

Town of Stouffville Heritage Conservation District Study

Final Report

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Prepared for:
The Town of Whitchurch-Stouffville

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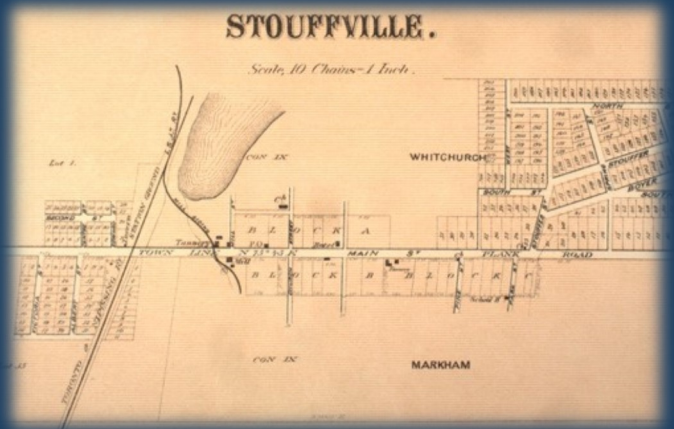


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Glossary of Abbreviations

CHVI	<i>Cultural Heritage Value or Interest</i>
CHIA	<i>Cultural Heritage Impact Assessment</i>
HCD	<i>Heritage Conservation District</i>
MHBC	<i>MacNaughton Hermesen Britton Clarkson Planning Limited</i>
MHSTCI	<i>Ministry of Heritage, Sport, Tourism and Culture Industries</i>
OHA	<i>Ontario Heritage Act</i>
OHTK	<i>Ontario Heritage Toolkit</i>
O-REG 9/06	<i>Ontario Regulation 9/06 for determining cultural heritage significance</i>
PPS 2020	<i>Provincial Policy Statement (2020)</i>

Acknowledgement of Indigenous Nations

This Heritage Conservation Study acknowledges that the Town of Whitchurch-Stouffville is situated within the territory of the Wendake-Nionwentsio, Anishinabewaki ᐱᓂᓴᓇᑲᓄᐃᑦ, Mississaugas of the Credit First Nation and Haudenosaunee. These lands are acknowledged as being associated with the following treaties:

- *The Williams Treaties (signed October 31 and November 15, 1923)*
- *Johnson-Butler Purchase (signed 1787-1788)*

This study takes into consideration the cultural heritage of indigenous Nations, including their oral traditions and history when available and related to the scope of work. See Sub-section 3.2.1 and Sub-section 3.2.2 of this report for more information.

Other Acknowledgements

This Study acknowledges the support provided by municipal staff at the Township of Whitchurch-Stouffville, the Heritage Advisory Committee (HAC), the Whitchurch-Stouffville Museum & Community Centre and local historians Fred Robbins and Ruth Burkholder.

DISCLAIMER: This Study was completed during the Covid-19 outbreak which impacted some aspects of the study including in-person surveying and public consultation format. Any fieldwork and in-person consultation was performed with the appropriate protective measures in place.

1.0 Introduction

MacNaughton Hermesen Britton Clarkson Planning Limited (“MHBC”) was retained by The Town of Whitchurch-Stouffville (“the Town”) in 2021 to complete a Heritage Conservation District (“HCD”) Study. The purpose of the HCD was to complete a review of both the historic and current conditions of the area through extensive research and site visits to determine if there is rationale for creating an HCD. If it were to be determined that there is merit for the creation of an HCD, an HCD Plan would follow after being authorized by Council. Specifically, the Town stated in the Request for Proposal (RFP) that the goal for the HCD was to: “identify and make recommendations as to the geographic boundaries of the areas that could be designated as a heritage district, and to satisfy all other requirements as per Section 40 and 42 of the *Ontario Heritage Act*” (OHA). The contract was awarded to MHBC Planning Ltd. in May 2021, and the project began shortly afterwards. This project has been guided by the legislative requirements of an HCD under Part V of the *Ontario Heritage Act* (OHA).

1.1 Background

Between 2006 and 2016, the Town of Whitchurch-Stouffville experienced a population growth of 87% by increasing from 24,390 to 45,837 persons. This population growth supported the diverse local economy, which has roots in knowledge based industries, advanced manufacturing, building, construction, agricultural, and tourism. In 2016, the Federal Census identified the Town as being the third-fastest growing community in Canada and the second-fastest growing municipality in Ontario. Projections stated that the Town would grow to approximately 60,600 persons by 2031.

The Town has seen increased development to accommodate the growing population, which has in turn put pressure on areas of potential cultural heritage value or interest. This increased growth pressure led to the desire to undertake an HCD Study under Council direction.

The Town of Stouffville has a diverse portfolio of heritage properties with approximately 270 listed (non-designated) properties on the Town’s Built Heritage Inventory and five (5) properties designated under Part IV of the *Ontario Heritage Act* and 19 properties previously listed (properties that have had buildings demolished) with the Study Area. To supplement

these identified heritage features, the Town's Official Plan identifies a "Heritage Area" with properties requiring Site Plan approval for residential developments over a certain threshold. Currently, applications for new residential construction with an area of 21 m² or larger are required to proceed through site plan approval. Although the Heritage Area functions as a means of protection for cultural heritage resources, it has its limitations.

In light of current and anticipated intensification in the Town and community commentary, an HCD Study has been initiated based on the following rationale:

- The process the Town uses to review new development proposals within the Heritage Area is challenging. It difficult to identify how new development is compatible with an area that does not have a defined character;
- The future Major Transit Station Area (MTSA) will include intensification which will place pressure on the existing cultural heritage resources within the Downtown; and,
- Some members of the community believe that significant cultural heritage resources are being threatened by future development.

1.2 Purpose

The purpose of an HCD Study is to determine if an area, or part thereof, warrants conservation, protection and enhancement of a collection of cultural heritage resources through designation under Part V of the OHA. This collection of resources should have a special character or association and combines both tangible cultural heritage (i.e. built heritage features) and intangible cultural heritage (i.e. local history, social practices).

This report provides a summary of research and assessment that was undertaken, as well as an evaluation and analysis of the cultural heritage value of the Town of Whitchurch-Stouffville HCD Study Area described in Section 3.0 of this report. This report describes the findings and recommends a potential boundary for an HCD, as applicable. The evaluation of the Study Area and its characteristics is based on the legislated requirements of the *Ontario Heritage Act*, as well as guidance provided in the *Ontario Heritage Toolkit* Heritage Conservation Districts document, and the Parks Canada *Standards & Guidelines for the Conservation of Historic Places in Canada*.

The potential designation of an HCD is typically undertaken in two phases: first an HCD Study is undertaken, then if warranted, an HCD Plan is prepared. The *Ontario Heritage Act* includes guidance related to undertaking an HCD Study, which is further elaborated on in the *Ontario Heritage Toolkit* through the guidance contained in *Heritage Conservation Districts, A Guide to District Designation under the Ontario Heritage Act*.

Based on the guidance provided by the Province, this HCD Study specifically includes the following components as it relates to the HCD Study Area:

- Summary of the Indigenous land use and Euro-Canadian development of the Town of Stouffville;
- Summary of the cultural heritage character of the Study Area;
- Description of land use character;
- Identification of geographic boundaries of the area to be considered for designation under Part V of the *Ontario Heritage Act*;
- Objectives of designation and the recommended contents of the HCD Plan;
- Recommendations regarding changes to Municipal Planning documents, in particular the Official Plan currently under revision; and,
- Recommendations regarding the current Major Transportation Station Area (MTSA) Study.

The conclusions and recommendations provided in this report are based upon a combination of historical research, the analysis of primary and secondary sources, the interpretation of maps and plans, field work, and the inventory of features within the Study Area boundary. Community input was also considered as part of the overall study. Planning documents and information were also analyzed, including: the Town of Whitchurch-Stouffville Official Plan, Town of Whitchurch-Stouffville Zoning By-law, and the Town of Whitchurch-Stouffville Built Heritage Inventory.

It is important to note that this HCD Study does not include any guidelines, policies, or restrictions for properties within the Study Area. These matters would be reflected in an HCD Plan should the project proceed to the second phase of work. The second phase of work would be authorized by Council.

1.3 Methodology and Approach

This HCD Study follows the methodology outlined by the *Ministry of Heritage, Tourism, Sport and Culture Industries* (MHTSCI), in a document of the *Ontario Heritage Toolkit* entitled, *Heritage Conservation Districts, A Guide to District Designation under the Ontario Heritage Act*. Guided by the methodology provided in this document, the selected approach is as follows: review of existing documentation, fieldwork (including inventorying and interviews) and analysis of both the results of the qualitative data and quantitative data to conclude a potential HCD boundary with on-going consultation with the municipal heritage advisory committee, municipal Staff and the public.

The Study Area was selected based on the existing boundaries of the Heritage Area identified in the Official Plan in Section 12 and Schedule 'F'. The Heritage Area has been pre-identified as an area of cultural heritage value in addition to being an area that is prone to development and future change.

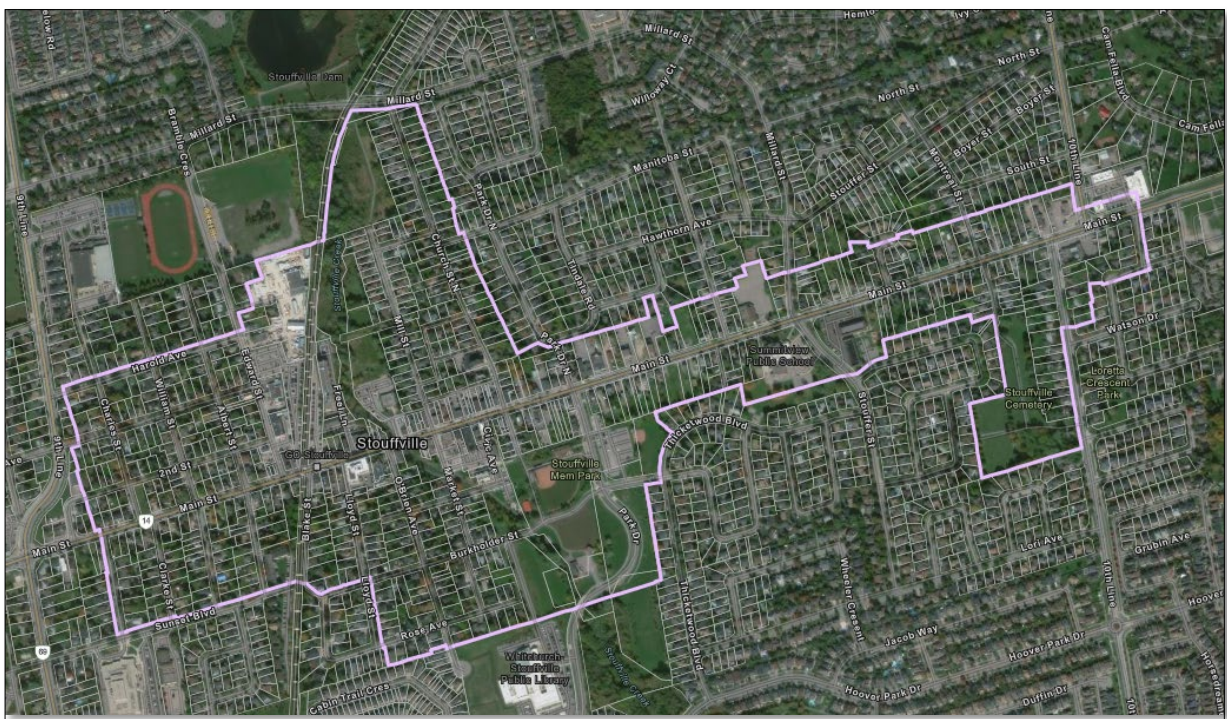


Figure 1: Heritage Area identified in Schedule F of the Town of Whitchurch-Stouffville Official Plan which has been identified is as the Study Area for the HCD Study.

The following provides the detailed approach of this Study which is set out in steps in chronological order (with the exception of on-going consultation with the Heritage Advisory Committee and Staff which occurred concurrently throughout the Study):

- Review of existing Built Heritage Inventory (BHI);
- Review of existing policy framework for heritage area and other related policies;
- Understand the historical context and community values through public consultation and research;
- On-going consultation with municipal staff and the Heritage Advisory Committee regarding existing processes for heritage conservation;
- Complete initial review of study area based on the existing Heritage Area and policies;
- Collection of data from municipality to develop digital database using ArcGIS to complete on-site fieldwork;
- Complete on-site fieldwork and inventory each property located within the study area; the study reviews every property in the Study Area including properties that are not listed which includes 721 parcels of land. Note that the Built Heritage Inventory (BHI) is building-centric, so the inventorying also included potential landscape features and views; and,
- Analyze fieldwork and develop conclusions and recommendations based on the data collected.

The qualitative and quantitative data are used to delineate boundaries. One of the integral components of defining boundaries is determining whether properties are “contributing” or “non-contributing” to a special character area. The above-mentioned is explored in detail in Section 5.0 of this report.

2.0 Policy Context

2.1 Standards and Guidelines for the Conservation of Historic Places in Canada

Section 4.1 entitled “Guidelines for Cultural Landscapes Including Heritage Districts” of the *Standards and Guidelines for the Conservation of Historic Places in Canada* reviews cultural heritage landscapes. The Guidelines for Cultural Landscapes are divided into 11 sub-sections including: evidence of land use, evidence of traditional practices, land patterns, spatial organization, visual relationships, circulation, ecological features, vegetation, landforms, water features, and built features (p 50). These elements are discussed further in Sub-section 4.4.5 of this report as it relates to the HCD Study Area.

2.2 Provisions of the Ontario Heritage Act and Provincial Guidance

The *Ontario Heritage Act* is the primary source of provincial legislation that enables municipalities to conserve, protect, and manage cultural heritage resources. There are two main parts to the *Ontario Heritage Act* that concern cultural heritage resources. These are as follows:

- Part IV, which enables a municipality to “list” or “designate” individual properties that are of cultural heritage value or interest. Properties which are listed are included on the Town’s Municipal Heritage Register. Properties which are designated are recognized by way of a By-law registered on-title. The Town of Whitchurch-Stouffville has designated a number of properties within the Town of Stouffville under Part IV of the *Ontario Heritage Act*. A map noting the location of listed and designated properties within the HCD study area is provided in **Appendix ‘A’**.
- Part V of the *Ontario Heritage Act* enables a municipality to designate by By-law all or any part of a municipality as an HCD. Currently, the Town of Whitchurch-Stouffville has no designated HCDs.

The first step in designating a Heritage Conservation District is the completion of the Heritage Conservation District Study. The scope of a Heritage Conservation District Study is guided by

the requirements of the *Ontario Heritage Act*, notably subsection 40. (2) that prescribes that a study shall:

- (a) *Examine the character and appearance of the area that is the subject of the study, including: buildings, structures and other property features of the area, to determine if the area should be preserved as a heritage conservation district;*
- (b) *Examine and make recommendations as to the geographic boundaries of the area to be designated;*
- (c) *Consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under section 41.1;*
- (d) *Make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws.*

According to the *Ministry of Heritage, Tourism, Sport and Culture Industries* (MHTSCI) provides guidance for the OHA through the Ontario Heritage Toolkit which includes five guides. These guides, published in 2006, are currently being updated, however, the process of an HCD remains the same. One of these guides include: *Heritage Conservation Districts, A Guide to District Designation under the Ontario Heritage Act*. In this guide, an HCD is described as follows:

"...[a Heritage Conservation District] may comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. It may also comprise an entire municipality with a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings."

Identifying a potential HCD requires the identification of clusters of cultural heritage resources which together form a distinctive place worthy of protection and management for the purpose of conserving its unique heritage character. According to the MHTSCI document *Heritage Conservation Districts: A Guide to District Designation under the Ontario Heritage Act*, an HCD typically embodies the following characteristics:

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

In part, the purpose of the identification and evaluation of the natural and built features located within in the study area boundary is to determine whether or not the boundary displays these characteristics listed above.

2.2 Town of Whitchurch-Stouffville Official Plan

The Official Plan of the Town of Whitchurch-Stouffville ("the Official Plan") was adopted by the Town on September 5, 2000, approved by the Region of York with modifications on March 20, 2001, and further approved by the Ontario Municipal Board on June 23, 2004. This Official Plan contains various policies relating to the management of cultural heritage resources in addition to noting both listed (undesigned) and designated properties within the Town. This section will provide a review of the policies therein that are applicable to the scope of this Heritage Conservation District Study.

The Town is currently undergoing an Official Plan review process, which will see the Official Plan updated to conform to recent Provincial policies, including the Growth Plan for the Greater Golden Horseshoe.

Cultural heritage is mentioned in the vision statement (2.2) of the Plan where it is stated that:

The Town of Whitchurch-Stouffville is a rural community that will preserve and enhance its quiet, calm, attractive environment for residents, visitors and future generations. It will be: [...]

- iv) a community which supports the continuation of all forms of agriculture and related uses as an important part of its rural heritage and a major economic contributor;*
- vi) a community which protects its natural environment and its built cultural heritage.*

With respect to the Town's Heritage Resource Inventory, the Official Plan contains policies noting the Town will encourage the development and maintenance of an inventory of resources of interest (6.4.3.1). The policies also state resources of potential interest will be identified, evaluated and added to the Town's list and/or inventory as appropriate through the review of development applications. Section 6.4.3.3 of the Official Plan includes information related to inclusion of properties on the inventory, which include matters related to historical and architectural interest.

Policies relating to the recognition and designation of individual properties can be found in Section 6.4.4 of the Official Plan. The policies note the Town will seek to recognize significant heritage resources through appropriate forms (i.e. plaques, signage), through the provision of information (i.e. pamphlets, publications, walking tours, etc. as resources permit) and through designation under the *Ontario Heritage Act*. Criteria for designation are included in Section 6.4.4.3.

With respect to designating HCDs, the following policies are included in the Town's Official Plan:

6.4.5.1 *CRITERIA FOR DESIGNATION*

In the designation of Heritage Conservation Districts regard shall be had to, but, not be limited to, the following criteria:

- i) A significant number of the buildings or structures reflect an aspect of local history by nature of location and historical significance of setting;*
- ii) A significant number of the buildings and structures are of a style of architecture or a method of construction significant historically or architecturally at a local, regional, provincial, national or international level;*
- iii) The district contains other important physical, archaeological, environmental, cultural, or aesthetic characteristics that in themselves do*

- not constitute sufficient grounds for designation of a district, but which lend support in evaluating the criteria for designation; or,*
- iv) *The district is an area of special association that is distinctive within the Town and, as a result, contributes to the character of the entire community.*

6.4.5.2 **DESIGNATION PROCEDURE**

- i) *The Town shall consider designation of Heritage Conservation Districts in consultation with LACAC and prior to the designation of such areas shall:*
 - a) *identify its intent to define and investigate an area;*
 - b) *carry out a detailed study of the area which examines the special aspects of the area which contribute to its special character and includes a survey to locate and categorize all buildings and structures and sites of historic and architectural interest; and,*
 - c) *prepare and adopt a Heritage Conservation District Plan which will encourage conservation through controls and incentives and establish criteria for controlling demolition and regulating design through the establishment of the distinctive features which warrant the creation of the District.*
- ii) *Where the Town, having satisfied the provisions of subsections 6.4.5.1 and 6.4.5.2 i), deems it appropriate to designate a Heritage Conservation District, a by-law shall be passed under the Ontario Heritage Act which shall identify the extent of the area, contain procedures to control the alteration and demolition of existing buildings, as well as the construction of new buildings, based on the criteria in the Heritage Conservation District Plan, and outline appeal processes.*

The protection of heritage resources is outlined in section 6.4.6 including direction on demolition permits, public works, and adjacent development.

