/Alexander Streets

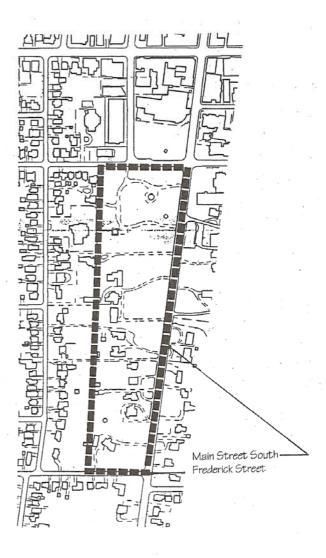
This area posesses distinctive heritage attributes derived from a number of different types of heritage building and within the residential portion a variety of architectural and landscape attributes.

UNTERMAN MCPHAIL CUMING ASSOCIATES



Area C: Lorne Avenue/Isabella/Thomas/Market/Mill Streets

This area posesses heritage attributes derived from the residential character which exhibits a variety of architectural and landscape attributes.



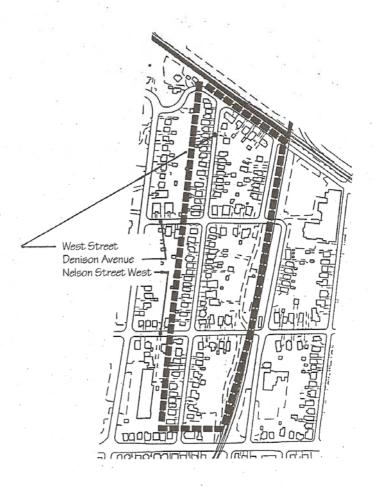
Area D: West of Main Street South

This area posesses heritage attributes derived from the residential character which exhibits a variety of architectural and landscape attributes, notably deep setbacks from Main street and the public space, Gage Park.



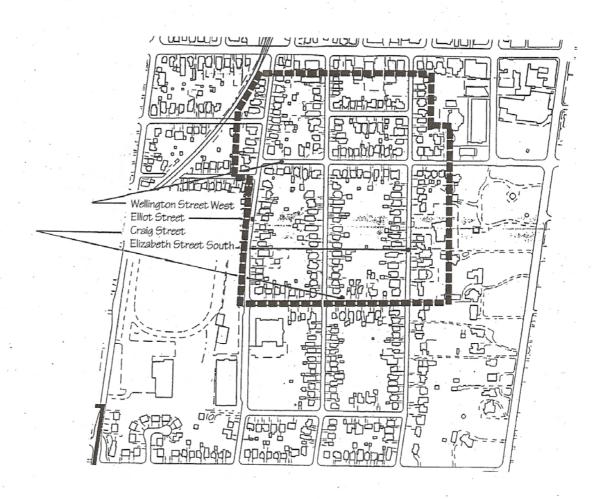
Area E: Park/Railroad/Elizabeth/Nelson/Mill Streets

.This area possesses heritage attributes derived from the modest residential character which exhibits a variety of architectural and landscape attributes.



