



CITY OF HAMILTON
PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Planning Division

| | |
|---------------------------|---|
| TO: | Chair and Committee Members Hamilton Municipal Heritage Committee |
| COMMITTEE DATE: | May 24, 2024 |
| SUBJECT/REPORT NO: | Recommendation to Designate 1320 Woodburn Road, Glanbrook (Edmonds House), under Part IV of the <i>Ontario Heritage Act</i> (PED24090) (Ward 11) |
| WARD AFFECTED: | Ward 11 |
| PREPARED BY: | Scott Dickinson (905) 546-2424 Ext. 7167 Alissa Golden (905) 546-2424 Ext. 1202 |
| SUBMITTED BY: | Anita Fabac Acting Director, Planning and Chief Planner Planning and Economic Development Department |
| SIGNATURE: | |

RECOMMENDATION

That the City Clerk be directed to give notice of Council’s intention to designate 1320 Woodburn Road, Glanbrook (Edmonds House), shown in Appendix “A” attached to Report PED24090, as a property of cultural heritage value pursuant to the provisions of Part IV, Section 29 of the *Ontario Heritage Act*, in accordance with the Statement of Cultural Heritage Value or Interest and Description of Heritage Attributes, attached as Appendix “B” to Report PED24090, subject to the following:

- (a) If no objections are received to the notice of intention to designate in accordance with the *Ontario Heritage Act*, City Council directs staff to introduce the necessary by-law to designate the property to be of cultural heritage value or interest to City Council;
- (b) If an objection to the notice of intention to designate is received in accordance with the *Ontario Heritage Act*, City Council directs staff to report back to Council to allow Council to consider the objection and decide whether or not to withdraw the notice of intention to designate the property.

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe, and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

EXECUTIVE SUMMARY

This Report recommends designation of the significant built heritage resource located at 1320 Woodburn Road, Glanbrook, known historically as the Edmonds House, under Part IV of the *Ontario Heritage Act*. The subject property is currently listed on the City's Municipal Heritage Register. Staff have completed an evaluation of the subject property using Ontario Regulation 9/06 and determined that it has sufficient Cultural Heritage Value or interest to warrant designation, as per the Statement of Cultural Heritage Value or Interest and Description of Heritage Attributes attached as Appendix "B" to Report PED24090.

Alternatives for Consideration – See Page 6

FINANCIAL – STAFFING – LEGAL IMPLICATIONS

Financial: N/A

Staffing: N/A

Legal: The designation process will follow the requirements of the *Ontario Heritage Act* and provide for adequate notice of Council's intention to designate the property. Formal objections may be made under the *Ontario Heritage Act* and considered by Council before either withdrawing the notice of intention to designate or passing a designation by-law. Once a designation by-law has been passed, any further objection would be heard before the Ontario Land Tribunal.

Designation under Part IV of the *Ontario Heritage Act* allows municipalities to recognize a property's cultural heritage value or interest, and to conserve and manage the property through the Heritage Permit process enabled under Sections 33 (alterations) and 34 (demolition or removal) of the Act.

Where alterations to designated properties are contemplated, a property owner is required to apply for, obtain, and comply with a Heritage Permit, for any alteration that "is likely to affect the property's heritage attributes, as set out in the description of the property's heritage attributes" (Sub-section 33(1)).

The City of Hamilton also provides financial incentive programs, including development charge exemption and heritage grants and loans, to assist in the adaptive re-use and continued conservation of properties once they are designated.

HISTORICAL BACKGROUND

The subject property located at 1320 Woodburn Road, Glanbrook, shown in Appendix “A” attached to Report PED24090, is comprised of a two-storey stone dwelling constructed circa 1870, known historically as the Edmonds House.

In 2018, the property was listed on the Municipal Heritage Register and was added to staff’s designation workplan for further research and assessment of the property. As a result of Bill 23 changes to the *Ontario Heritage Act*, the former staff workplan for designation was rescinded and replaced with a new public list of Candidates for Designation under Part IV of the *Ontario Heritage Act* (see Report PED22211(a)), at which time 1320 Woodburn Road, Glanbrook, was reprioritized for review for designation by January 1, 2025.