6.4.6.1 **PROTECTION OF RESOURCES**

The Town shall protect heritage resources designated under Parts IV and V of the Ontario Heritage Act by:

- i) *requiring that any person who proposes to demolish or alter a designated heritage property submit plans to the Town for approval under the Ontario Heritage Act; and,*
- ii) *requiring that, prior to the Town's approval of any alteration, partial demolition, removal or change in use, the applicant prepare a heritage impact statement,*

where deemed necessary by the Town, that shall demonstrate to the satisfaction of the Town, in consultation with LACAC, that the proposal will not adversely impact the heritage significance of the property or a Heritage Conservation District in which it is located.

6.4.6.2 LIMITATIONS OF PROTECTION

Notwithstanding the provisions of subsection 6.4.6.1, the Town shall not restrict:

- I) the rights of the owner to make alterations to any building or structure designated under the Ontario Heritage Act, provided that such alterations do not affect the reasons for the designation and provided that such alterations are in keeping with the policies of this Plan and meet the requirements of the Zoning By-law and all other applicable regulations; and,*
- II) the use to which designated buildings and structures are put provided that such use conforms with the policies of this Plan and the regulations of the Zoning By-law.*

6.4.6.3 DEMOLITION PERMITS

Where a demolition permit is granted for a property designated under the Ontario Heritage Act or listed in the Town's list of heritage resources, the recording of the property prior to demolition, to a standard acceptable to LACAC, shall be a condition of the demolition permit.

6.4.6.4 PUBLIC WORKS

Consideration shall be given to the effects of public works and development, particularly any extensions or changes to the existing road system, including expansion of existing pavement widths, or the establishment of new roads, on heritage resources and measures required to mitigate such effects, prior to approval of such works and development. Evaluation of the effect of such works or development will include consideration of the "no change" option, as well as significant modifications to the project.

6.4.6.5 ADJACENT DEVELOPMENT

All new development permitted by this Plan which involves, or is located in or near, heritage resources shall be required to:

- i) study and consider the preservation, relocation and/or adaptive reuse of buildings or structures based on both social and economic costs and benefits;*

- ii) *incorporate in any reconstruction or alterations, design features that are in harmony with the area's character and existing buildings in mass, height, setback and architectural details and, in particular:*
 - a) *new additional features should generally be no higher than the existing heritage buildings and wherever possible shall be placed to the rear of the building or set back substantially from the principal facade; and,*
 - b) *new construction and/or infilling should complement the immediate physical context and streetscape by generally being of the same height, width and orientation of adjacent buildings, being of similar setback, of like materials and colours and using similarly proportioned windows, doors and roof shape.*
- iii) *express the heritage resource in some way, including the display of building fragments, marking the traces of former locations, exhibiting descriptions of former uses and reflecting the former architecture and uses.*

2.3 Town of Whitchurch-Stouffville Zoning By-Law

The Town of Whitchurch-Stouffville Zoning By-law (By-law 2010-001-ZO) was approved in March 2010, and subsequently approved by the Ontario Municipal Board in January 2011. The By-law has been updated over the years as new amendments are approved, with the most recent consolidation being dated November 30th, 2021. The Zoning By-law provides specific land use regulations for various uses, and includes matters such as building height, lot size and setbacks.

The Study Area for the Stouffville HCD is comprised of a wide variety of zones, as would be expected for a small-town location that includes the historic commercial core and surrounding residential areas. In general, the zones relate to commercial, residential, and environmental, with some institutional categories (see **Figure 2** on the following page).

The Commercial Residential Mixed Use Community Area (CM1) zone applies to the commercial core area of Stouffville, as well as the properties to the north of Main Street along the rail line. A range of uses that would traditionally be expected within a downtown area are permitted within this zone, to a maximum height of 14 metres. The regulations note that an angular plane shall be employed for heights above 10 metres.

The residential areas within the HCD Study Area are primarily zoned either Residential Two (R2) or Residential Three (R3). Some “pockets” of Residential One (R1) and Residential Four (R4) exist, as well as higher-density zones such as New Residential (RN5) and Residential Multiple (RM5). The residential zones permit a range of residential uses and lot sizes, with heights of 10 metres to 11 metres.

The Institutional (I) zone applies to select properties within the Study Area (i.e. church, school, cemetery), and permits a broad range of uses such as cemetery, day care centre, group home, hospital, library, long term care facility, park, place of worship, school, and senior citizens’ home. The maximum building height is 12.0 metres.

The Environmental (ENV) zone applies to areas of the Study Area associated with natural features, and permits a limited range of uses. Permitted uses include fish, wildlife and forestry management, low-intensity recreational uses and parks.

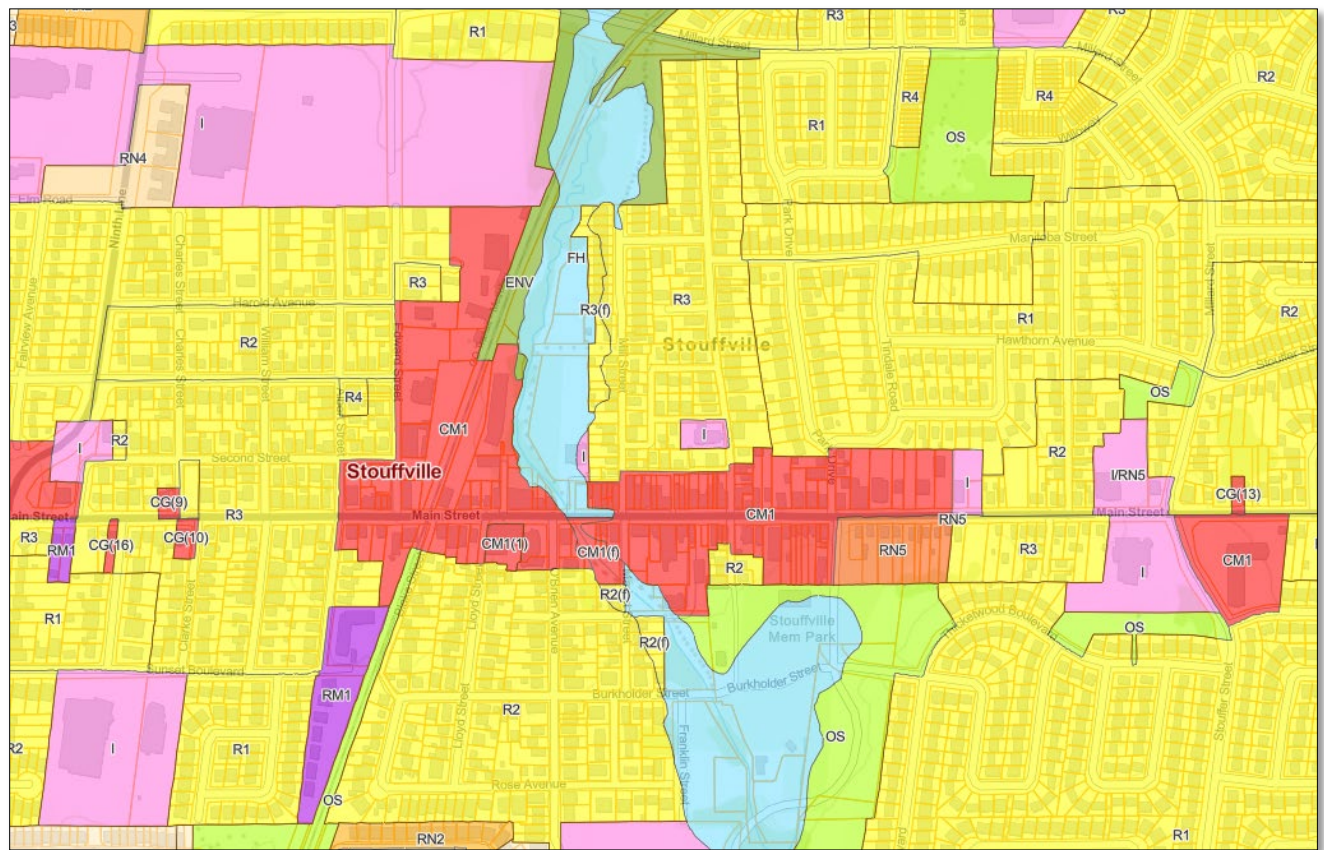


Figure 2: Stouffville Zoning By-law map excerpts depicting Study Area

While no significant concerns were identified through the review of the existing zoning within the HCD Study Area, further review will be undertaken through the future HCD Plan stage (if pursued) in order to ensure the zoning is compatible with proposed HCD policies and guidelines.

2.4 Site Plan Control

Site plan control is a development approvals process which allows a municipality to review and provide feedback on proposed site improvements to lands. The intent of the mechanism is to address matters such as landscaping, location of parking, drainage, building location and design and other individual site level matters.

In the Town of Whitchurch-Stouffville, the entirety of the Town is designated as a site plan control area. The types of properties subject to site plan control include industrial, commercial, institutional, and some classes of residential projects including those within the Town's 'heritage area'. Within the Town's 'heritage area', all applications for new construction with an area of 21 m² or larger are required to proceed through site plan approval.

Some municipalities use site plan control provisions authorized under the *Planning Act* to complement the development review mechanisms under the *Ontario Heritage Act*. In some municipalities, any property designated under the provisions of the *Ontario Heritage Act* is subject to site plan control pursuant to Section 41 of the *Planning Act*. Development which involves new construction, or making alterations or additions to an existing building or structure to allow a substantial increase in size or usability would then require the approval of Council (unless authority has been delegated to Town staff).

It may be appropriate for the HCD plan to further investigate the site plan process to determine if there are refinements and efficiencies that could be implemented with respect to overlapping review of heritage permits and site plan applications.

2.5 Property Standards

The Town of Whitchurch-Stouffville currently has a Property Standards By-law in place (By-law 2018-049-RE), which provides for general direction related to the maintenance of property. The by-law covers various matters related to the interior and exterior of buildings / properties, such as structural (i.e. walls, chimneys, roofs), electrical, plumbing, heating, and elements such as lighting and ventilation.

The Town has also employed an enhanced property standards by-law with additional provisions related to designated heritage buildings. The by-law addresses properties that are designated under Part IV and Part V of the Act, and addresses matters related to general upkeep and maintenance of heritage attributes.

It may be appropriate to further investigate this matter as part of the HCD Plan process (if pursued), to ensure the direction remains consistent with the direction of a future HCD Plan.

2.6 Tree Preservation

District designation under Part V of the *Ontario Heritage Act* extends the ability to address protection to trees and landscape features as part of the definition of 'property' contained in the Act. Trees are often significant features within the landscape, and as worthy of conservation and management as the built environment. As such, they may be protected if included in a designation under the Act.

The *Municipal Act* enables Councils to pass by-laws for the preservation of trees. The Town of Whitchurch-Stouffville does not have such a by-law in place. As such, the future HCD Plan (if prepared) should further explore broadening the protection afforded to trees within the study area.

2.7 Heritage Conservation District Plan guidance

In order to ensure that there is no conflict between planning and development objectives and the pursuit of sound heritage conservation and management, the HCD Plan should

identify appropriate changes to Town policies and by-laws, as well as outline any new measures to be pursued. These could include the following matters:

- Potential changes to the Official Plan or Zoning By-law provisions applicable to the study area, including input into the policies being developed for the MTSA.
- Potential revisions to approaches for site plan control for the area within the Stouffville HCD, particularly related to the current guidance for the 'heritage area'.
- Review of tree preservation provisions, to ensure that guidance is meeting the needs of the area, and applicable changes recommended.

As previously noted in this report, the Town of Whitchurch-Stouffville Official Plan already provides the legislated framework for undertaking the potential designation process of an HCD under the *Ontario Heritage Act*. Therefore, no updates are required to Official Plan policies in order to designate a HCD within Stouffville.

3.0 Study Area

3.1 Introduction

The Study Area within the area of Stouffville is represented by the current designated 'Heritage Area' which is identified in the Town of Whitchurch-Stouffville Official Plan in Schedule 'F'. Main Street runs centrally west to east approximately 2.1 kilometres within the Study Area. **Figure 3** depicts the HCD Study Area properties. The Study Area was selected as a basis for the purpose of this study as it was originally delineated and approved by the locality as having cultural heritage value.

The Study Area has 721 parcels which include:

- 270 properties listed on the Built Heritage Inventory (BHI);
- Five designated properties under Part IV of the Ontario Heritage Act (OHA);
- 19 previously listed properties (primarily properties that have had identified buildings or structures demolished); and,
- 427 properties with no heritage status.

The Study Area was analyzed by an in-depth analysis of both primary and secondary sources, including the Town of Whitchurch-Stouffville Built Heritage Inventory (BHI) to determine where an HCD would be warranted. Research was conducted through a combination of site visits, interviews with local historians, examination of available historical cartography, historical summaries, photographs and other related items part of the historical record.

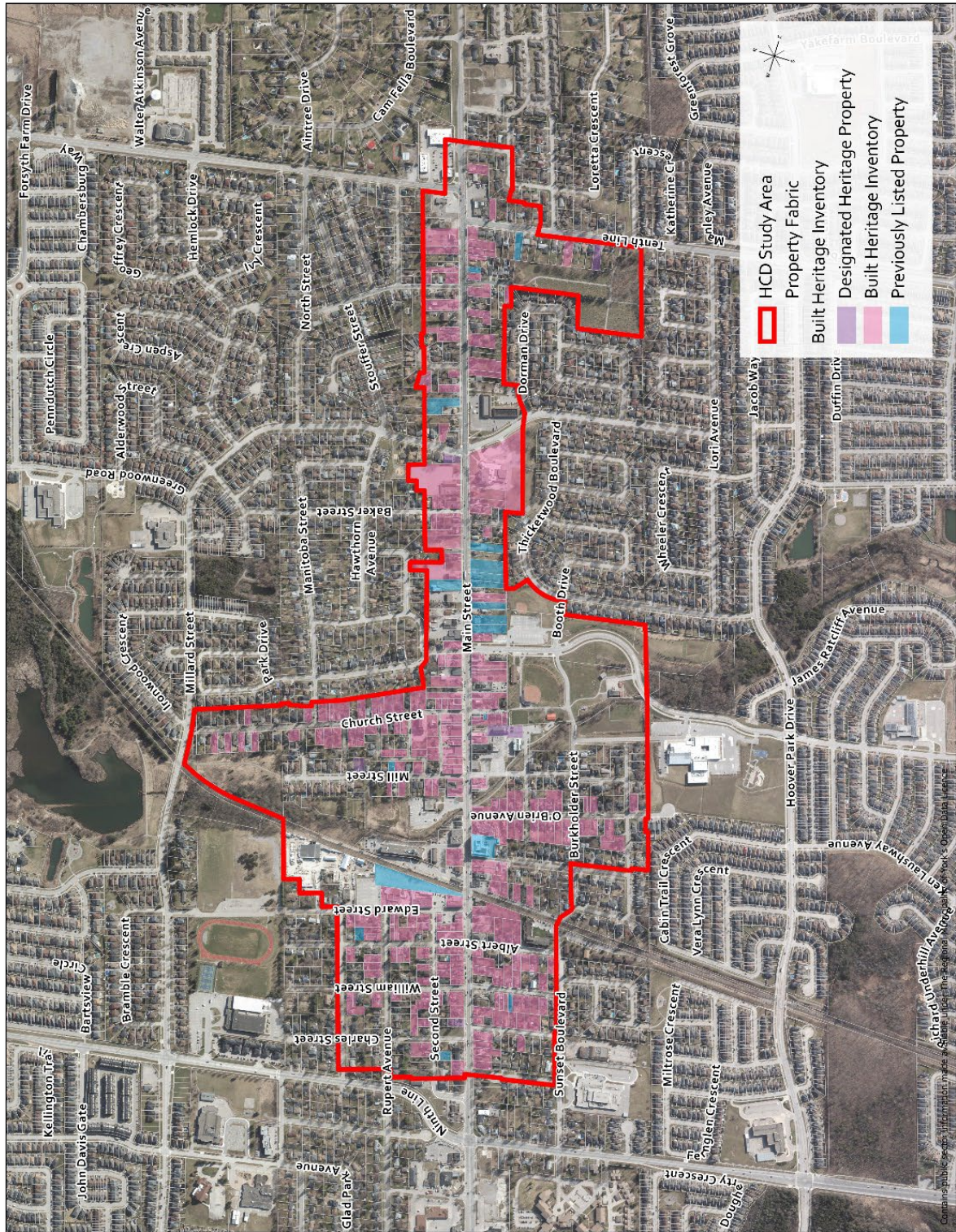


Figure 3: HCD Study Area properties.

3.2 Physiographic Context

The physiographic context of the study area is characterized by the Great Lakes – St. Lawrence Lowlands, which extend from the west end of Lake Huron to the head of Lake Erie north-easterly to the Strait of Belle Island. The Town of Whitchurch-Stouffville is considered part of the West Lowlands area. These lowland areas were affected by the Pleistocene era glacial movements and their surficial deposits, which occurred between approximately 80,000 and 10,000 years before present. The West Lowlands is separated by the Niagara Escarpment, extending from the Niagara River to the Bruce Peninsula (Canadian Ministry of Natural Resources).

Soils and Vegetation

The context of the study area includes soil types ranging primarily from till plain and clay plain (Government of Canada Physiography of Southern Ontario Map). The vegetation in this area is characterized by Ontario's Carolinian deciduous forest region, dominated by agriculture and urban areas, with scattered woodlots remaining (Ministry of Natural Resources and Forestry, 2019).

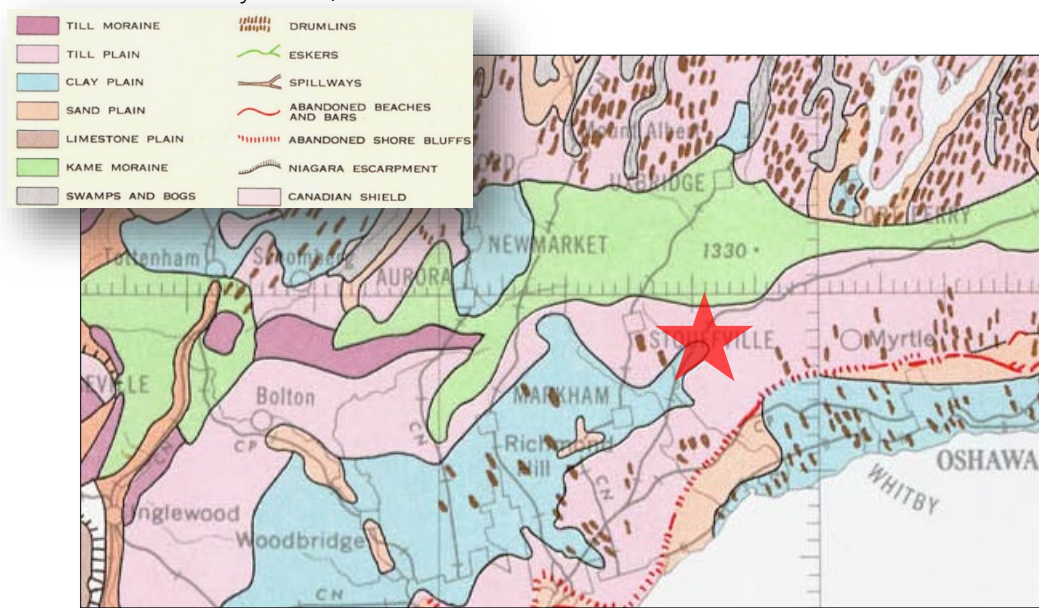


Figure 4: View of Physiography of Southern Ontario Map. Approximate location of the Town of Stouffville noted with red star. (Source: Government of Canada, 1957, accessed online in 2020 at open.canada.ca)

Natural Features and Topography

The Town of Whitchurch-Stouffville is part of the Rouge River watershed which is one of nine watersheds with the Toronto and Region Conservation Authority (TRCA) jurisdiction. The Town of Stouffville is north-west of the Rouge National Urban Park Study Area and just south of the Greenbelt Boundary. The Rouge River watershed commences in the Oak Ridges Moraine and flows south to Lake, Ontario (TRCA, 2022). The watershed is approximately 336km² in size and includes 24% forest/ wetland/ meadow land, 40% rural land and 35% urban land and 1% watercourses/ water bodies (TRCA, 2022).