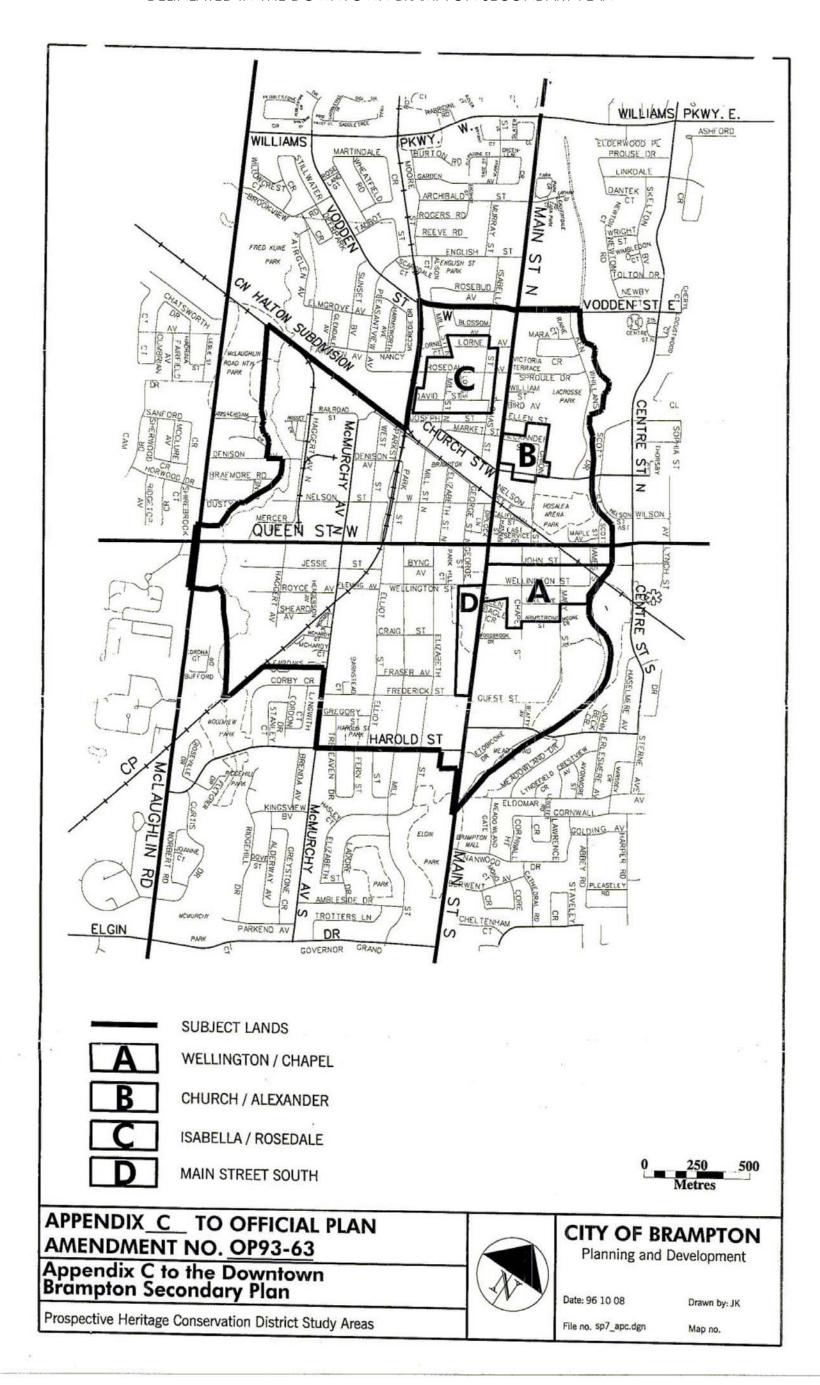
Area F: West/Denison/Nelson Streets

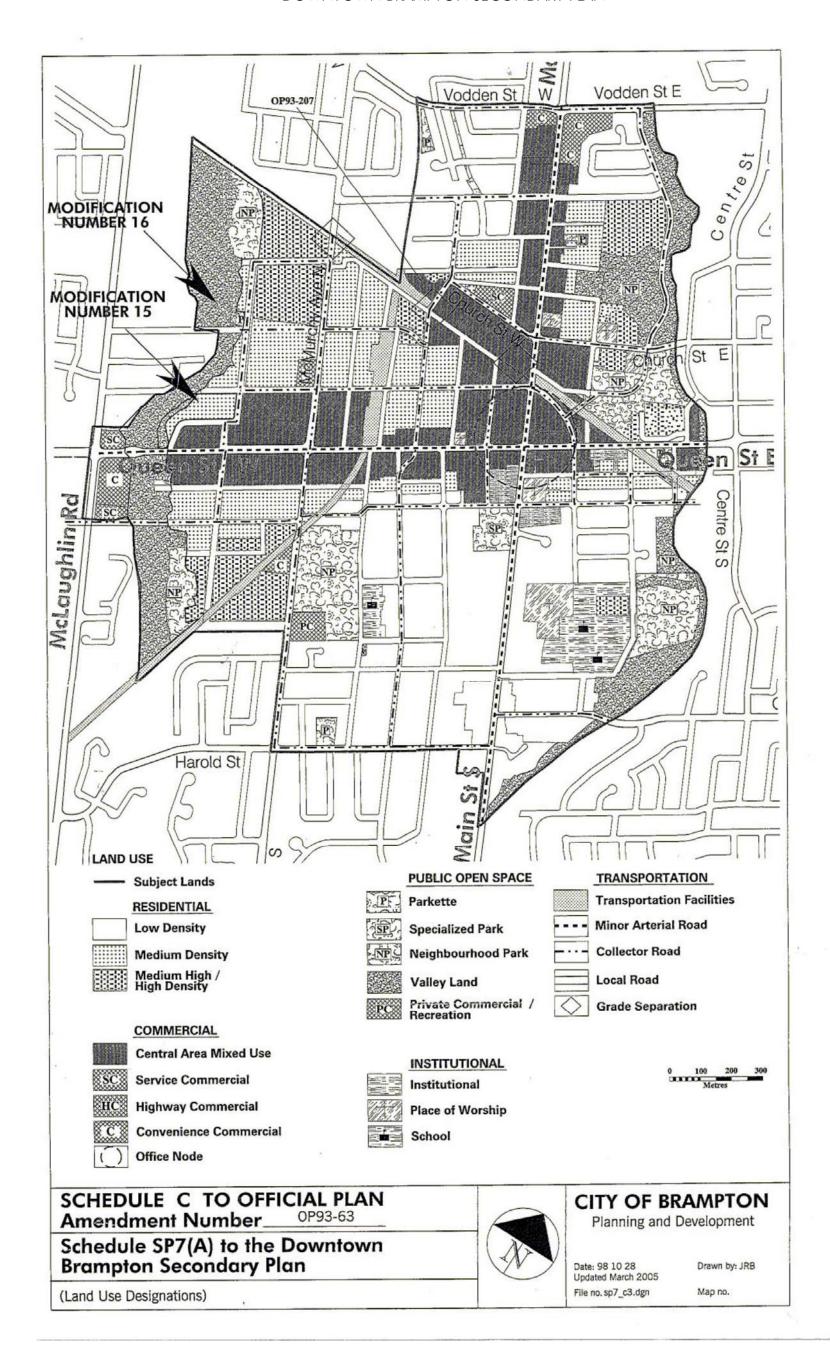
This area posesses heritage attributes derived from a modest residential character which exhibits a variety of architectural and landscape attributes, as well as historical associations with the former industrial area.