In a letter dated July 26, 2023, Cultural Heritage Planning staff notified the property owner of the changes to the City’s heritage designation process and the reprioritization of staff’s review of the property for designation. In a subsequent letter dated April 26, 2024, staff advised the owner of the recommendation to designate the property, provided them with a copy of the proposed Statement of Cultural Heritage Value or Interest and advised them of the Hamilton Municipal Heritage Committee meeting date that the recommendation would be considered. Staff have not received a response from the property owner to date.

POLICY IMPLICATIONS AND LEGISLATED REQUIREMENT

The Recommendations of this Report are consistent with Provincial and Municipal legislation, policy, and direction, including:

- Determining the cultural heritage value or interest of a property based on design/physical value, historical/associative value, and contextual value criteria (*Ontario Heritage Act*, Ontario Regulation 9/06);
- Ensuring significant built heritage resources are conserved (Provincial Policy Statement, 2020, Sub-section 2.6.1); and,
- Designating properties of cultural heritage value under Part IV of the *Ontario Heritage Act* (Urban Hamilton Official Plan, Section B.3.4.2.3).

RELEVANT CONSULTATION

External

- Property Owner.

SUBJECT: Recommendation to Designate 1320 Woodburn Road, Glanbrook (Edmonds House), under Part IV of the *Ontario Heritage Act* (PED24090) (Ward 11) – Page 4 of 7

In addition, Planning staff have emailed the Ward Councillor (Councillor M. Tadeson) for Ward 11 and provided an overview of the reasons for designation and the process for designating a property.

ANALYSIS AND RATIONALE FOR RECOMMENDATION

The intent of municipal designation, under Part IV of the *Ontario Heritage Act*, is to enable a process for the management and conservation of significant cultural heritage resources. Once a property is designated, the municipality can manage change to a property through the Heritage Permit process to ensure that the significant features of the property are maintained.

Section 29(1) of the *Ontario Heritage Act* permits the Council of a municipality to designate property to be of cultural heritage value or interest where property meets two or more of the Criteria for Determining Cultural Heritage Value or Interest prescribed in Ontario Regulation 9/06, as amended by Ontario Regulation 569/22, which identifies nine criteria in three broad categories: Design / Physical Value, Historical / Associative Value; and Contextual Value. The evaluation of cultural heritage value or interest of the subject property was completed by Cultural Heritage Planning staff based on a site visit of the exterior of the property conducted on April 18, 2024 (see photographs attached as Appendix “C” to Report PED24090) and available secondary and primary research sources (attached as Appendix “D” to Report PED24090). As outlined below, based on staff’s cultural heritage evaluation, it was determined that the subject property meets five of the nine criteria contained in Ontario Regulation 9/06 in all three categories.

Design / Physical Value

1. The two-storey stone structure at 1320 Woodburn Road was constructed circa 1870. It has design and physical value as a representative example of a rural dwelling influenced by the Georgian and Italianate architectural styles and a rare example of a stone structure with brick decorative elements. Features typical of the Georgian Revival architectural style include the five-bay symmetrical front façade and low hipped roof. Features typical of the Italianate architectural style include the: paired carved wooden brackets supporting the projecting eaves; segmentally arched door and window openings with decorative brick quoins, voussoirs and window and door surrounds; and projecting single-storey side bay with brick detailing.
2. The property displays a high degree of craftsmanship, as demonstrated by the decorative paired wooden brackets and rare decorative red brick detail contrasting with stone walls, including quoins, voussoirs, and surrounds.

OUR Vision: To be the best place to raise a child and age successfully.

OUR Mission: To provide high quality cost conscious public services that contribute to a healthy, safe, and prosperous community, in a sustainable manner.

OUR Culture: Collective Ownership, Steadfast Integrity, Courageous Change, Sensational Service, Engaged Empowered Employees.