The combination of the topography as a result of glacial landforms, valley lands, as well as vegetation provides the backdrop of Stouffville. These natural features and topography have influenced and shaped the ways in which humans utilized natural resources and created settlements. This includes the use of the area and its natural features by Indigenous communities, as well as Euro-Canadian settlers beginning in the early 19th century.

3.3 Historical Development and Context

3.3.1 Pre-Contact History

There are archaeological studies and reports available which provide information regarding indigenous communities, sites, villages, camps in the Town of Whitchurch-Stouffville and surrounding area. The pre-contact period of history in Ontario specifically refers to the period of time prior to the arrival of Europeans in North America. The prehistory of Ontario spans approximately 11,000 years from the time the first inhabitants arrived in the Paleo-lithic period to the late Woodland period, just before the arrival of Europeans and the “contact” period, in the 16th and 17th centuries. The periods (and sub-periods) of Indigenous history in Ontario includes the Paleo period (beginning approximately 11,500 B.P.), the Archaic Period (9,500 B.P. to 2,900 B.P.), and the Woodland period (900 B.C. to approximately the 16th century). During this period between 900A.D. and the late 13th century, the Iroquoian Tradition was prevalent in South-western Ontario which included the Huron (Wendat) nation as well as the Neutral, Petun and the Five Nations of the Iroquois also known as the Haudenosaunee (Birch, 2010). The farming of maize, squash and beans (the three sisters) as well as fishing, hunting and gathering and living in longhouses supported the typical lifestyle (Kapches, 2007). The Town of Whitchurch-Stouffville is historically part of the territory of the Huron-Wendat and Haudenosaunee peoples.

The Wendat people were present within the surrounding area of the Town of Whitchurch Stouffville. Proximal to the Study Area is the Jean-Baptiste Liane Site, (originally known as the Mantle Site) identified in 2002. This site was the location of a large Huron-Wendat village covering approximately 4.2 hectares surrounded by eight rows of palisade deposits and included over 95 longhouses and would have supported a population of over 2000 persons. The archaeological studies discovered over 1000 pit features and 18,000 artifacts (ASI, 2012). Eventually, the site was abandoned and relocated to the Orilla-Georgian Bay Area; the abandonment of the site was believed to be due to “-declining soil fertility, deforestation, and depletion of wild game (Archeoworks Inc., 2013).

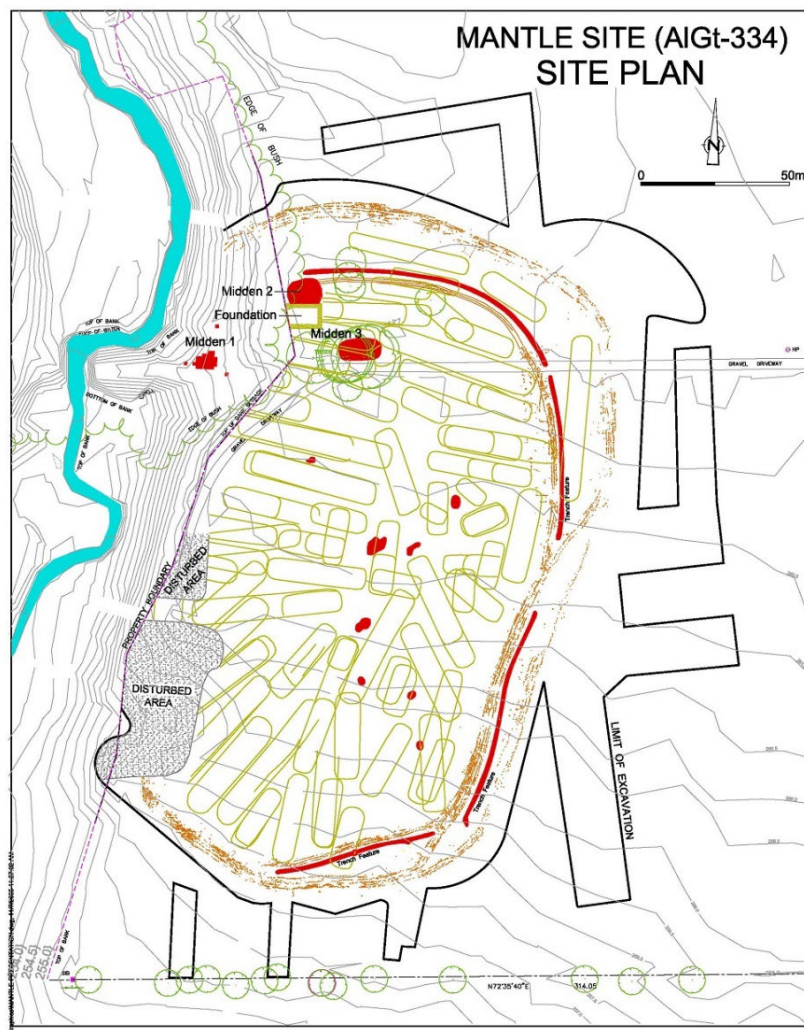


Figure 5: Mantle Site Site Plan (AIGt-334) (Source: ASI, 2012).

Between 2002 and 2005, a project team of ten archaeologist excavated an agricultural field just south of the Town. It is stated that the, “Town of Stouffville is actually within the corn

fields of a 500 year old village” (ASI, 2012). Over 100,000 artifacts were recovered including flint arrow tips, axes, and beads (see Photos 1 & 2) below.



Photos 1 & 2: (left) Human effigy pipe from the Mantle Site; (right) Woodpecker effigy pipe from the mantle site (ASI, 2012).

The Huron-Wendat community lived within the vicinity of the Town, however, the Indigenous use of the land specific to the Study Area would have been agricultural.

3.3.2 Post-Contact History

Initial contact between Europeans and Indigenous communities in the area occurred in 1615, when the French encountered the Wendat people (also known as the Wendake) which included approximately 30,000 individuals at the time (Warrick, 2008). Within the next couple of decades, Jesuit missionaries made efforts to convert the Wendat Confederacy to Christianity, however, this mission instigated several significant epidemics which killed nearly 60% of the Wendat population (Warrick 1990 & 2008). By 1645, there was conflict between the Haudenosaunee and the Wendat Confederacy resulting in many Wendat villages being destroyed throughout south western Ontario and the remaining population dispersed through the Great Lakes Region (Trigger, 1994). By the 1700s, the Mississauga, part of the Anishinaabe Nation, inhabited an area of York County. The Mississauga traded with the French and British particularly during the Seven Years’ War (Archeoworks, 2013). Following the American War of Independence, many United Empire Loyalists and Americans immigrated to Southern Ontario, some of which came to settle in York County. The Study Area is part of the Johnson-Butler Purchases which took place between 1787 and 1788 and

was sometimes called the “Gunshot Treaty” because it “covered land as far back from the lake [Lake Ontario] as a person could hear a gunshot” (Government of Ontario). This purchase was initiated by the Crown to purchase lands from the North shore of Lake Ontario to the east boundary of the Toronto purchase and east to the Bay of Quinte (Ministry of Indigenous Affairs). The Crown purchased 250,800 acres of land for the sum of £1000 worth of goods in Quebec currency (Natural Resources Canada, 2003). The Williams Treaty was signed on October 31, 1923 and November 15, 1923 by several Anishinaabe First Nations and representatives of the Crown and includes lands on which the study area is located. The purpose of this treaty was to resolve outstanding land claims offering monetary compensation and to act as a confirmatory surrender (Ministry of Indigenous Affairs). The compensation provided has since been concluded as insufficient and the treaty itself deemed unjust (Ministry of Indigenous Affairs).

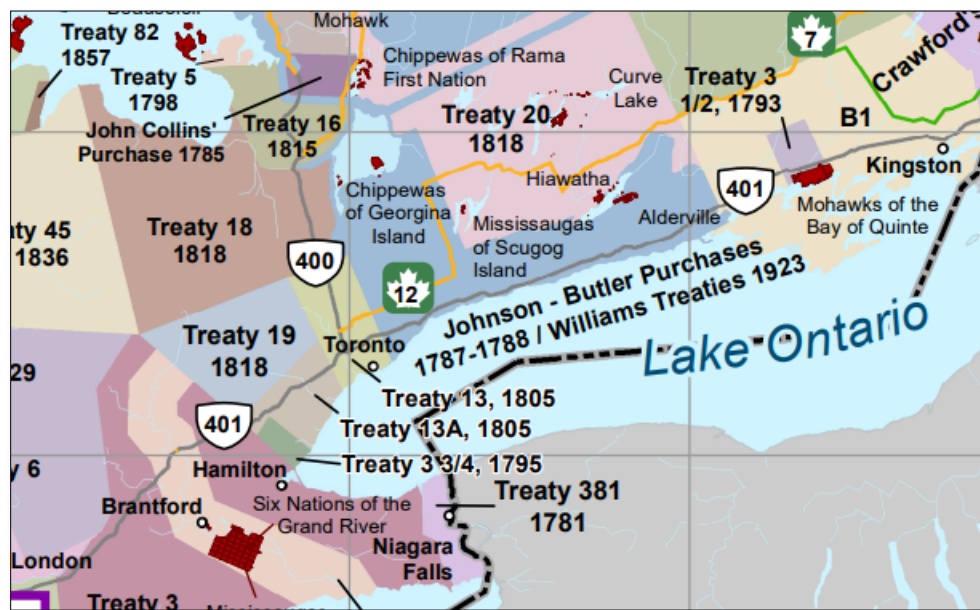


Figure 6: First Nations and Treaties, Map of the Government of Ontario, 2019.

3.3.3 Historical Context

In 1852, the County of York consisted of the following townships: Etobicoke, Vaughan, Markham, Scarborough, York, King, Whitchurch, Gwillimbury East and Gwillimbury North. At the time the counties of York and Peel were united “for municipal and judicial purposes” until 1866 (Adam, et al., 24).



Figure 7: Illustrated historical atlas of the county of York and the township of West Gwillimbury & town of Bradford in the county of Simcoe, Ontario, Toronto: Miles & Co, 1878 (Courtesy of the Canadian County Atlas Digital Project)

The lands now known as the Town of Whitchurch-Stouffville were purchased by the British crown as part of the aforementioned Toronto Purchase. At this time, the British Crown established the Township of Whitchurch within the County of York (Whitchurch-Stouffville). In 1802, John Stegman completed a survey of the township to create a series of lots and concessions to facilitate the distribution of land (The Whitchurch History Book Committee 12 & 14).

Of the lands surveyed by Stegman, 400 acres were given to Abraham Stouffer, a Pennsylvanian Mennonite originally from Switzerland who travelled to the area between 1804 and 1806 to begin settling the land (Adam, et al., 462). Stouffer, the original proprietor, began the development of the hamlet with a saw and grist mill established in 1832, followed by a post office with Mr. Charles D. Sheldon appointed as postmaster (The Whitchurch History Book Committee). The Town has been referred to by a variation of names, but the two most common were “Stouffer’s Village” or “Stouffville” (Ontario Heritage Trust). Geographically, the Town was laid out in a grid pattern with Main Street, formerly Townline, being historically the line between Markham Township and Whitchurch Township (Robbins, 2021).



*Photo 3: Abraham Stouffer Sr
(Courtesy of the Whitchurch-
Stouffville Museum)*

In 1851, Smith’s Canada described Stouffville as “a flourishing little village of recent date, containing about 350 inhabitants, a grist and oatmeal mill, sawmill- foundry, and tannery, and a Congregational church” (Adam, et al., 201). In 1851, the hamlet elected municipal officials including Joseph Hartman who was the first reeve (mayor) and a variety of councilors. Although, Abraham Stouffer Sr. passed away in 1855, the Stouffer Family remained at the forefront of the village. Abraham Stouffer Jr. was born in Stouffville in 1806 and a farmer by occupation. One of the children, David, was a general merchant in Stouffville (Adam, et al., 462).

In 1852, a Plan was completed by George McPhilips surveying the lots in Stouffer’s Village. The Plan divides the lots into three blocks (Block A, B, C). The Plan shows that the majority of lots were concentrated on the south side of Main Street identified as “Plank Road” (formerly known as Townline) east of Mill Street, however, most of the buildings present are on the west end in Blocks A and B. At that time Plank Road was paved with lumber planks from the local lumber mill (Robbins, 2021). Church Street is identified, however, buildings are only present at the corner of Main and Church Street.

In 1860, the *Historical County Map of York County* reflects the 1852 Plan, however, it shows greater development to the east, particularly, the presence of surveyed land north-east of the downtown, which includes present day Stouffer Street, and on the south side of Tenth Line.

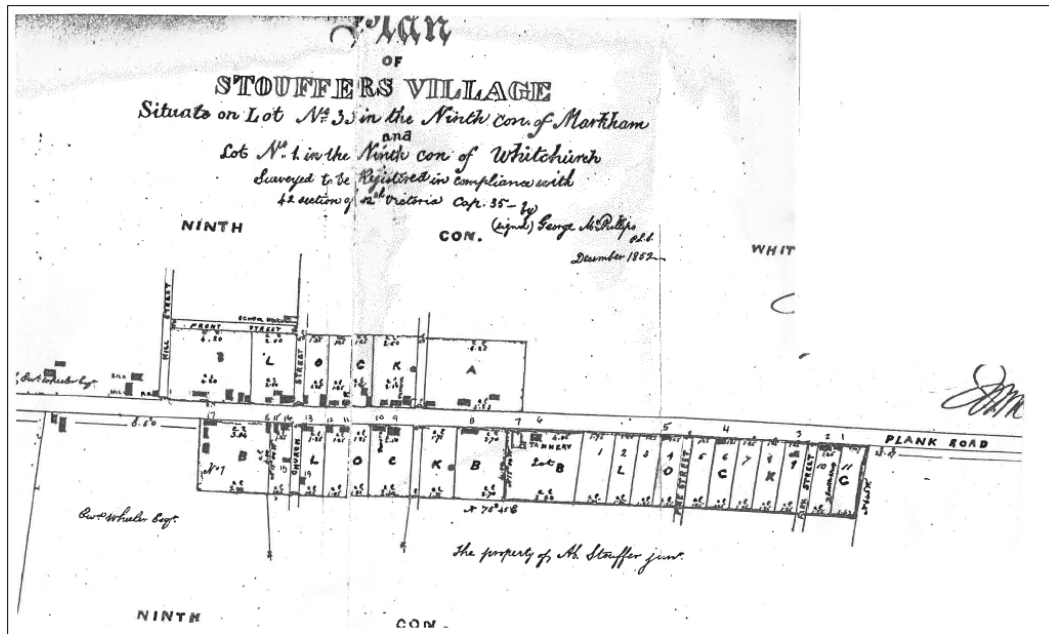


Figure 8: Plan of Stouffer's Village by McPhilips in 1852 (Courtesy of the Whitchurch-Stouffville Museum).



Figure 9: Excerpt of the 1860 Historical County Map of York County by George Tremain identifying the Village of Stouffville (Courtesy of the Ontario Historical County Maps Project).

In 1871, the Stouffville Station was established by the Toronto and Nipissing Railway which connected Stouffville with Toronto; this event would instigate an influx of development in the Town. In 1877, a second track was established in Stouffville with the Lake Simcoe Junction Railway which traversed the township commencing from Stouffville and extending northwards through Ballantrae (Adam, et al., 155). Villages surrounding Stouffville included: Ringwood, Lemonville, Bethesda, Bloomington, Pine Orchard, Petchville and White Rose (Adam, et al., 155).

In 1877, the Village of Stouffville was incorporated as a village under County By-law 274. This incorporation allowed the village to operate under a more formal municipal structure through the election of an official Council. The first Council included: James Fougherty, J.G. Reesor (Reeve), William Leaney, G.L. Freel and J. Gibney as councillors and H.W. Woodgate as Clerk (Adam, et al., 201). In 1881, the population was 866 and included: the Congregational Place of Worship, Methodist, Presbyterian, Episcopal and Baptist churches (Adam, et al., 201). In 1882, the Town of Newmarket and the Village of Stouffville were made a portion of the Riding of West Ontario (Adam, et al., 155). By 1878, the *Illustrated Historical Atlas of the County of York* shows the railway along the western limits of the village. The property west of the tracks does not appear to be surveyed and is identified as being owned by Edward Wheeler.



Figure 10: Excerpt of Illustrated historical atlas of the county of York and the township of West Gwillimbury & town of Bradford in the county of Simcoe, Ontario, Toronto: Miles & Co, 1878 identifying the Village of Stouffville (Courtesy of the Canadian County Atlas Digital Project).

In 1880, a survey map in **Figure 11** shows surveyed lots on the north-east side of village in the vicinity of Stouffer and Boyer Street. The development of lands west of the railway was driven

primarily by the need to supply the appropriate housing for new residents and labourers. Several local businessmen purchased and developed properties for the purpose of renting to labourers; this was documented commencing in the 1870s and would be represented primarily by the registration of Plan 35 in 1875 on the north side of Main Street and Plan 321 in 1871 commissioned by Abraham Stouffer Jr on the south side of Main Street.

