



## Committee of the Whole Report

---

<b>Report Number:</b>	<b>ED2023-025</b>
<b>Meeting Date:</b>	June 6, 2023
<b>Title:</b>	<b>Proposed Heritage Designation of 109 Nappadale Street, Village of Woodville (Woodville Elementary School)</b>
<b>Description:</b>	Proposed heritage designation of 109 Nappadale Street (Woodville Elementary School) under Part IV of the Ontario Heritage Act
<b>Author and Title:</b>	Emily Turner, Economic Development Officer – Heritage Planning

---

### Recommendations:

**That** Report ED2023-025, **Proposed Heritage Designation of 109 Nappadale Street, Village of Woodville (Woodville Elementary School)**, be received;

**That** the Municipal Heritage Committee’s recommendation to designate 109 Nappadale Street under Part IV of the Ontario Heritage Act as being of cultural heritage value or interest be endorsed;

**That** staff be authorized to proceed with the process to designate the subject property under Part IV of the Ontario Heritage Act, including the preparation and circulation of a Notice of Intention to Designate, and preparation of the designating by-law;

**That** a designating by-law be brought forward to Council at the next Regular Council Meeting following the end of the notice period; and

**That** this recommendation be brought forward to Council for consideration at the next Regular Council Meeting.

**Department Head:** \_\_\_\_\_

**Financial/Legal/HR/Other:** \_\_\_\_\_

**Chief Administrative Officer:** \_\_\_\_\_

## **Background:**

The City of Kawartha Lakes designates properties under Part IV of the Ontario Heritage Act. Properties are recommended for designation by their owners, members of the public, local organizations, the Municipal Heritage Committee, Council or staff. Properties proposed for designation are reviewed by the Municipal Heritage Committee, as required by subsection 29(2) of the Ontario Heritage Act, and their recommendation is brought forward to Council under the cover of a staff report.

109 Nappadale Street, also known as Woodville Elementary School, is a historic Edwardian school constructed in a late interpretation of the Beaux-Arts style. The property is currently listed on the City's Heritage Register and is an operating elementary school owned by Trillium Lakeland District School Board. Although there was initially no intention by staff to designate this building under Part IV of the Ontario Heritage Act, amendments to the Ontario Heritage Act made through Bill 23, More Homes Built Faster Act (2022) now require municipalities to designate listed properties or remove them from the Register within two years of the amendments coming into effect. Practically, this means that, in order for municipalities to provide heritage protection to its cultural heritage resources as is required by provincial land use planning policy, they must be designated under Part IV of the Act. The amendments came into effect on January 1, 2023.

109 Nappadale Street has been prioritized as a landmark institutional building in Kawartha Lakes that has a high degree of architectural and historical significance in Woodville. Similarly, the designation of this property ensures that, should the school be closed and declared surplus by the school board, the City would have substantial input into the redevelopment of an important community landmark. Staff have undertaken a site visit to and heritage evaluation report about the property and have determined that the property is eligible for designation under Part IV of the Act. The school board is aware that the designation of this school is proposed.

At its meeting of May 4, 2023, the Kawartha Lakes Municipal Heritage Committee reviewed the heritage evaluation report for this property and adopted the following resolution:

**KLMHC2023-069**

**Moved By** I. McKechnie

**Seconded By** S. McCormack

**That** Report KLMHC2023-036, **Proposed Heritage Designation of 109 Nappadale Street, Village of Woodville**, be received;

**That** the designation of the property known municipally as 109 Nappadale Street be endorsed; and

**That** the recommendation to designate the subject property be forwarded to Council for approval.

**Carried**

This report addresses that direction.

### **Rationale:**

Ontario Regulation 9/06 identifies the criteria for determining the cultural heritage value of a property. Under this regulation, a property may be designated under Part IV, s.29 of the Ontario Heritage Act if it meets at least two of the following criteria:

1. The property has design value or physical value because it:
  - a. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
  - b. displays a high degree of craftsmanship or artistic merit, or
  - c. demonstrates a high degree of technical or scientific achievement.
2. The property has historical value or associative value because it:
  - a. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
  - b. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
  - c. demonstrates the work of an architect, artist, builder, designer or theorist who is significant to the community.
3. The property has contextual value because it:
  - a. is important in defining, maintaining or supporting the character of the area,
  - b. is physically, functionally, visually or historically linked to its surroundings, or
  - c. is a landmark.

Amendments made to the Ontario Heritage Act under Bill 23 require a property to meet two or more criteria in order to be eligible for designation. 109 Nappadale Street fulfils

multiple criteria under Ontario Regulation 9/06 and is therefore eligible for designation under Part IV of the Act. A heritage evaluation report has been prepared for this property which outlines its significance and demonstrates which criteria it fulfils. This report is attached as Appendix A. A statement of significance for the property as required by the Act, which summarizes the property's cultural heritage value and reasons for designation, can be found below.

## **109 Nappadale Street Statement of Significance**

### **Design and Physical Value**

109 Nappadale Street, also known as Woodville Elementary School or has cultural heritage value as a representative example of Beaux-Arts educational architecture in Kawartha Lakes and the only one in Woodville. The building, which was constructed 1923 as a replacement for an older Victorian public school, demonstrates the key characteristics of Beaux-Arts educational design as executed in urban and village areas, including symmetrical massing with a central hall, and Classical design elements. The school is also demonstrative of trends in educational architecture which developed and matured in the late nineteenth and early twentieth century emphasizing new ideas regarding hygiene, ventilation, and safety incorporated into school design. It is Woodville's only school.