Area G: Elliot/Elizabeth/Mill/Craig/Wellington/Streets

This area posesses heritage attributes derived from the residential character which exhibits a variety of architectural and landscape attributes.





## APPENDIX D: SUMMARY OF FEEDBACK AT JUNE 10, 2008 PUBLIC INFORMATION SESSION

Recorded by: Antonietta Minichillo

Number of Responses to Survey: 45; Number of Attendees at Meeting: 110

## Written Questions Asked and Corresponding Answers as a Percentage of Total Responses

1. Do you believe that the City of Brampton should be promoting the conservation of cultural heritage in the downtown? Circle one of the following answers:

Yes [93.18%] No [2.2%] I don't know; I need more information [4.5%]

2. Which of the following heritage study areas do you think are worthy of heritage conservation? Circle all that apply:

Washington Block [14%]
Central School Neighbourhood [5.5%]
Civic/Religious/Commercial Heart [7%]
Main Street South Neighbourhood [16%]
All [64%]

West Street Neighbourhood [7%]
Nelson Street West Neighbourhood [16%]
Neighbourhood near Courthouse [18%]
Elliott Lands Neighbourhood [11%]
No Answer [7%]

3. If the City decides to proceed with heritage district designation in the future, which of these neighbourhoods should be designated <u>first</u>?:

Washington Block [5.5%] Central School Neighbourhood [2.7%] Civic/Religious/Commercial Heart [11%] Main Street S. Neighbourhood [16.6%] All [33.3%] West Street Neighbourhood [0%]
Nelson Street West Neighbourhood [8.3%]
Neighbourhood near Courthouse [13.8%]
Elliott Lands Neighbourhood [2.7%]
No Answer [11%]

4. Do you live in one of these neighbourhoods? If so, which one:

Washington Block [22.2%]
Central School Neighbourhood [8.3%]
Civic/Religious/Commercial Heart [11%]
Main Street S. Neighbourhood [5.5%]
All [13.8%]

West Street Neighbourhood [2.7%]
Nelson Street West Neighbourhood [22.2%]
Neighbourhood near Courthouse [8.3%]
Elliott Lands Neighbourhood [13.8%]
Not in Areas [2.7%]

5. Of the possible conservation tools available to the City, which do you think the City should use in the downtown? Circle all that apply:

Heritage designation of individual properties of merit only [2.2%]
Heritage district designation of whole areas, streetscapes and/or neighbourhoods [82%]
Amendments to secondary plans and zoning by-laws [32%]
Urban design guidelines, site plan approvals [41%]
Development permit system [27%]
Incentive programs for designated heritage properties and areas [68%]
All [5%]
No Answer [11%]

6. Do you support the establishment of one or more heritage conservation districts in downtown Brampton? Circle one of the following answers:

Yes **[88.6%]** No **[2.2%]** I don't know; I need more information **[6.8%]** No Answer **[2.2%]** 

## Further Written Comments

- We are a land owner with property apparently outside of the proposed zones. We are concerned about potential expansion of the zones and/or impact of the plan on properties adjacent to, but not included in, the zones. Randy Motley, Immanuel Christian Reformed Church
- I suggest grants and tax relief for those renovating such properties. Cara Howell, 18 Haslemere Ave.
- Developers rule in Brampton. If you have a conflict, watch out for a fire which precedes development (5 in the area I frequent in 2 years). Ed Stidrade
- Stop building 27-storey buildings in residential neighbourhoods. Mathew Horwood, 20 Peel Ave.
- Shouldn't "4 Corners" be part of the study as to revitalize the downtown core? And how can you separate all the areas aren't they equally important? Susan Olson, 24 Guest St.
- Losing control re: renovations; property values.
- Concerns about traffic, by-law enforcement. All designations to be done at once to prevent buildings from being demolished or changed while process is being done. Leah Russell, 50 Rosedale Ave.
- I don't like the 26 storey apartment buildings going up in the residential areas, and they will not suit the area. We need to move the traffic away from the heritage areas as they are spoiling

the quality of life in these areas. - Margaret Bailey, 61 Rosedale Ave.