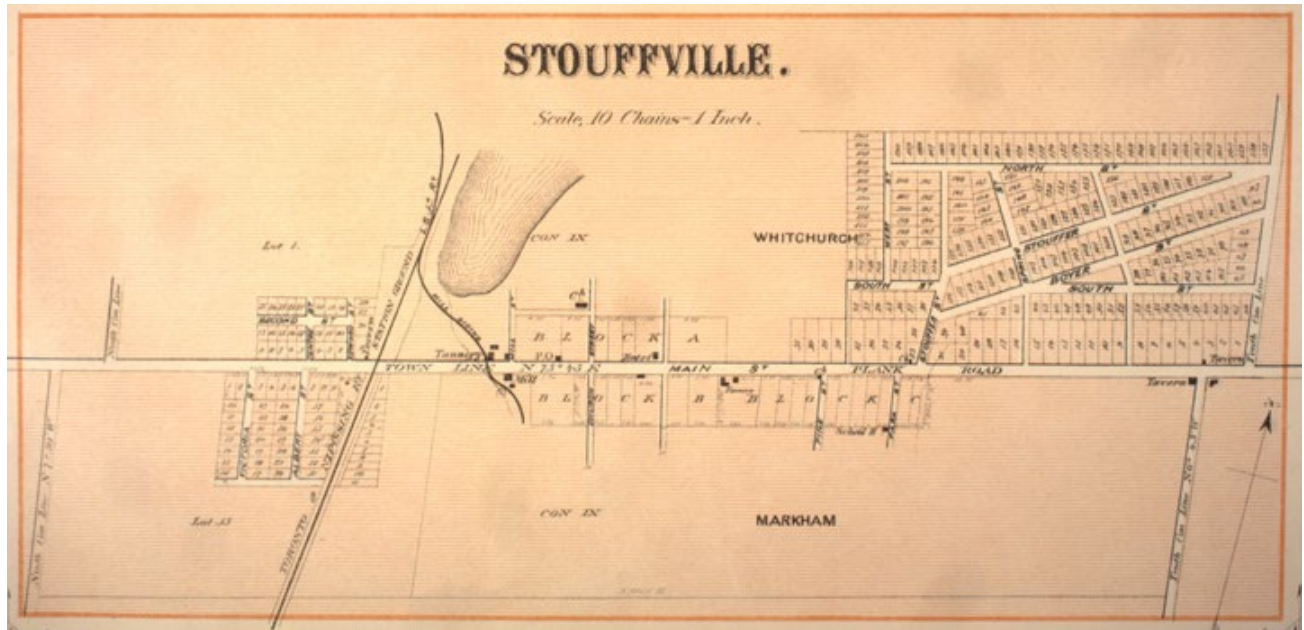


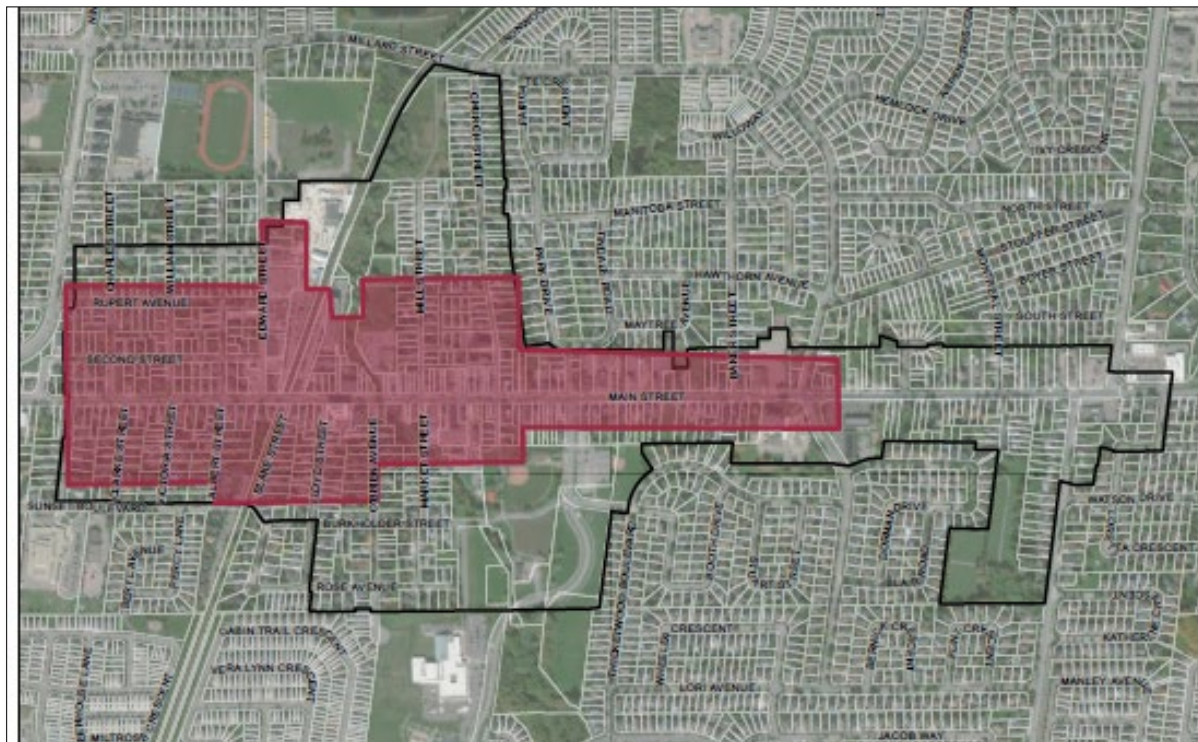
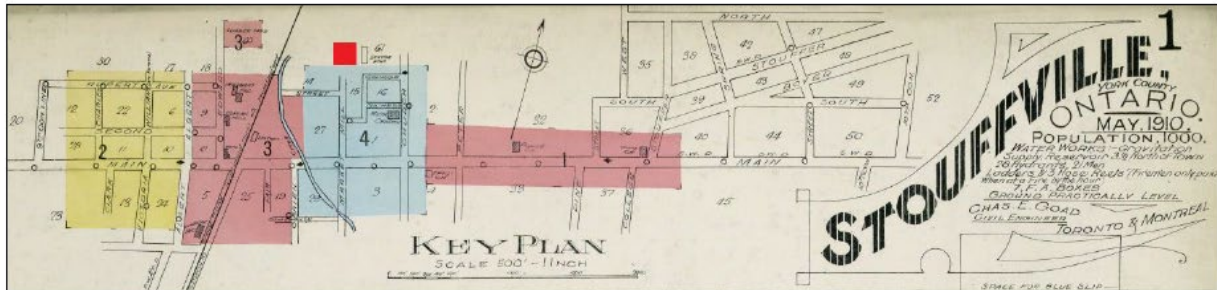
Figure 11: A survey of the lands within the Village of Stouffville from 1880 (Courtesy of the Town of Whitchurch-Stouffville Museum).

Over time, the Town grew to include its first hotel operated by Jacob Miller ("the Mansion House Hotel"), a lumber mill, a barbershop, a coal yard, various seed businesses, and railway (York Region). The railway was the second to be extended north from Toronto towards Lake Simcoe (York Region). The establishment of the railway increased connectivity to surrounding towns, villages, and cities which allowed the village to grow as a prominent milling and commercial centre (Ontario Heritage Trust). By 1884, the railway became the Grand Trunk Railway and in 1914, the railway was taken over by the Canadian National Railways.



Photos 4 & 5: (above) Photograph of Market Day in Stouffville on Thursday, April 19th, 1888 (Courtesy of the Markham Museum); (below) A 1911 postcard Stouffville Junction Station, showing a Grand Trunk train (Courtesy of the Toronto Railway Historical Association from the Ross Gray Collection).

In 1910, the Fire Insurance Plan identifies the urban area of the village. This urban area is extended from Charles and Clark Street on the west side to east of Stouffer Street and Rupert Avenue and George Street to the north and just north of what is today Sunset Boulevard.



Figures 12 & 13: (above) Excerpt of the 1910 Fire Insurance Plan of Stouffville, Ontario (Courtesy of the Whitchurch-Stouffville Museum); (below) Overlay of identified urban area in 1910 based on the Fire Insurance Plan upon Study Area (MHBC, 2022).

By 1910, the village had significantly grown since 1880, particularly the development in the downtown between the railway and Mill Street. By that time, there was a mixture of both commercial and residential buildings in this area of the downtown. In the excerpt below, the railway station and surrounding structures are shown, such as the grain elevator.

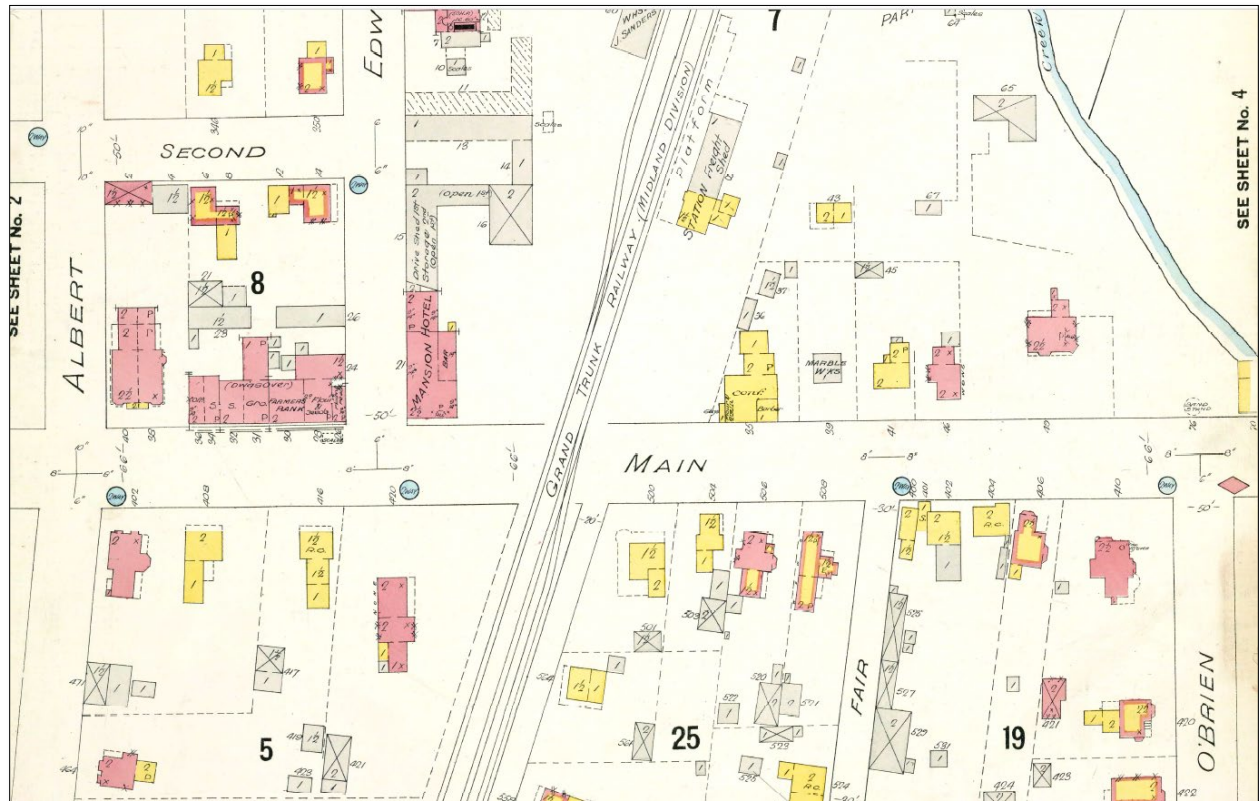


Figure 14: Excerpt of the 1910 Fire Insurance Plan (Courtesy of the Whitchurch-Stouffville Museum)

The 1914 historical topographic map shows that there was a concentration of development along Main Street. By 1933, there was not a significant increase in development, however, this was likely due to various factors including the First World War and the Great Depression.



Figures 15 & 16: (left) Historical topographic map of Stouffville in 1914; (right) Historical topographic map of Stouffville in 1933 (Courtesy of the Historical Topographic Map Digitization Project).

In the 1920s, the village's road network was in need of upgrades to cross surrounding wetlands. Main Street was mostly bogs, claimed due to a branch of Duffins Creek, and the planks that were originally used from Wheeler's Mill to build a road from Ringwood to the 10th was not sufficient. As a result, it was decided in the early 20th century that a corduroy road would be built (Barkey, 42). Eventually, in 1929 the local council pledged \$109,000 to rebuild Main Street; this reconstruction was completed in 1930.

In 1923, the Carnegie Library was constructed and Daley Hall, built in 1885 at the southwest corner of Market and Main Streets, was destroyed by fire in the same year (Hind, 2016). There was another concert hall built in 1903 which later became a movie theatre in 1923 and later served as the Town's municipal offices (The Whitchurch History Book Committee, 99). By 1927, Main Street welcomed a new federal post office (The Whitchurch History Book Committee, 99).



Photos 6 & 7: (above) Undated photograph of Main Street likely in the early 1900s (Courtesy of the Whitchurch-Stouffville Museum) (below) Photograph of Main Street, Stouffville, Ontario in 1910 from the Baldwin Collection of Canadiana, Toronto Public Library)

In 1953, the first subdivision was established extending from Park Drive to Baker Avenue and north to Manitoba Street (The Whitchurch History Book Committee, 99). In 1971, there was a

fire that would impact Main Street occurring in the Ratcliffe Block at the corner of Main and Market Streets (The Tribune, 1971). It was claimed that the fire “-changed the face of Main Street” as the Ratcliffe Block and adjacent building burned down (Cadieux).



Photo 8: Axonometric aerial of downtown Stouffville in the latter half of the 20th century (Courtesy of the Whitchurch-Stouffville Museum).

The village of Stouffville continued to grow and in 1971 Township of Whitchurch and the village of Stouffville were amalgamated to form the Town of Whitchurch-Stouffville. At this time, Ken Laushway, who was Stouffville’s final reeve, became the mayor of the town and presided over the initial council meeting which took place on January 5, 1971 (York Region). In the 1980s, the Stouffville Station was demolished and replaced by the current GO Station. In 1993, upon the publication of Whitchurch Township, the Whitchurch History Book Committee stated, “Many historic homes remain in Stouffville, lining Main Street. While the town has

grown commercially and in population, the spirit of its ancestors characterizes the small-town atmosphere of present-day Stouffville” (99).

4.0 Fieldwork

4.1 Overview

Desktop data collection developed a foundation for the fieldwork. Field work was undertaken between August and October 2021 to compile an inventory of properties within the Study Area. The purpose of field work was to collect information regarding all potential cultural heritage resources within the Study Area boundaries and gain an understanding of the character and features existing on the landscape. Fieldwork on-site visits to each parcel located within the Study Area, but it also included community engagement and consultation such as local walking tours and discussions regarding the protection of local cultural heritage resources.

4.2 Methodology and approach

In order to holistically approach the Study, both qualitative and quantitative data was used to assess potential character areas. Qualitative data was yielded from the initial review of the Study Area and community engagement including interviews with local historians and social media outlets and quantitative data that was generated from the information gathered from on-site fieldwork in terms of the quantity of various factors (i.e. height, architecture, construction date).

On-site field work was undertaken primarily on foot and photographs were taken of each property, including streets, and built and natural features visible from the public realm. The information compiled for each property within the study area boundary was entered into a Geographical Information System (GIS). The information collected for each property included its address, legal description, lot and concession, architectural style, approximate date of construction, and whether or not it was determined to be “contributing” or “non-contributing” to the character of Town of Whitchurch-Stouffville.

4.3 Overview of fieldwork

4.3.1 Initial site visit (August 2021)

An initial site visit was completed on August 18, 2021 to complete a general review of the Study Area. The visit indicated that there were areas that were affected by new development and new infill was identified in several areas including along Lloyd Street and the north end of Mill Street. There were, however, areas that had a concentration of similar historic buildings.



Lloyd Street



Second Street

Photos 9 & 10: (above) View of Lloyd Street looking northwards towards Main Street; (below) View of Second Street looking westward towards Albert Street (MHBC, 2021).

4.3.2 Public consultation

Public Consultation Meetings

A public consultation meeting was held virtually¹ in December of 2021, with a second meeting occurring in March of 2022. All residents within the Study Area were mailed a newsletter outlining the progress of the Study and the meeting details (see **Appendix 'E'**). The first meeting occurred on December 14th, 2021. A second public meeting was held on March 10th, 2022. During the public consultation meetings, most of the public concerns were relative to the effects of an HCD in terms of proposed alterations within the District as well as any subsequent effect to the values of HCD properties. Overall, the public were satisfied with the proposed boundary and the project team did not encounter strong opposition.

A survey was provided during the second public meeting through Menti-meter. This survey posed the question, "Would you like to see a Heritage Conservation District in Stouffville?" which could be responded with: Yes (one district), Yes (multiple districts), No and Indifferent. The result was a total of 70% of the votes being identified as 'Yes' including the options of either having one collective HCD or multiple districts within the same boundary.

Social Media

Information regarding the Heritage Conservation Study was also provided via social media including the Town's webpage [Come Together, Whitchurch-Stouffville \(cometogetherws.ca\)](https://www.cometogetherws.ca), the Town's Facebook page, and an email distribution list. Feedback forms were available online as well as a fillable form on the Town's website.

¹ Public Consultation was held virtually using the Zoom platform and offered as a webinar.

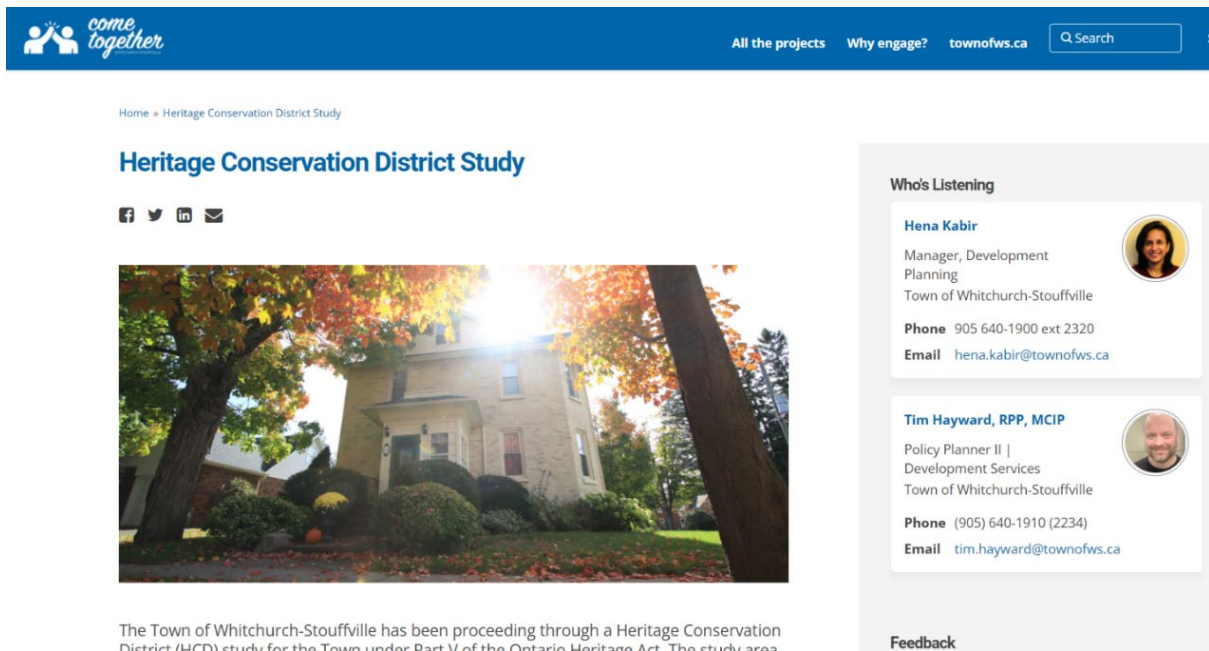


Figure 17: View of webpage dedicated to the Heritage Conservation District Study (Source Come Together, 2022).



Figure 18: View of community posting on the Town's Facebook Page (Source: Facebook, 2022).

Consultation with Local Institutions- The Town of Whitchurch-Stouffville Museum and Community Centre- Curator/ Supervisor of Museum- Krista Rauchenstein

MHBC attended the Town of Whitchurch-Stouffville Museum on August 18th, 2021 to access local archival material, local historical exhibits and speak with Krista Rauchenstein Curator and Supervisor of the Museum regarding local history. The visit also included viewing *Archaeology Alive! The Jean-Baptiste Lainé Site in Whitchurch-Stouffville* in order to gather information regarding local Indigenous communities.



Photos 11 & 12: (left) View of local historical exhibit; (right) View of log home at the Town of Whitchurch-Stouffville Museum (MHBC, 2021).

Consultation with Local Historians and Local Oral History – Fred Robbins and Ruth Burkholder

MHBC Staff met with local historians, Fred Robbins and Ruth Burkholder, on August 18th, 2021 to review local history, tour the Downtown area with historical commentary and to discuss the topic of protection of cultural heritage resources and their expectations. Discussions with Fred Robbins occurred throughout the HCD Study. Local historians expressed that they feel that local cultural heritage resources are at threat and would like to see the municipality provide more support for the protection of these resources.

Local Media

Local media provides information regarding the community's opinion of a variety of topics and is a rich resource to help understand the values that a community holds. In review of

local newspaper articles, books and ephemera, a better understanding of the community and its value for cultural heritage value was established as seen below.

- Local newspapers including: the *Stouffville Free Press*, *The Tribune* (also known as the '*Stouffville Tribune*' and the '*Stouffville Sun-Tribune*'), *Stouffville Review* and *Whitchurch Stouffville this Month* were reviewed and the following was determined based on this information:
 - Beginning around the latter half of the 20th century, several cultural heritage resources were demolished and this appears to have been a point of tension for local community members; and,
 - The local community has concerns about new development 'fitting in' or rather being compatible with the mature character of the Town.
- The local community values their local heritage with the presence of several local historical columns, pamphlets and other related historical material including:
 - The publication of local history books by the Stouffville Historical Committee (no longer in existence) and the Whitchurch- Stouffville History Book Committee;
 - Local historical columns in the *Stouffville Review*;
 - Pamphlets and tours developed based on specific topics including: *The Churches of Stouffville* and the *Stouffville Village Walking Tours* which included nine walking tours² :
 - Tour # 1- Stouffville Centre North
 - Tour # 2 Village Centre South
 - Tour # 3- Brimstone Point North (primarily not located within the Study Area);
 - Tour #4-Slough of Despond
 - Tour #5A-The Heart of Stouffville West
 - Tour #5B- The Heart of Stouffville East
 - Tour #6-Brimstone Point South

² Walking Tour #5 is divided into two parts.