### **Historical and Associative Value**

109 Nappadale Street has historical and associative value in its role as a local public school. Opening in 1923, the school was constructed to replace an older Victorian school house and to accommodate both growing population of Woodville and the surrounding area and continuation classes for secondary students. It yields information regarding the development of education in Woodville and rural Eldon and Mariposa Townships in the early decades of the twentieth century and the role of Woodville as a settlement around for the surrounding rural region. The property also has significance as the work of Lindsay-area architect John Thomson Hornsby who operated in the area in the 1920s and 1930s and executed a range of Classically-inspired public and private commissions throughout Kawartha Lakes and the wider region.

### **Contextual Value**

109 Nappadale Street has contextual value as a local landmark, in its current and historic role as Woodville Elementary School, and as an important part of the village character of Woodville. The property is surrounded by other residential, institutional and commercial structures of a similar age in a variety of architectural styles which, taken

together, form a cohesive historic landscape of which the school is an integral part. The property maintains and supports this village character and is historically linked to its surroundings as part of this development.

## **Provincial Policy Conformity**

### **Provincial Policy Statement (2020)**

The Provincial Policy Statement (PPS) sets the policy foundation for development and land use planning Ontario. The policy intends to balance the needs of growth and economic development with the need for ensuring a high quality of life, public safety and health, and the conservation of natural and cultural heritage resources. Section 2.6 (Cultural Heritage and Archaeology) requires municipalities to conserve significant built heritage resources and significant cultural heritage landscapes as part of the land use planning process, stating that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved."

Significant built heritage resources, as defined by the PPS, are those which have been determined to have cultural heritage value or interest as established by the criteria under the Ontario Heritage Act. These criteria are outlined by Ontario Regulation 9/06. The subject property has been evaluated based on the criteria under Ontario Regulation 9/06 and has been found to fulfil those criteria and, therefore, is a significant heritage resource within the municipality which requires conservation through designation under Part IV of the Act.

### **A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)**

A Place to Grow: Growth Plan for the Greater Golden Horseshoe was prepared by the Ontario government in order to help guide the land use planning process and assist communities within the Greater Golden Horseshoe achieve a high quality of life, positive economic development, and protection for important local resources.

Section 4.2.7 (Cultural Heritage Resources) requires municipalities to conserve their cultural heritage resources as part of the land use planning process "in order to foster a sense of place and benefit communities". The Growth Plan defines cultural heritage resources as "built heritage resources, cultural heritage landscapes, and archaeological resources that have been determined to have cultural heritage value or interest for the important contribution that make to our understanding of the history of a place, event, or a people. While some cultural heritage resources may already be identified and

inventoried by official sources, the significance of others can only be determined after evaluation.”

The subject property has been determined to have cultural heritage value or interest through evaluation based on Ontario Regulation 9/06 and therefore requires conservation through designation under Part IV of the Act. This property has a high degree of architectural, historical and contextual significance in Woodville as a longstanding public elementary school dating to the early twentieth century.

### **City of Kawartha Lakes Official Plan (2012)**

The City of Kawartha Lakes Official Plan was amended in 2017 to include strengthened cultural heritage policies. Official Plan Amendment 26 outlined those amendments.

Three of the heritage policies speak directly to the conservation of individual heritage properties:

- a) Cultural heritage resources of significant cultural heritage value or interest shall be identified, protected and conserved.
- e) The City shall use the tools available to it under the Municipal Act, the Planning Act, the Environmental Assessment Act, and the Ontario Heritage Act to conserve cultural heritage resources.
- f) Cultural heritage resources shall be maintained in situ and in a manner that prevents the deterioration and conserved the identified cultural heritage values or interest and/or identified heritage attributes of the cultural heritage resource.

The City’s policies require it to conserve cultural heritage resources and designation under Part IV of the Ontario Heritage Act is a tool for doing so. In this case, the subject property has been found to have cultural heritage value through evaluation and individual designation is the most appropriate method for ensuring its conservation.

### **Other Alternatives Considered:**

There are no recommended alternatives. Amendments to the Ontario Heritage Act now require municipalities to review and designate their listed properties and the City is required to follow provincial direction.

## **Alignment to Strategic Priorities**

The designation of property under Part IV of the Ontario Heritage Act supports the following goals from the Council adopted Strategic Plan:

- A Vibrant and Growing Economy
- An Exceptional Quality of Life

The identification and protection of heritage assets in the community through designation promotes and exceptional quality of life by supporting and promoting arts, culture and heritage within the municipality. Designation provides long term protection and management for key heritage resources in the municipality and recognizes their importance to the community.

The protection of heritage resources in the municipality also assists in the growth of the local economy in general by identifying, protecting, and celebrating places where people want to live, work and visit. It encourages investment in local communities by ensuring and promoting attractive places for residents and businesses to be. It also has a direct impact on developing local tourism through the preservation of sites and landscapes that people want to visit.

## **Financial/Operation Impacts:**

There will be costs associated with the provision of public notice and for the registration of the designation by-law associated with this application which are covered by the existing Heritage Planning budget.

It is possible that there will be any additional legal fees if there is an owner-initiated appeal to the Ontario Land Tribunal as the property is owned by Trillium Lakelands District School Board. There is also the potential for third-party appeals of the designation to the Ontario Land Tribunal; however, appeals of this nature are rare.

## **Consultations:**

Municipal Heritage Committee  
Trillium Lakelands District School Board

## **Attachments:**

Appendix A – Heritage Evaluation Report: 109 Nappadale Street, Woodville



Adobe Acrobat  
Document

**Department Head email:** [rholy@kawarthalakes.ca](mailto:rholy@kawarthalakes.ca)

**Department Head:** Richard Holy, Director of Development Services