3. The property does not appear to demonstrate a high degree of technical or scientific achievement.

Historical / Associative Value

4. The property has historical value due to its association with the early-nineteenth century development of the Village of Woodburn, the Woodburn Steam Mill and former mill owner John Edmonds (1831-circa 1903). In the first half of the nineteenth century, the Village of Woodburn (or Woodbourne) was founded around the lumbering opportunities from the forests of Binbrook Township. Though Woodburn is sited along the banks of Twenty Mile Creek, there was a lack of opportunity for waterpower for early industry, which meant that the local sawmills had to be steam driven and fueled by the lumber itself. The lack of waterpower meant that Woodburn's grist mill also needed to be steam powered. A wood-burning, steam-driven flour mill was present in Woodburn as early as 1836. Steam-driven grist mills were so unusual in Upper Canada at the time, that Woodburn was often referred to as 'Steam Mill.' The Steam Mill, which was located on the subject property was powered by a twenty-five horsepower beam engine and a wood-burning water-tube boiler, which was a very unusual system for the 1830s.

The original builder of the Woodburn Steam Mill is unknown, though it was operated by a man named McMicking in the late 1830s and later by Henry Magill (fl.1850). By the early 1860s, the Woodburn Steam Mill was owned by John Edmonds. Under Edmonds, the Mill was prosperous with the 1871 Census reporting that it purchased \$16,000 worth of wheat and produced flour and meal value at \$19,200. Edmonds constructed his substantial stone house a short distance from the Steam Mill circa 1870, demonstrating this prosperity. By the mid-1880s, however, the Steam Mill was shut down. By this time, the timber resources in Binbrook Township had been exhausted, forcing the closure of the sawmills. Without the cheap fuel that the wood of the forests represented, the Steam Mill could not stay open. As these industries closed, Woodburn's population began to decline, falling from a height of one hundred and ten in 1890 to fifty in 1910, and John Edmonds was recorded as a farmer in the 1891 Census.

5. The property does not yield or have the potential to yield information that contributes to an understanding of a community or culture.
6. This property does not demonstrate or reflect the work or ideas of an architect, artist, builder, designer, or theorist who is significant to the community.

Contextual Value

7. The property is important in defining the historic character of the community of Woodburn. Though surrounded by modern development, this property is one of the few remaining nineteenth-century remnants of the historic Village of Woodburn. Built with the profits of the former Woodburn Steam Mill, this large and visually distinctive stone dwelling is a reminder of the days when Woodburn was the industrial hub of Binbrook Township.
8. The property is historically, visually, and functionally linked to the surrounding area. Situated on its original location close to several other nineteenth-century structures and near the site of the former Woodburn Steam Mill, this property is at the centre of what was previously the bustling Village of Woodburn.
9. This property is not considered to be a landmark.

Staff have determined that 1320 Woodburn Road, Glanbrook, is of cultural heritage value or interest sufficient to warrant designation under Part IV of the *Ontario Heritage Act* and recommend designation according to the Statement of Cultural Heritage Value or Interest and Description of Heritage Attributes, attached as Appendix “B” to Report PED24090.

ALTERNATIVES FOR CONSIDERATION

Under Part IV of the *Ontario Heritage Act*, the designation of property is a discretionary activity on the part of Council. Council, as advised by the Municipal Heritage Committee, may decide to designate property, or decline to designate property.

Decline to Designate

By declining to designate, the municipality would be unable to provide long-term, legal protection to this significant cultural heritage resource (designation provides protection against inappropriate alterations and demolition) and would not fulfil the expectations established by existing municipal and provincial policies.

Without designation, the property would not be eligible for the City’s financial incentives for heritage properties, including development charge exemption and grant and loan programs. Designation alone does not restrict the legal use of a property or been demonstrated to affect its resale value. However, designation does allow the municipality to manage change to the heritage attributes of a property through the Heritage Permit process. Staff does not consider declining to designate the property to be an appropriate conservation alternative.

APPENDICES AND SCHEDULES ATTACHED

Appendix “A” to Report PED24090 – Location Map

Appendix “B” to Report PED24090 – Statement of Cultural Heritage Value or Interested
and Description of Heritage Attributes

Appendix “C” to Report PED24090 – Photographs

Appendix “D” to Report PED24090 – Research Sources

SD/AG:sd