- Tour#7-Stouffville Junction South
- Tour #8- Stouffville Junction North
- Tour #9- Main Street West

The majority of the walking tours are geographically located within the Study Area and provided information from a community perspective regarding cultural heritage resources in the Town.

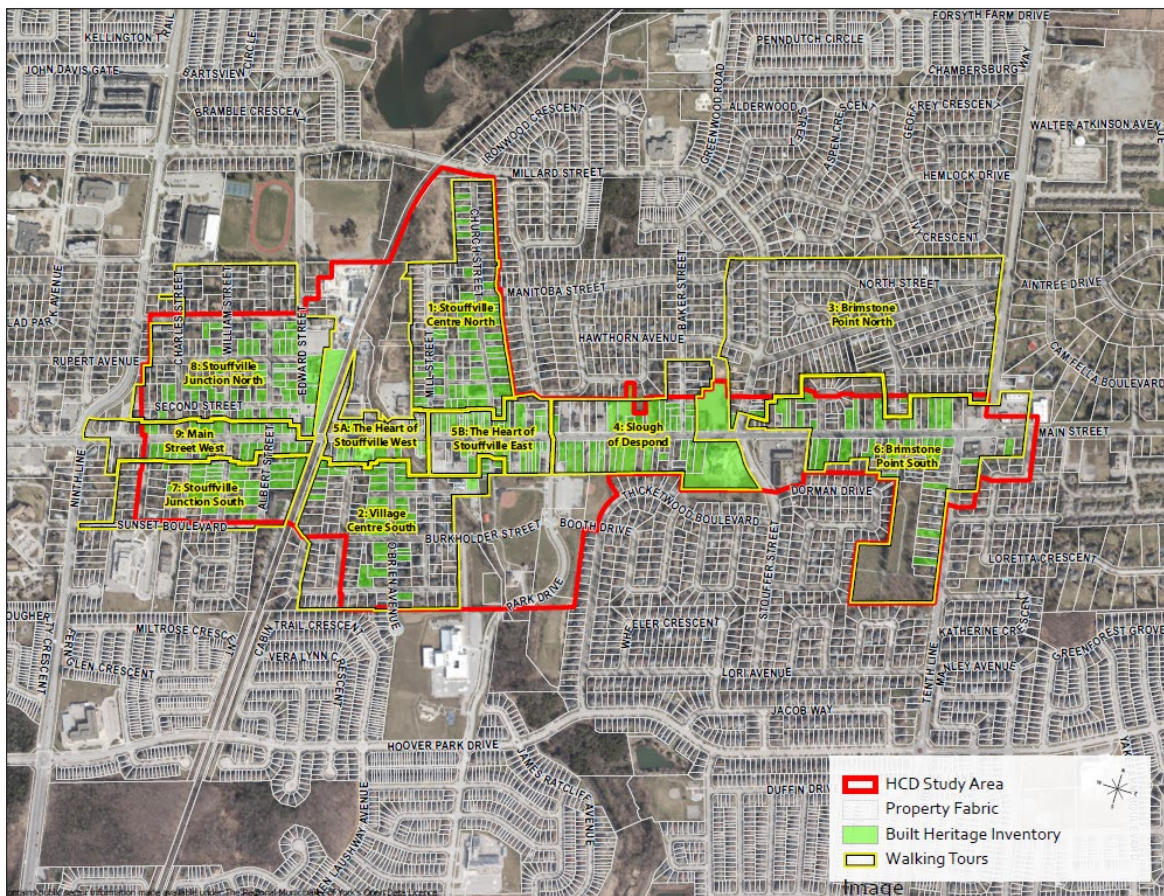


Figure 19: Map figure of geographical coverage of the historical walking tours (MHBC, 2021).

- Local business directories (i.e. the Town of Stouffville Directory, Living and Shopping Stouffville).

4.3.3 On-site Fieldwork and Inventorying (September-October 2021)

Fieldwork was completed over several days and was completed digitally primarily using mobile devices to record information which would then be populated into a GIS-based database. Information that was gathered for the database included:

- *Address;*
- *Heritage Status;*
- *Type of property (i.e. dwelling, commercial, landscape);*
- *Date of Construction;*
- *Integrity;*
- *Architectural style;*
- *Storeys;*
- *Contributing Status*
- *Contributing and Non-contributing categories (depending on status);*
- *Site Visit Status;*
- *Additional Notes (Historical Overview);*
- *Landscape features; and,*
- *Candidacy for Part IV Designation.*

Built Heritage Inventory Property Profile Fieldwork Review

Information from the Built Heritage Inventory (BHI) was populated into the database prior to fieldwork and included information such as: address, heritage status, date of construction, integrity, architectural style, height as well as historical notes. The objectives of the review of BHI properties were:

- Photograph the property;
- Review and confirm date of construction, height and architectural style of buildings or structures on-site;
- Identify heritage integrity (poor, fair, excellent) of built features;
- Identify properties with landscape features;
- Identify properties that could be candidates for Part IV designation; and,
- Identify contributing status.

There were 270 properties identified on the BHI and all properties were reviewed. See **Figure 20** on the following page for example of a property profile being viewed within the digital database on-site.

Example of Digital BHI Property Profile

Stouffville HCD Study

185 Rupert Avenue

ID	504
Heritage Status	Listed
Heritage Status Notes	Built Heritage Inventory
Type	Dwelling
Type Notes	
Date Constructed	1886
Date Constructed Notes	1886 (2.)
Integrity	Fair
Architecture Style	Late Victorian
Architecture Style Notes	
Architectural Group	Vernacular
Storeys	1.5
Contributing Status	Contributing
Contributing Categories	Similar architectural style to surrounding area
Contributing Categories Notes	
Non-Contributing Categories	
Non-Contributing Categories Notes	
Landscaping Features	
Landscaping Features Notes	
Additional Notes	Owned by David Latchford from 1886 to 1913. Latchford worked in the Brown carriage shop before opening his own at the corner of Victoria and Main Streets. George Pickhardt, tenant here at the turn of the century, was a manufacturer of veterinary products (ointments, etc.) in the Todd Block. This was the home of John Oxendale (a drayman - horse drawn delivery man of goods) from 1913 to 1957 (4.). This building is located in the neighbourhood west of the railway tracks, which in the 1880s, experienced a 'building boom'. Warehouses, lumber yards, a foundry, and feed mills were developed and the streets in this area were severed into lots and new buildings were built along

Figure 20: Example of property profile in GIS database which would have been viewed during fieldwork (MHBC, 2021).

Non- Built Heritage Inventory Property Profile Fieldwork Review

Information, such as the property's address, was populated into the database prior to fieldwork. The objectives of the review of non-BHI properties were:

- Photograph the property;
- Identify height of buildings or structures on-site;
- Identify approximate construction date of buildings or structure on-site;
- Identify properties with landscape features; and,
- Identify contributing status.

There were 427 properties with no heritage status in the Study Area which were all reviewed as part of the Study. See **Figure 21** for example of a property profile.

Example of Digital Non-BHI Property Profile

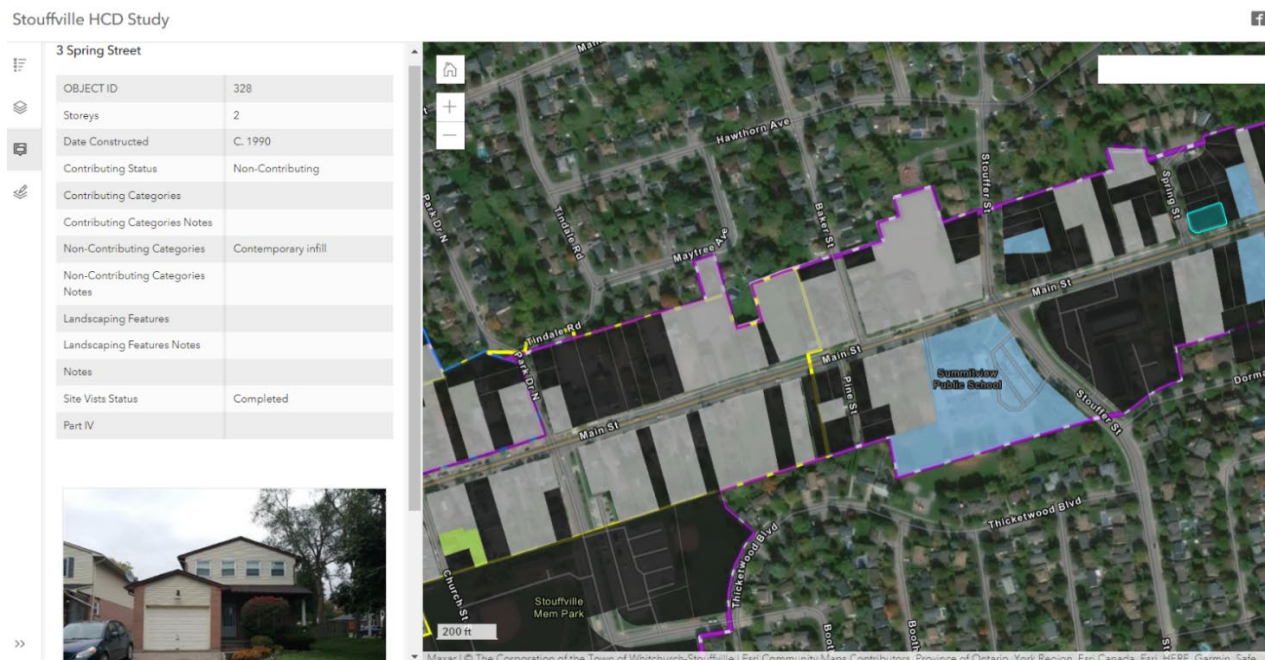


Figure 21: Example of property profile in GIS database which would have been viewed during fieldwork (MHBC, 2021).

Appendix 'D' to this report includes completed Property Profile Sheets for both BHI and Non BHI properties generated from the ArcGIS database.

4.4 Fieldwork findings

There were several components of the fieldwork which provided information to contribute to the delineation of the final HCD Study Boundary. The following sub-section reviews the components used to analyze the HCD Boundary in this Study:

- Construction Dates/ Building Chronology
- Architectural Styles
- Building Height
- Contemporary Infill
- Landscape Features
- Views

The above-mentioned components were supported by the findings of historical research and identification of historical themes with the boundary of the Study Area.

4.4.1 Construction dates/ building chronology

A review of the construction dates of all the properties within the limits of the Study Area provided a timeframe for periods of major construction³. Construction dates ranged from prior to 1850 to post 2020.

The data identifies that the first period of significant construction in the Town was between 1870 and 1899 with a peak within that timeframe between 1880 and 1889. The majority of the construction within the first period was primarily in the downtown core, along Church Street and O'Brien Avenue and west of the railway tracks (east of Clarke and Charles Street).

³ Note, that the properties that are N/A or unknown would indicate properties considered to be landscaped/ open space.

The data also identified a second period of construction in the Town between 1970 and 2009 with the highest concentration between balanced between the 1970s and 1990s. The majority of the construction in the 1970s is present south of Burkholder Street and on the eastern end of the Study Area and the majority of construction in the 1990s is primarily located on the eastern end of the Study Area.

[illegible]

4.4.2 Architectural styles

A review of architecture in the Town identified that the most prevalent architectural styles within the Study Area are⁴:

- Vernacular (includes Late Victorian);
- Gothic Revival;
- Edwardian (includes American Foursquare)
- Romanesque Revival (includes Nathan Forsyth buildings); and,
- Ontario Cottage.

Vernacular Style

Vernacular style buildings comprise approximately a third of the buildings in the Study Area. The term ‘vernacular’ means architecture that is typically modest in design and specific to a place and period of time. Vernacular architecture is constructed with local materials and expertise and generally not overseen by a professional architect.



Photos 13 & 14 - (left) Example of vernacular homestead located at 25 Clarke Street, c. 1889; (right) Example of vernacular Victorian home c. 1885 (MHBC, 2021).

⁴ Note that architecture styles were only identified for properties on the Built Heritage Inventory.

Gothic Revival Architectural Style

The Gothic Revival architectural style was most prevalent between 1750 and 1900 and it is claimed that the Gothic Revival cottage is one of the most pervasive Ontario residential style in the 19th century. This architectural style is influenced by medieval details such as lancet windows and is often identified by its central, high-pitched gable on the front façade.



Photos 15 & 16 - (left) Example of Gothic Revival cottage located at 61 Church Street, c. 1878-1882; (right) Example of Gothic Revival cottage located at 34 Victoria Street, c. 1876 (MHBC, 2021).

Edwardian Architectural Style

The Edwardian architectural style was popular between 1890 and 1916. The Edwardian suburban house is identified by its gable front and front porch and simplified design in comparison to the Late Victorian period. This style includes the American Four Square house design that was prevalent during this time period identified by its square floor plan, pyramidal hipped roof and dormers often centred on the main side of the roof.



Photos 17 & 18 - (left) Example of Edwardian building influenced by the American Four Square architectural style, located at 29 O' Brien Avenue, c. 1901 (right) Example of Edwardian building influenced by the American Four Square architectural style, located at 6018 Main Street, c. 1916 (MHBC, 2021).

Romanesque Revival Architectural Style

The Romanesque Revival architectural style was popular between 1840 and 1900. The architectural style is renowned for its rounded arches and door and window surrounds. Nathan Forsyth was a local master builder and constructed several buildings in Stouffville. Forsyth had a particular attraction to the Romanesque Revival Style which is apparent in the buildings he built throughout the Town.



Photos 19 & 20 - (left) Example of Romanesque Revival dwelling located at 96 Church Street, c. 1890; (right) Example of Romanesque Revival Church located at 34 Church Street (The Stouffville United Church) , c. 1894 (MHBC, 2021).

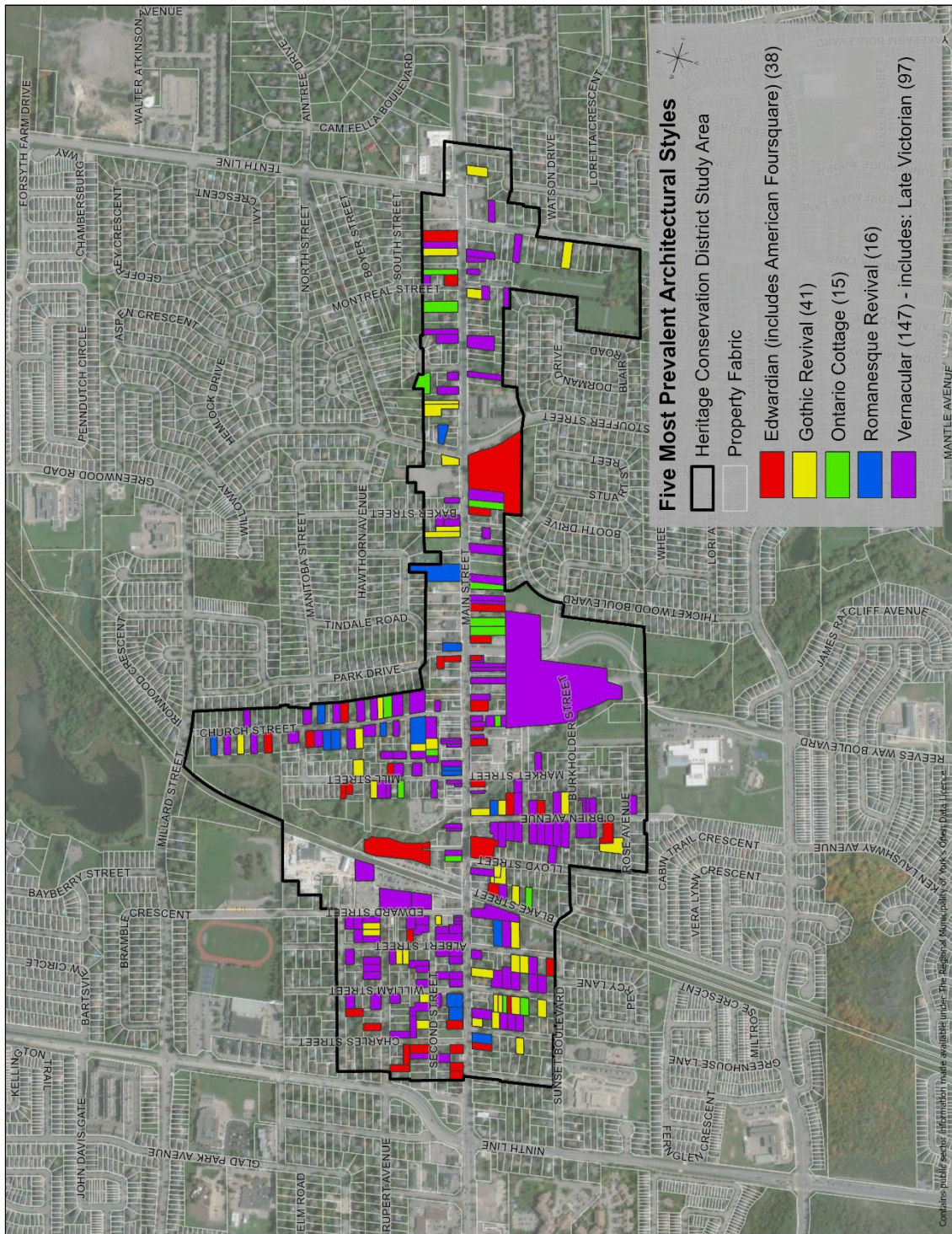
Ontario Cottage Architectural Style

The Ontario Cottage was a common architectural style in Ontario in the 19th century. The architectural style gained popularity in the 1820s and was constructed throughout the century. The cottage is inspired by Regency design and includes simplistic, symmetrical, rectangular plans and typically would be 1 ½ storeys in height.



Photos 21 & 22 - (left) Example of an Ontario Cottage located at 6660 Main Street, c. 1873; (right) Example of an Ontario Cottage located at 6421 Main Street, c. 1855 (MHBC, 2021).