- Controls are needed for "downtown" corridors to ensure that any development on these corridors complements the heritage districts. Rosemary Keenan, 23 Peel Ave.
- If all of these areas have been designated to have significant historical/heritage importance, they should ALL be preserved to keep the unique characteristics of Brampton's core for future generations. David Deveau, 44 Lorne Ave.
- Will there be increased taxes to homeowners? How do we go about getting "design" advice? What will happen to abandoned homes? Kimberley Popoff
- Cost to homeowners?
- District designation won't have enough "teeth" to protect streetscapes or be able to limit traffic. Is that right? Jennifer Draper, 55 Frederick St.
- I would like to know more about the "fast tracking" of Main Street North. Where do I go to find out? Lynn Carr-Sumilas, 23 Christie Dr.
- Get on with it before the whole area is ruined! Or falls apart from neglect! Also start clearing out bad apples (drug dealers and crack houses).
- I do not feel 26 storey buildings enhance a heritage district.
- Start with the areas at the greatest risk. Ron Marshall, 25 Mill Street North
- I am concerned about the exclusion of Main Street North from the study in favour of revitalization. It appears the City may be compromising heritage protection for this area in favour of development. In addition, the City has recognized the need to protect the character of the proposed districts. Council has been appallingly inconsistent to date in preserving the character of these neighbourhoods by approving high-rise buildings within the districts. Main St. N. should be included. Carolyn Hayes, 35 Isabella St.

## Spoken Questions and Comments During Question-and-Answer Period

- Of the eight identified areas, how will the first district be chosen? What criteria will be used to prioritize? Lizanne Murphy
- What is the cost of getting a property designated? Ian Douglas
- Why is Main Street North not included? Ian Douglas

- In addition to the public meetings, how else can the public provide more detailed feedback? David Abela
- Will any funds be directed to the beautification of heritage conservation districts? David Abela
- How will Alder Lea fit in with the heritage conservation district? David Abela
- What are the costs associated with a heritage conservation district? What is the cost of a heritage permit? Cathy Sterik
- Between Church and Vodden on Main Street there are several residential homes. Why are they not included? What are the implications for properties abutting a heritage district? Lynn Kasumos
- It's a mistake to leave the downtown core out all areas should be part of a package and not fragmented. How will the conflicts between the Places to Grow Act and a heritage conservation district be mediated? John Holman
- Clarification is needed between planning provisions and district designation. How can they work together? Ed Strohak
- What is the deadline for the consultants to undertake and finish their report? Dale Goftan
- What is the threshold for identifying "sufficient" heritage resources? Will the consultants' report be made available to the public? Carol, unknown surname
- Can residents appeal Council's decision as it pertains to the 26-storey addition to the Dominion Skate building? What role will heritage conservation districts play in preventing high-rises in the Nelson Street area? Kim MacDonald Taylor
- Currently, do planning provisions call for high-rises in the proposed heritage districts? Stan Feo
- There is a lot of public support for heritage conservation districts in the downtown, but there exists a disconnect between heritage conservation districts and recent approval of the Dominion Skate building. What is Council's position? Ishta Mercurio-Wentworth
- Will designation help to alleviate/manage traffic concerns, e.g., on Frederick Street? Jennifer Draper
- What will the consultants' report include? Mr. Whyte
- There's a lot of support for district designation. Would heritage staff also focus on the protection of modern heritage? Carolyn Haze

- What will protect homes from being demolished? Suzy Wexford
- What else can a homeowner expect to see with the implementation of heritage conservation districts? Douglas Davis
- Heritage is also our industrial buildings. Industrial buildings should not be excluded from our heritage conservation district efforts. There are several remaining sites that would benefit from heritage protection (which he named). Lou Koralis
- How will the heritage-specific property standards by-law be enforced? We need more staff as the enforcement team struggles already. Leah Russell
- Where else are high-density buildings being built in the downtown? Ian Douglas
- Downtown residents need to be able to walk to places. The Brampton Mall is an excellent resource for people. It's important for staff and Council to recognize the role of places like the Brampton Mall. The Mall also represents our heritage because it is the first enclosed mall and will be our heritage in the future. Cara Howell