Figure 23: Architectural Styles



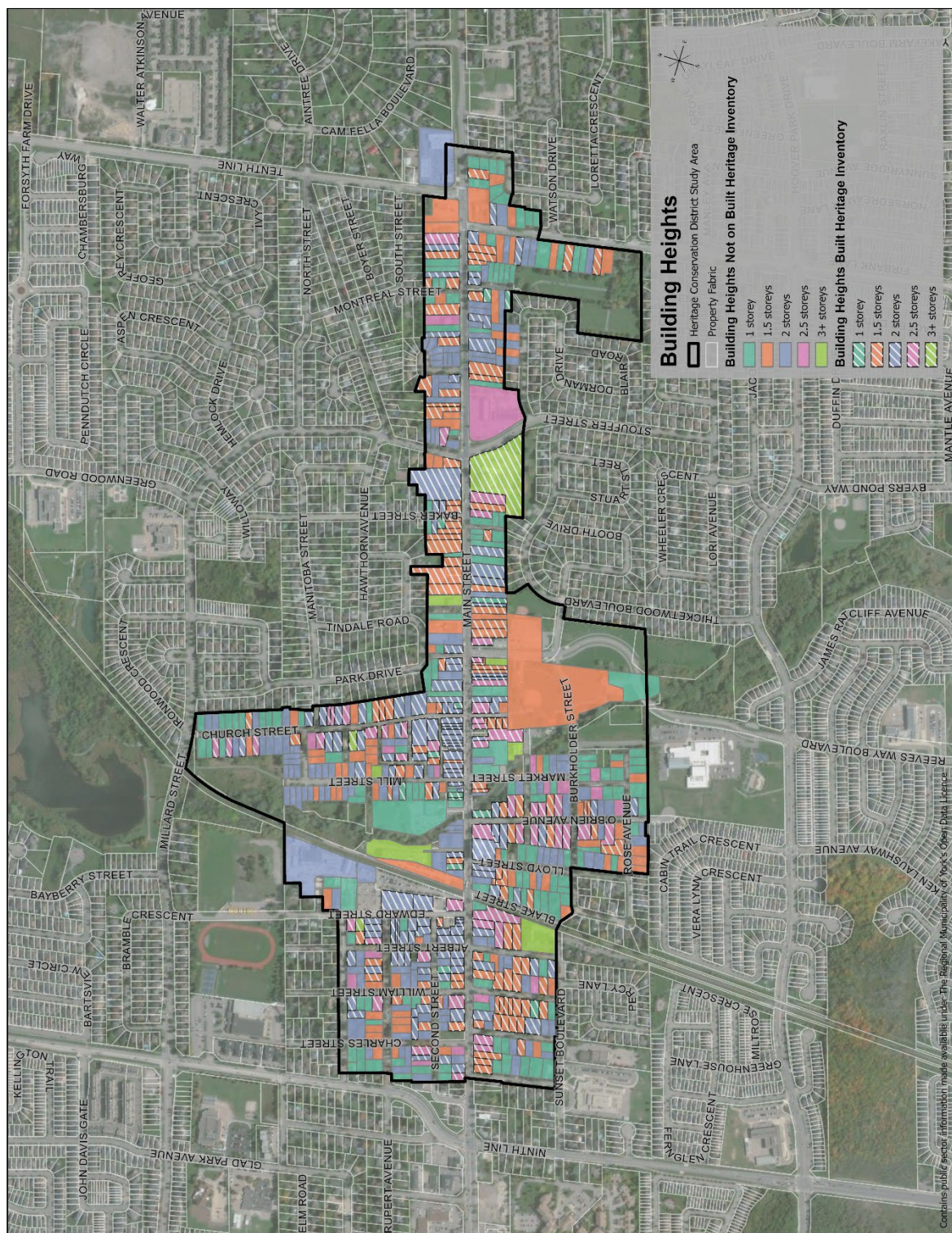
4.4.3 Building heights

The majority of buildings within the Study Area are lower than three storeys in height; there are only nine buildings that are three storeys (0.01% of the parcels in the Study Area). Buildings in the Study Area are predominately 1.5 -2 storeys in height both in the residential and commercial areas.

There are several one storey buildings on the south side of Burkholder Street, north end of Church Street and along the outskirts of the western and eastern end of the Study Area. These one storey buildings are primarily represented by the one storey bungalows that were popular during the 1970s during the time of the second major influx of construction in the Town.

Generally, the Study Area includes conventional building forms within the 1.5- 2 building height with gable roofs being the dominant roofline in the residential areas and platform, parapet, 'boomtown' rooflines for historic commercial buildings.

Figure 24: Building Heights



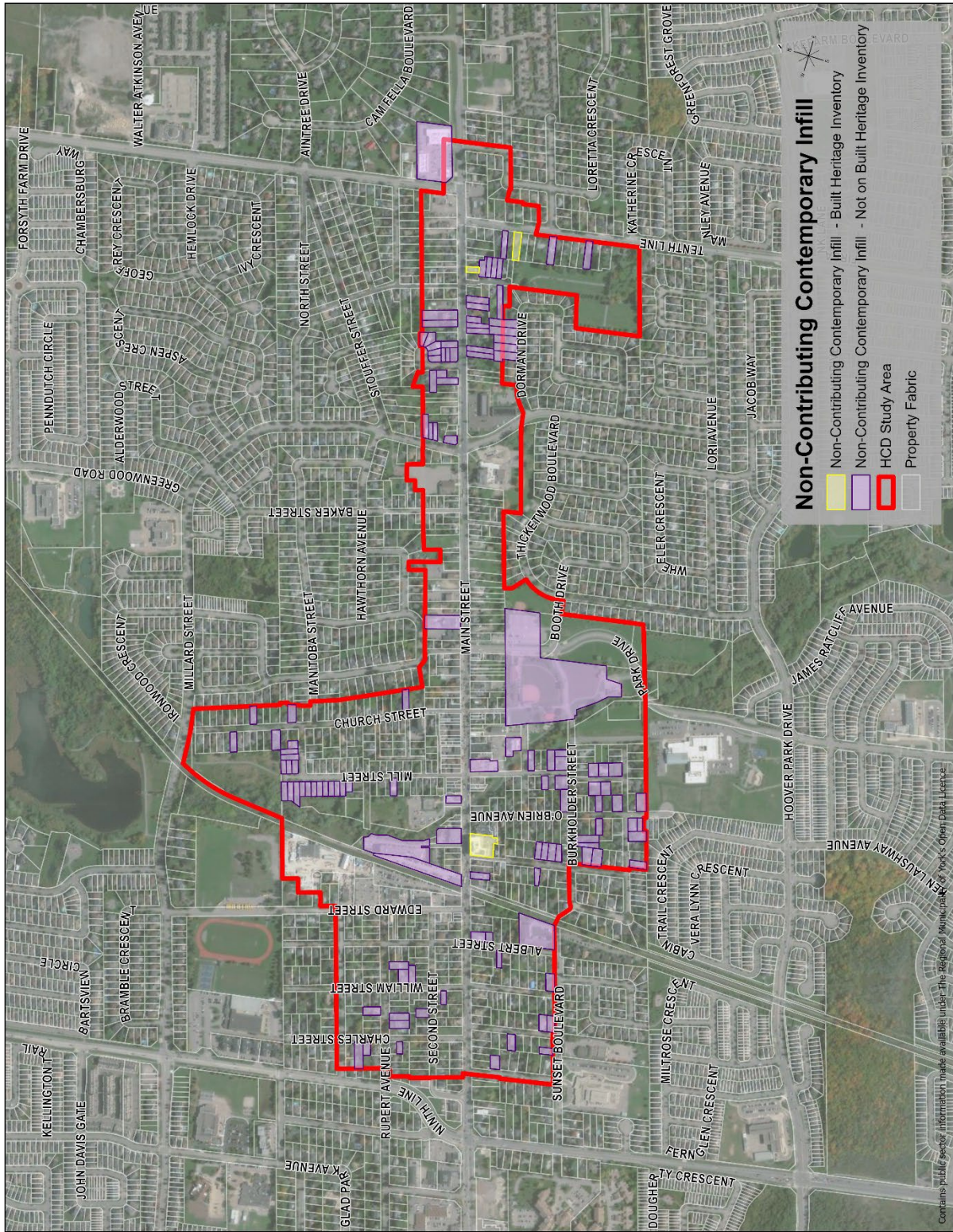
4.4.4 Contemporary infill

A review of the properties identified as contemporary infill (buildings or structures constructed 1980+). It is apparent that there are areas within the Study Area that have been impacted by recent development. These areas include:

- East end of Study Area particularly north of Norman Drive;
- North end Mill Street;
- South end particularly of Burkholder Street and along Lloyd Street; and,
- Western side of the Study Area, particularly west of William Street.

It is interesting to note that there is limited contemporary infill within the downtown core (see **Figure 25**). The areas listed above include a variety of alterations to existing buildings, most of which appear to be sympathetic, as well as new construction. In some cases, new constructions are posed as 'replicas' of heritage buildings which, although mimics the surrounding heritage architecture, also causes challenges to distinguish the old from the new. New construction should be legible and distinguishable while being sympathetic to the surrounding mature neighbourhood. There appears to be a variety of interpretations of what 'compatible infill' is ranging from replicas to contrasting, contemporary designs.

Figure 25: Contemporary Infill



4.4.5 Landscape features

Cultural heritage landscapes can include, but are not limited to: roadscares, waterscapes, railscares, streetscapes and historical settlements. These types of landscapes can be identified as follows:

Waterscapes: waterway features that contribute to the overall character of the cultural heritage landscape, usually in relation to their influence on historic development and settlement patterns.

Railscares: active or inactive railway lines or railway rights of way and associated features.

Historical settlements: groupings of two or more structures with a commonly applied name.

Streetscapes: generally consists of a paved road found in a more urban setting, and may include a series of houses that would have been built in the same time period.

Landscape features also can have cultural heritage value or interest independently and could include: heritage trees, statues, memorials, art installations, plaques and fencing. Based on the above, the following cultural heritage landscapes were identified:

- *Waterscape* including Stouffer Creek, which is part of the Rouge River Watershed, which influenced the place of settlement and overall historic development of the Town; the waterscape includes lands east side of the Creek on the north side of the Study Area traversing Main Street and moving congruently along the Creek. The waterscape includes ecological features and contributes to the natural landforms associated with the Creek;
- *Railscape* which includes the active Canadian National Railway line and associated features such as the railway station (although not original);
- *Historical settlement* patterns in the Town are reflected in the circulation pattern of roads, land patterns including areas with historic registered plans and the associated historic lot fabric that is retained, and spatial organization between the downtown commercial core and residential areas;
- *Streetscapes* which include vegetative features and overall shallow front yard setbacks:
 - O'Brien Avenue with tree lined boulevard;
 - Church Street with tree lined boulevard;

- Second Street with tree-lined boulevard;
- Victoria Street with tree-lined boulevard.
- Albert Street with tree lined boulevard; and,
- Main Street including culvert where the street intersects with Stouffer Creek.



Photo 23- View of O'Brien Avenue streetscape (Source: MHBC, 2021).

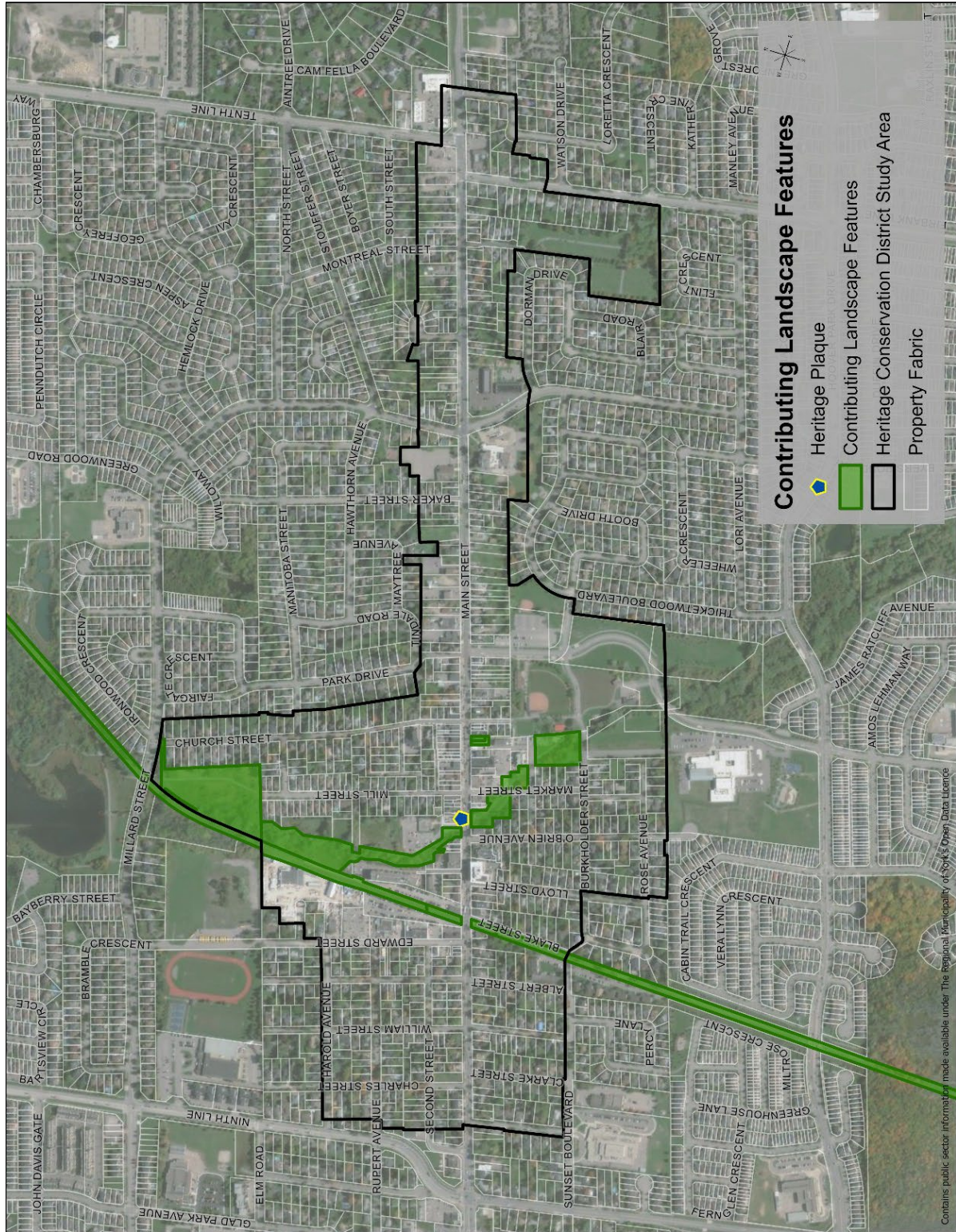
Landscape features in the Study Area include:

- Ontario Provincial Plaque, “The Founding of Stouffville” located on the site of the former Stouffer homestead, Main Street;
- Civic Square including the Clock Tower and 19 on the Park as a local landmark; and,
- Parkette south of Main Street between O'Brien Avenue and Market Street.



Photo 24- View of Ontario Provincial Plaque on Main Street (Source: MHBC, 2021).

Figure 26: Landscape Features of Potential Cultural Heritage Value



4.4.6 Views

The Standards and Guidelines for the Conservation of Historic Places (Second Edition) defines in Section 4.1.5 “Visual Relationships” which is included as part of a character-defining element of a historic place and relates to an observer and their relationship with a landscape or landscape feature or between the relative dimensions of landscape features (scale). This policy with the Ministry adopted the following definitions of a view and vista, respectively:

***Vista** means a distant visual setting that may be experienced from more than one vantage point, and includes the components of the setting at various points in the depth of field.*

The Ontario Heritage Toolkit acknowledges that views of a heritage attributes can be components of its significant cultural heritage value. This can include relationships between settings, landforms, vegetation patterns, buildings, landscapes, sidewalks, streets, and gardens, for example.

***View** means a visual setting experienced from a single vantage point, and includes the components of the setting at various points in the depth of field.*

Views can be either static or kinetic. Static views are those which have a fixed vantage point and view termination. Kinetic views are those related to a route (such as a road or walking trail) which includes a series of views of an object or vista. The vantage point of a view is the place in which a person is standing. The termination of the view includes the landscape or buildings which is the purpose of the view. The space between the vantage point and the termination (or object(s) being viewed) includes a foreground, middle-ground, and background. Views can also be ‘framed’ by buildings or features.

While there may be many vantage points providing views and vistas of a property, landscape, building or feature, these must be evaluated to determine whether or not they are significant. Significance is defined by PPS 2020 as follows:

***Significant:** means e) in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people.*

Therefore, a significant view must be identified as having an important contribution to the understanding of a place, event or people.

The following significant views have been identified within the Study Area:

- Kinetic view (pedestrian and vehicular) along Main Street between Church Street and Market Street;
- Static views from Church Street looking eastward along Main Street *and* from O'Brien Street looking westward along Main Street towards the downtown historic commercial core;
- Static view of the Town Civic Square looking southwards from Main Street including: the Clock Tower, promenade and 19 on the Park.
- Kinetic views of treed line boulevards including: O'Brien Avenue, Church Street (commencing from the Stouffville United Church and terminating at the end of the street), Second Street (between Albert and Charles Street) and Victoria Street; and,
- View of Stouffville Creek looking southwards along Main Street.

4.5 Analysis

4.5.1 Determining contributing status

An integral part of the Study is the determination of whether a property is contributing or non-contributing to a collective character area. Prior to embarking on the on-site fieldwork, fundamental categories were identified in order to complete a preliminary assessment of whether properties would be contributing or non-contributing before identifying specific attributes of the character area or areas. The categories identified were developed from initial research and were influenced by the historical context, construction dates, building height, architectural styles, integrity and context/ groupings.

Non-contributing	Contributing
Different orientation, setback, scale or massing, architecture or material	Similar orientation, setback, scale, massing or material
Contemporary Infill (constructed 1990 and later)	Similar architectural style to surrounding area
Significantly altered/ significant loss of heritage integrity	Retains the majority of its heritage integrity
	Contributes to the early development of the Town

A property could qualify for more than one of the sub-categories, however, the most applicable sub-category was selected. The following page provides a view of a property profile which was utilized on-site during the fieldwork. This example shows the information that would be visible to the fieldworker which would guide the preliminary assessment of contributing status.

The categories were later refined by the fieldwork findings reviewed in the previous sub-section 4.3 in order to finalize the assessment of contributing and non-contributing properties and ultimately delineate potential HCD boundary.

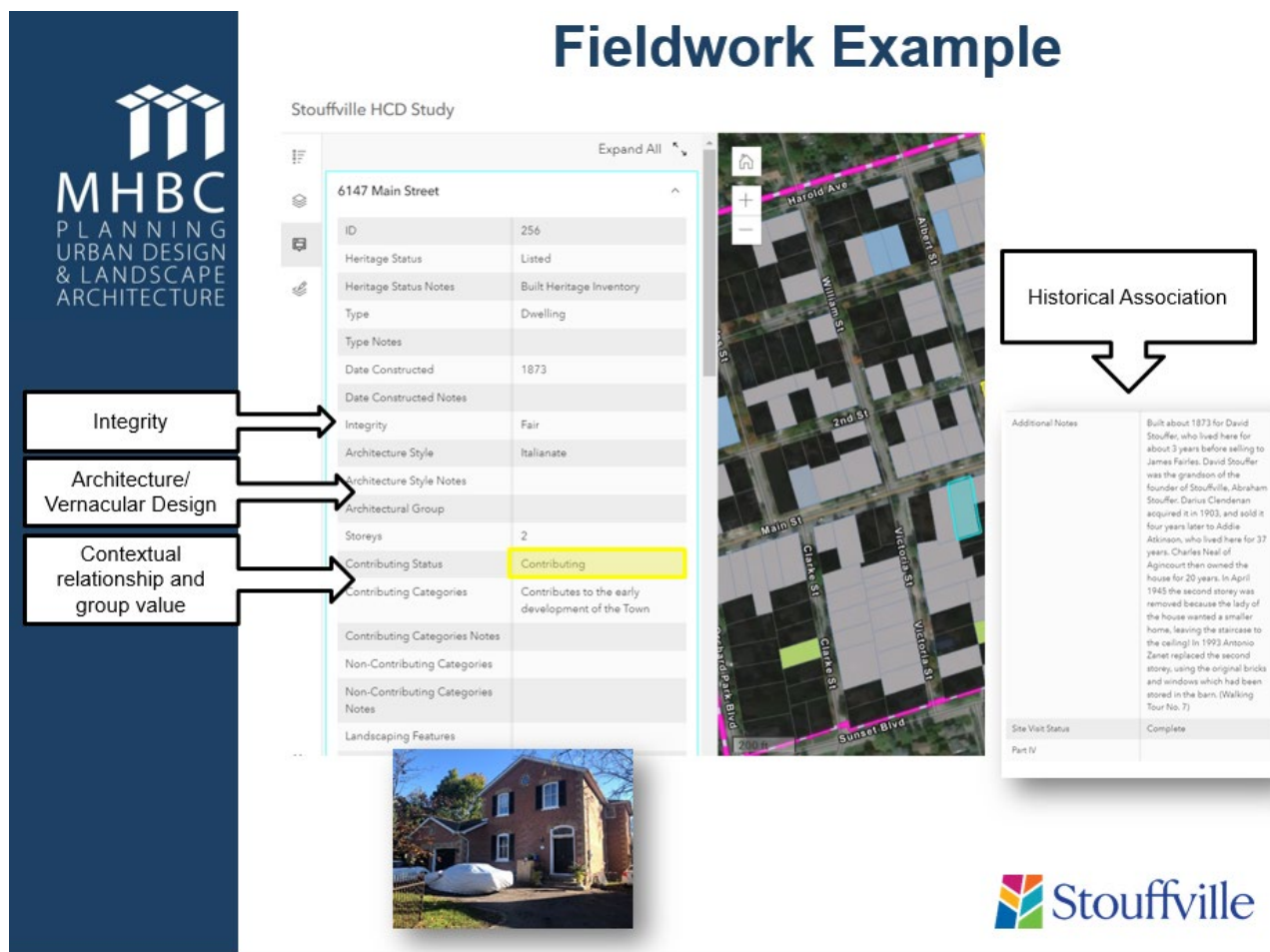


Figure 27: View of property profile viewed on-site (Source: MHBC,2021).

4.5.2 Identified Contributing Properties

Based on the review of contributing properties identified in the fieldwork and final review of this assessment, concentrations of contributing properties were identified in the following areas (see **Figure 28** on the following page):

- Church Street
- O'Brien Avenue
- West Main Street Neighbourhood
- Downtown Main Street Commercial Corridor

There are a total of 276 contributing properties which represents approximately 38% of the parcels included in the Study (resulting in 445 non-contributing properties). There was not a significant concentration of contributing properties located on the east end of the Study area, partly due to new infill. Within the Study, it was identified that there were significant cultural heritage resources within the area, however, would be more appropriately protected individually under Part IV of the *Ontario Heritage Act* (see Sub-section 6.4 of this report).

Contributing Properties

- Contributing Properties Built Heritage Inventory
- Contributing Properties Not on Built Heritage Inventory
- HCD Study Area
- Property Fabric

Contains public sector information made available under The Regional Municipality of York's Open Data Licence.

5.0 Heritage Conservation District Boundary

5.1 Heritage Conservation District boundary methodology

One of the key components of a HCD Study as required by the *Ontario Heritage Act* is the identification of a recommended boundary. Section 40(1)(b) of the *Ontario Heritage Act* specifies the following as it relates to identifying a recommended boundary as part of a HCD study:

(b) examine and make recommendations as to the geographic boundaries of the area to be designated;

The *Ontario Heritage Toolkit* (OHTK) notes that while all HCDs are unique, they generally share a set of common characteristics. These characteristics are listed in the OHTK as follows:

"A concentration of heritage buildings, sites, structures; designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use;

A framework of structured elements including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges;

A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place;

A distinctiveness which enables districts to be recognized and distinguishable from their surroundings or from neighbouring areas."

5.2 Identification and description of the HCD boundary options

The recommended boundary for the Town of Stouffville HCD Study is provided in **Figures 29 & 30** on the following pages. This boundary encompasses heritage attributes which contribute

to the heritage character of the Town. The boundary was identified based on several factors, including:

- The identification of contributing and non-contributing properties based on the data collected during fieldwork which demonstrates a concentration of heritage buildings, structures and landscapes that are linked;
- The framework of structured elements including: the Stouffer Creek, the railway line, street patterns including intersections and landmarks.
- The sense of visual coherence which is demonstrated by the similarity in building scale and mass, material, proportion and age of construction (primarily between 1870 and 1899) in both residential areas, including west of the railway tracks, O'Brien Avenue and Church Street, as well as the main commercial corridor along Main Street that conveys a distinct sense of time or place;
- The Study Area includes one overall character area with four sub-areas including:
 - Church Street
 - O'Brien Avenue
 - West Main Street Neighbourhood
 - Main Street (commercial downtown).

The recommended boundary options include properties with uses being primarily residential with the exception of commercial properties concentrated along Main Street mainly between Blake Street in the west and Millard Street in the east.

Two (2) options are presented for consideration related to the implementation of an HCD for the Town of Stouffville. Both options have the same recommended boundary limits, with the distinction being one of how the designation is implemented. Potential Option 1 would result in the creation of one large HCD as outlined on **Figure 29** (following page). Option 2 would result in the creation of multiple Districts that each contain a separate character area and could be implemented separately or together, as feasible (see **Figure 30**).

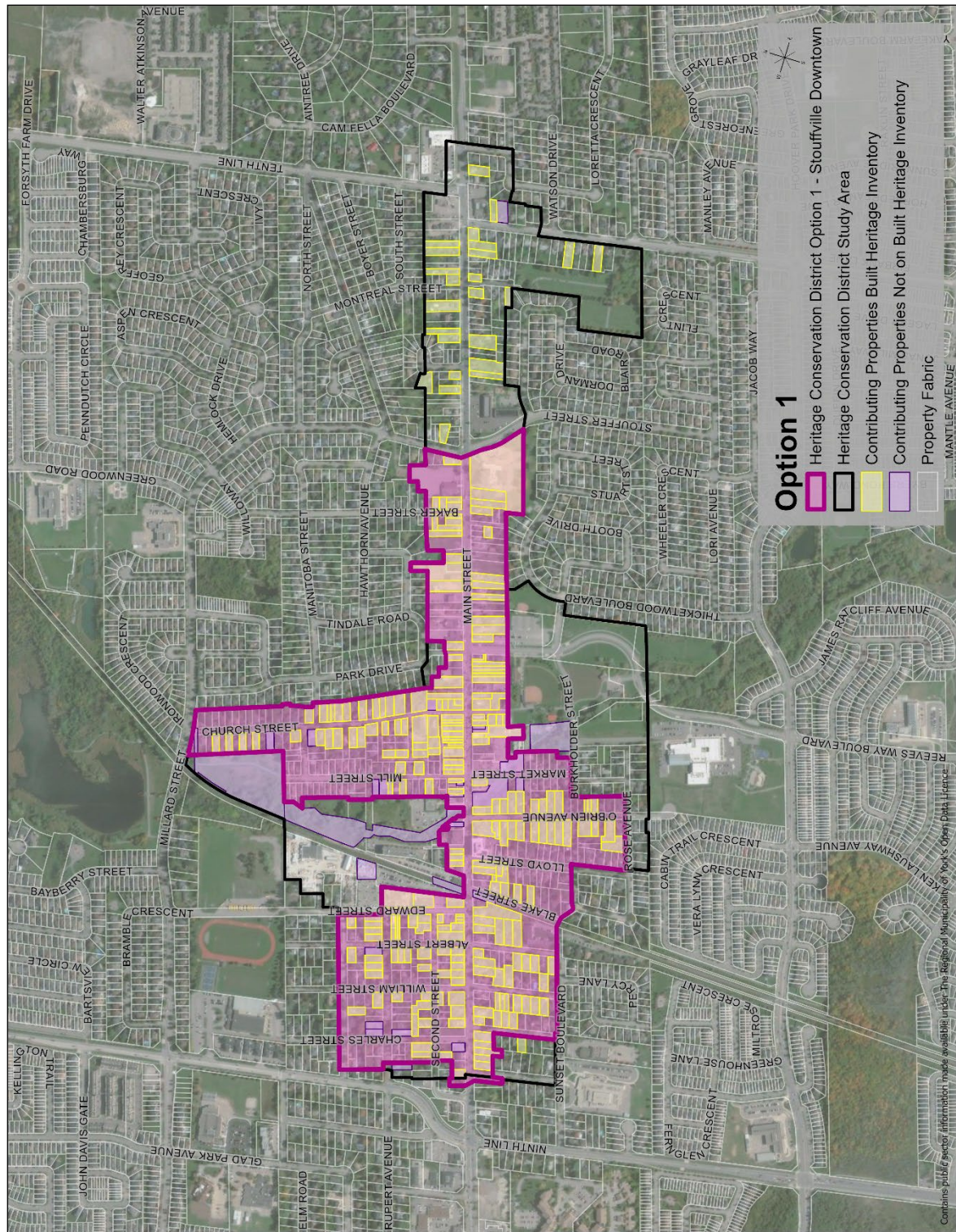


Figure 29: Option 1 HCD boundary

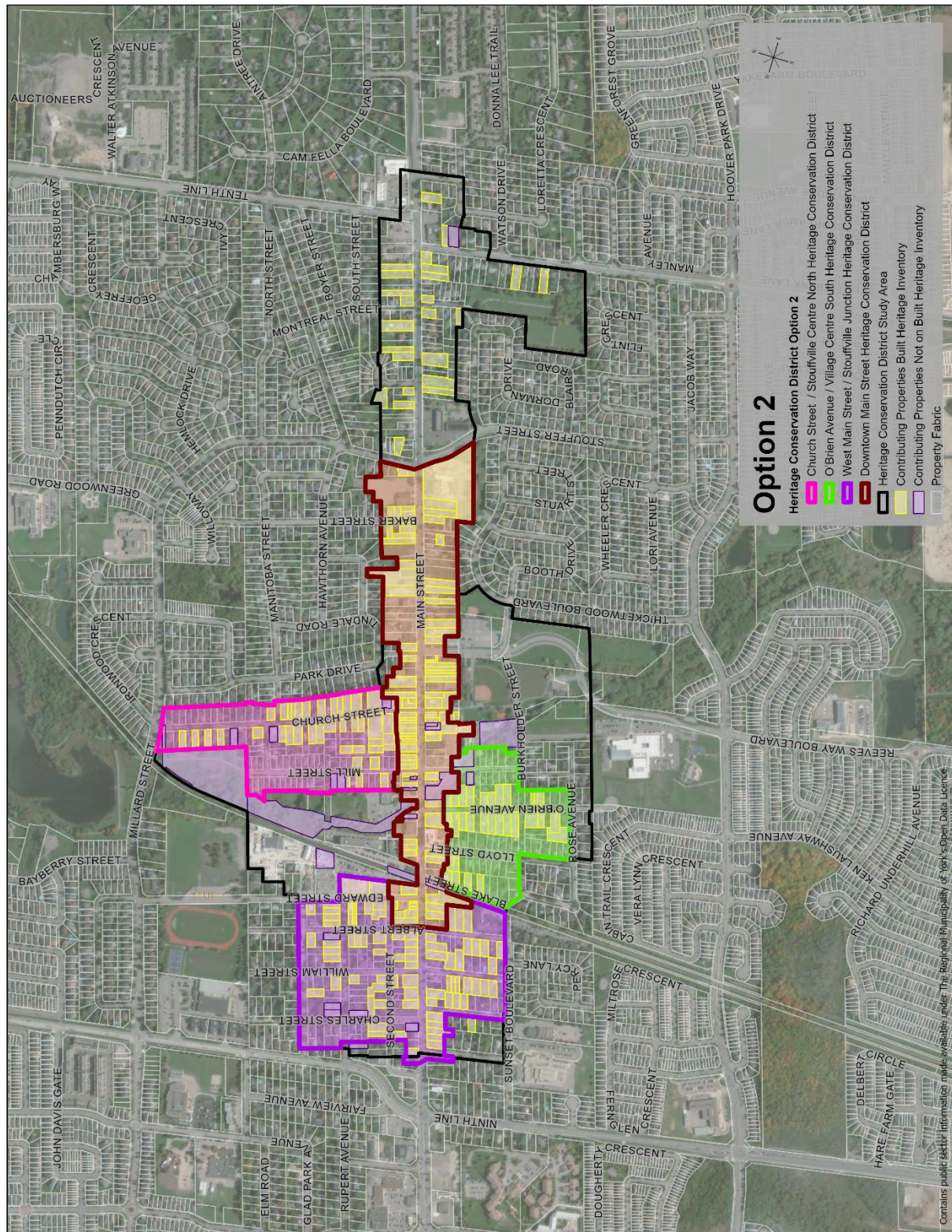


Figure 30: Option 2 HCD boundary

5.3 Special character areas

The *Ministry of Heritage, Tourism, Sport and Culture Industries* (MHTSCI) provides a document within the *Ontario Heritage Toolkit* entitled, *Heritage Conservation Districts, A Guide to District Designation under the Ontario Heritage Act*. The document outlines the evaluation of heritage attributes of an HCD which includes the following:

- Historical Associations;
- Architecture, Vernacular Design and Integrity
- Architectural Details and Relationship to Neighbouring Buildings; and,
- Landmark Status or Group Value.

Guided by the above-mentioned categories, four distinct character sub-areas were identified as mentioned earlier in Sub-section 5.2 which include both residential and commercial areas.

- *Church Street/ Stouffville Centre North Character Area*
- *O'Brien Avenue/ Village Centre South Character Area*
- *West Main Street Neighbourhood/ Stouffville Junction Character Area*
- *Downtown Main Street/ Heart of Stouffville Character Area*

The names of the character areas were influenced by the Stouffville Village Walking Tours.

Church Street/ Stouffville Centre North Character Area

- Concentration of buildings along Church Street constructed by local master builder Nathan Forsyth (1852-1948) in the 1890s. This includes his own residence and the Methodist (United) Church in 1892, which brought several church elders and deacons to live on the street;
- Nathan Forsyth's signature architectural style is Romanesque Revival and includes features such as: a square profile, Roman arches, deep red brick and architectural ornamentation such as elliptical arch windows, stained glass, soldier brick or corbelling over windows, a porch/ balcony at the entrance;
- Other homes were constructed along the street in the 1890s and early 1900s by local builders in the High Victorian style with bayed wings, ornate verge boarding and quoins;
- Retains lot pattern of Plan 51 by McPhillips in 1854 (part of Gibson Survey) reflected in the deep, narrow lots;
- Consistent shallow front yard setbacks; and,
- Tree lined boulevard.

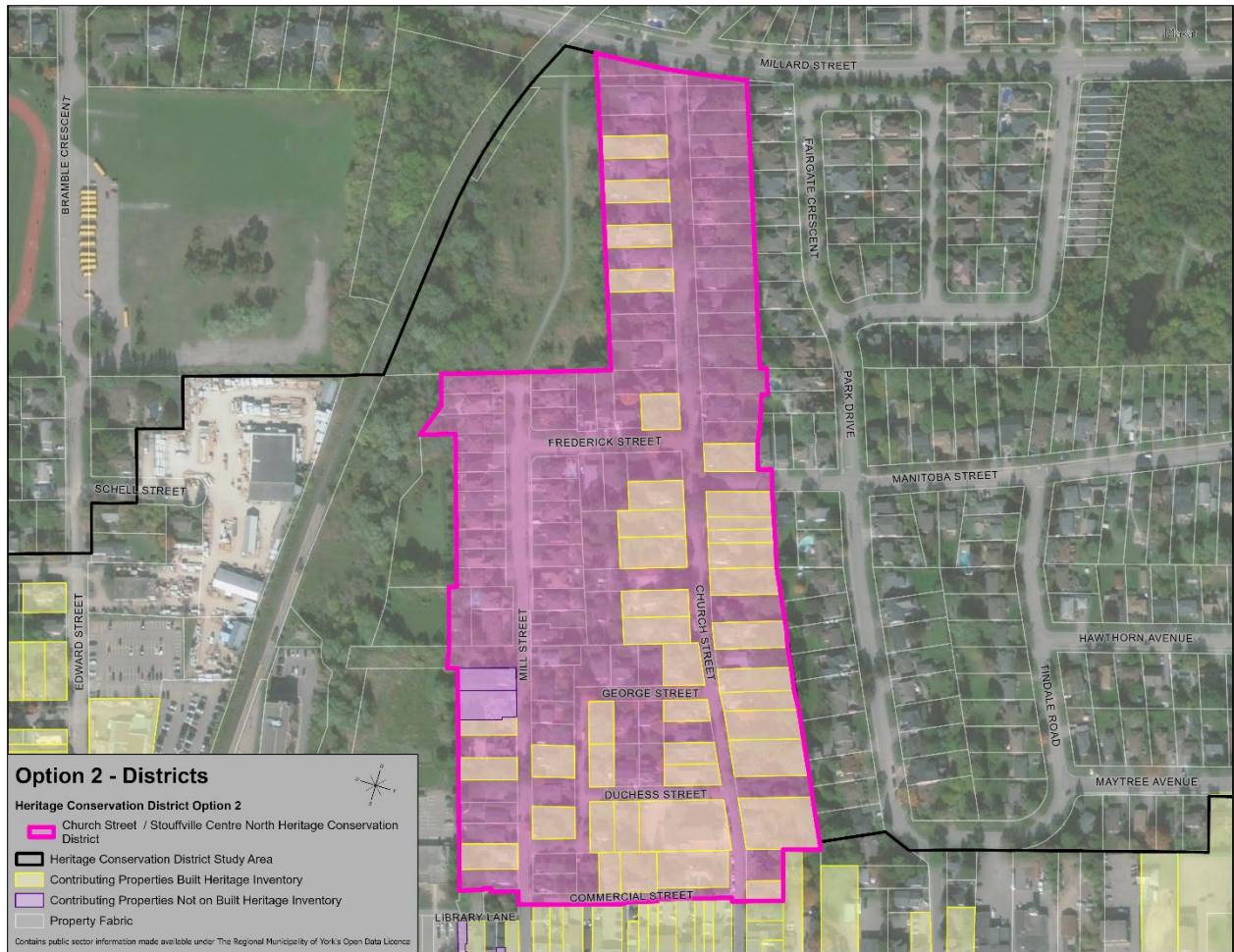


Figure 31: Map figure of Church Street Character Area (Source: MHBC, 2022).



Photos 25 – 30: (above left) 96 Church Street; (above right) 102 Church Street; (middle left) 60 Church Street; (middle right) 115 Church Street; (below left) 34 Church Street, the "Stouffville United Church"; (below right) 22 Church Street (Source: MHBC, 2021).

O' Brien Avenue/ Village Centre South Character Area

- Named after James O'Brien who was a constable of the Village of Stouffville
- Many of the dwellings were originally inhabited by local merchants, company owners and railway workers;
- Concentration of Late Victorian and Gothic architectural styles;
- Predominant use of red brick ornamentation, clapboard and architectural elements such as open gable roofs and verandahs;
- Original avenue terminated at Rose Avenue at the entrance to the laneway to the former Christian Hoover family farm;
- Retains lot pattern of Plan 858 from 1888 for William Sommerville (O'Brien Ave) and Plan 1073 in 1890 by R.J. Daley and Frank Sangster (extension of Rose Ave, O'Brien Ave and part of Burkholder St) including narrow, deep lots and consistent front yard setbacks; and,
- Tree lined boulevard.



Figure 32: Map figure of O' Brien Avenue Character Area (Source: MHBC, 2022).



Photos 31 - 36: (above left) 18 O' Brien Avenue; (above right) 89/89 O' Brien Avenue; (middle left) 94 O' Brien Avenue; (middle right) 28 O' Brien Avenue; (below left) 24 O' Brien Avenue (below right) 65 O' Brien Avenue (Source: MHBC, 2021).

West Main Street/ Stouffville Junction Character Area

General

- Primarily a residential neighbourhood that supported the labour demand for local industrial businesses resulting from the opening of the Toronto & Nipissing Railway in 1871 establishing the “Stouffville Junction”;
- In the 1880s, warehouses, lumber yards, a foundry, and feed mills were developed and the streets in this area were severed into lots and buildings locally constructed;
- Prevalent architectural styles include: Late Victorian, Gothic Revival, Ontario cottages constructed primarily between the 1870s and 1890s;
- Architectural elements include the prevalent use of red and yellow brick, clapboard and fieldstone foundations, verandahs, bay windows, gabled roofs and vergeboarding;
- A concentration of rental worker’s housing constructed by local builders for the purpose of renting to labourers, railway and shop workers in the Town;
- Geographically, the main point of entry to the downtown from the west.

North Side

- North side of the character area was historically residential and industrial; the east side of Edward Street included: Schell Lumber (Sash and Door Shop), Abraham Pipher first planning Mill, Park Bros companies and a coal yard and Rupert Street which included George Bros Door and Sash Company;
- A concentration of former carriage houses, now converted into residences and worker’s housing (particularly on Victoria Street and Albert Street);
- Historical lots reflect Plan 35 from 1876 for William Sommerville (Edward, Second and Albert Street N (formerly Centre St), Plan 59 in 1886 for William Somerville, Plan 54 in 1881 for Charles, William and Second Street and Plan 59 in 1886 for Rupert, Harold, William and Charles Street which include narrow, deep lots and shallow front yard setbacks.

South Side

- South side included industries located on the east side of Albert Street such as: The Stouffville Flour Manufacturing Company, The Flour Company, the Toronto Fruit and Vinegar Company, etc.
- Concentration of worker's housing (particularly on Victoria Street);
- Historical lot fabric reflective of Plan 321 in 1871 for Abraham Stouffer Jr. for Albert and Victoria Street which include narrow, deep lots and shallow front yard setbacks.

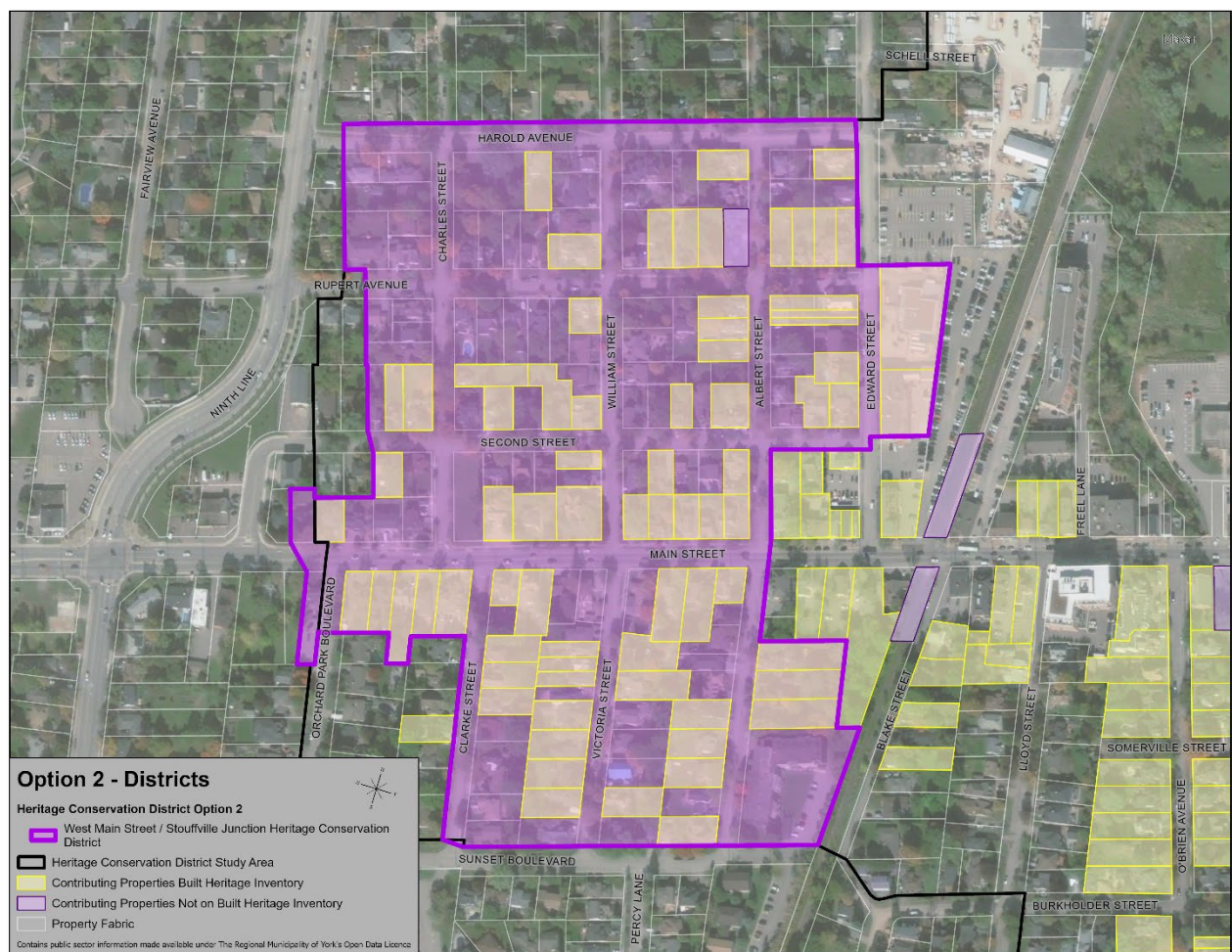


Figure 33: Map figure of West Main Street Neighbourhood Character Area (Source: MHBC,2022).



Photos 37 – 42: (above left) 44 Albert Street, worker's housing; (above right) 25 Clarke Street, worker's housing; (middle left) 34 Victoria Street; (middle right) 20 Victoria Street, worker's housing; (below left) 38 Edward Street (below right) 6128 Main Street (Source: MHBC, 2021).

Downtown Main Street/ Heart Stouffville Character Area

- The narrow, deep lots reflective of the original 1852 Plan of Stouffer's Village;
- Concentration of late 19th century commercial buildings within the Italianate, Late Victorian and 'Boomtown' historic architectural styles and the proportion of the street wall to the street and narrow setback promoting a continuous street wall in the downtown core;
- Concentration of institutional buildings including places of worship, historic post office Summitview Public School constructed at the end of the 19th century to the 1920s;
- Concentration of Late Victorian residences adaptively re-used for commercial purposes;
- The predominant use of brick and ornamentation of masonry including the use of parapets, quoins and voussoirs;
- Low-rise predominant scale (generally 2 storeys);
- Landmarks including the Stouffville Clocktower and Town Square;
- Landscape features such as the railway line and Stouffer's Creek which contributed to the early commercial and industrial development of the Town; and,
- Geographically, Main Street was the historical dividing line between Markham Township and the south side of Whitchurch Township, originally named Townline.

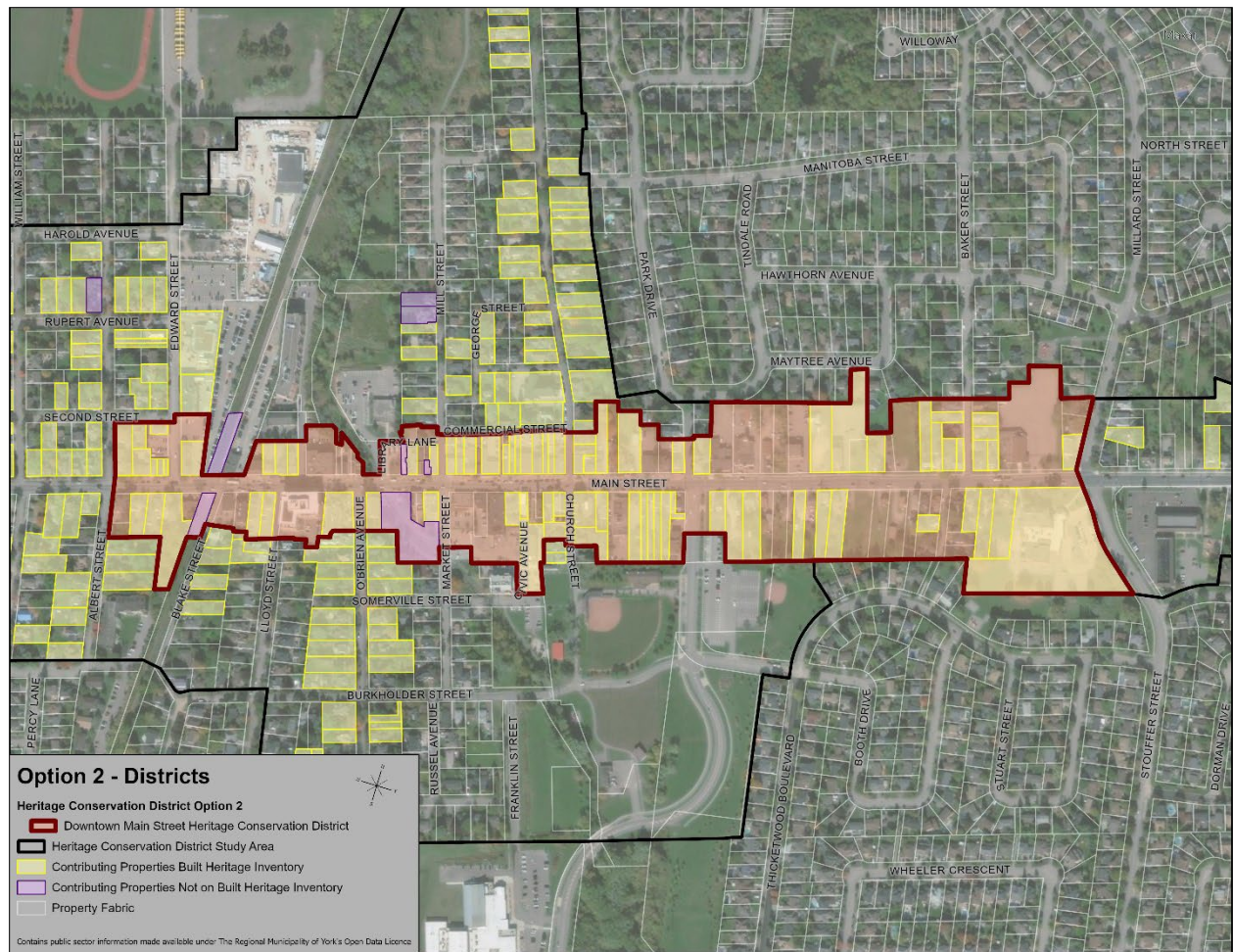


Figure 34: Map figure of West Main Street Neighbourhood Character Area (Source: MHBC, 2022).



Photos 43 – 48: (above left) 6308 Main Street (above right) 6258A Main Street; (middle left) 6432 Main Street, St. James Presbyterian Church; (middle right) 6273 Main Street, Stouffville Baptist Church; (below left) 6551 Main Street, Summitview Public School (below right) 6257 Main Street (Source: MHBC, 2021).

5.4 Recommendation

Based on the findings and consultation to date, it is recommended that the Town of Whitchurch-Stouffville proceed with Option 2 in terms of a District boundary. This option would see the creation of four separate HCDs, each containing a distinctive character area.

The creation of four Districts, instead of one, would result in a separate District Plan for each HCD, allowing for the tailoring of the specifics of each District Plan to match the character of each area. This simplifies implementation for Town Staff, the Municipal Heritage Advisory Committee, and the public since a more focused District Plan could be prepared. Town Council would also have the flexibility to pursue one or more HCDs concurrently as resources allow.

The recommended Districts are therefore as follows:

- *Church Street/ Stouffville Centre North Heritage Conservation District*
- *O'Brien Avenue/ Village Centre South Heritage Conservation District*
- *West Main Street Neighbourhood/ Stouffville Junction Heritage Conservation District*
- *Downtown Main Street/ Heart of Stouffville Heritage Conservation District*

6.0 Recommended objectives of District designation

6.1 Introduction

Section 4.0 of the *Ontario Heritage Act* identifies that a HCD study shall provide recommendations regarding the objectives of designation of the area as an HCD. The purpose of the HCD study is to identify the heritage character and attributes of an area and provide a rationale for designation and appropriate boundary. The purpose of the HCD Plan is to manage change within the District while ensuring the District's identified cultural heritage resources are conserved and protected. Most HCD Plans provide both policies and guidelines which are tailored to suit the unique character of the area. Policies are prescriptive and direct what 'must' occur. Guidelines are intended to provide direction on a particular course of action and describe what 'should' occur.

Given the various and diverse interests and values that may exist within the recommended HCD area, it is important to recognize the assumptions and objectives that are to be sought in managing it. The following sections should form part of each Stouffville HCD Plan if a decision is made to proceed with this phase of the process.

6.2 Objectives of designation of Stouffville HCD

The primary objective of the proposed designation of Stouffville as an HCD is to manage change in a manner that results in the conservation of its unique cultural heritage character and heritage attributes.

The term "conservation" is defined by the *Parks Canada Standards & Guidelines for the Conservation of Historic Places in Canada* as follows:

All actions or processes that are aimed at safeguarding the character defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve "Preservation," "Rehabilitation," "Restoration," or a combination of these actions or processes.

The purpose of a heritage conservation district is not to “freeze” or restore the physical components of a historic place to a particular period of time. Instead, the goal of conservation (through the HCD Plan) is to maintain the identified character as described in this report. This is achieved through providing policies and guidelines for appropriate change management of a designed cultural heritage landscape, which continues to evolve.

In designating a portion of the Town of Stouffville under Part V of the *Ontario Heritage Act*, a number of key objectives are sought as follows:

- To maintain and conserve the cultural heritage character and heritage attributes of the identified character areas within the Town of Stouffville HCD Study Area;
- To ensure the continued appreciation, enhancement and interpretation of the heritage resources located within the recommended boundary;
- To avoid the loss or removal of heritage buildings and landscape features and encourage only those changes that are undertaken in a manner that if such alterations were removed in the future, impacts to the essential form and integrity of the heritage property and materials would be minimized or avoided;
- To encourage building and property owners to make repairs and undertake maintenance of property in order to conserve the overall character and appearance of the District and preserve authentic heritage fabric;
- To maintain the low-profile built form within the District, which is generally that of a 1.5 -2.5-storey building height, and to permit greater heights where it is compatible with the District objectives;
- To support existing uses and the appropriate adaptive re-use of heritage buildings;
- To prevent the establishment of those land uses and associated built forms which would be out of keeping with or have adverse effects on the identified character of the District;
- To prevent the demolition of existing buildings, natural features, or structures which are contributing to the identified heritage character, unless necessary for matters related to public safety;

- To embrace appropriate new development or infill that is sensitive to, compatible with, and distinguishable from the character of the District;
- To support the continuing care, conservation and maintenance of heritage properties wherever appropriate by providing guidance on sound conservation practice and encouraging applications for funding for eligible work; and
- To examine available financial incentive programs and finding sources, and support the adoption of other appropriate funding programs within the Town's capability to provide ongoing support to District property owners for applicable projects.

6.3 Recommended Stouffville HCD Plan Content

Policies and guidelines for contributing cultural heritage resources would be intended to conserve authentic heritage fabric and manage change appropriately. Policies and guidelines for non-contributing properties would be intended to allow for compatible new development which minimizes or avoids impacts. The policies and guidelines of the HCD Plan would consider the type of tangible cultural heritage resource, being either built heritage structures or natural heritage resources, and those which are intangible, such as views.

It is expected that the Stouffville HCD Plan(s) will contain a number of provisions that satisfy the requirements of Subsection 41.1(5) of the *Ontario Heritage Act* including the following:

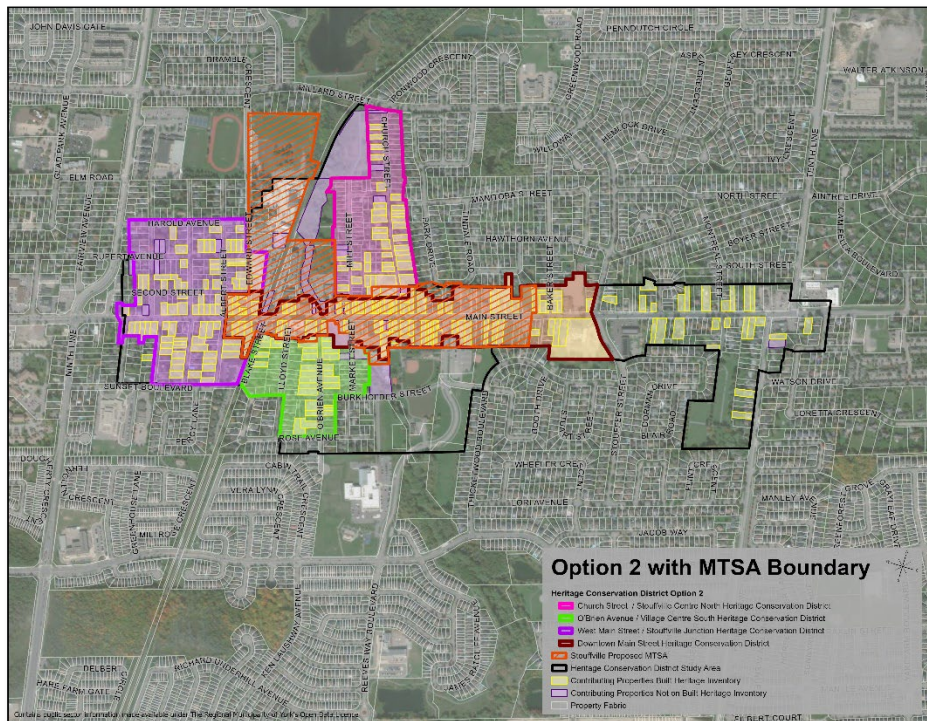
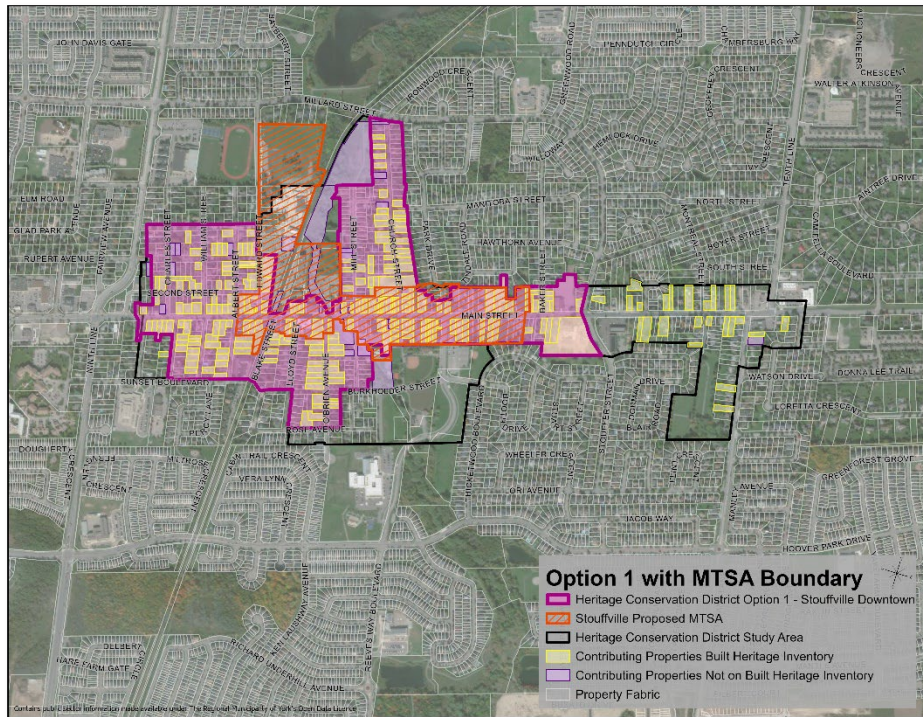
- A statement of the objectives to be achieved in designating the area as an HCD;
- A statement explaining the cultural heritage value or interest of the HCD;
- A description of the heritage attributes of the HCD and of properties within the District;
- Policies for both contributing and non-contributing resources in order to provide a balance between the conservation of the heritage character of the area, while guiding compatible new development (including infill and redevelopment);

- Design guidelines for alterations and additions to contributing buildings and structures;
- Design guidelines for alterations and additions to non-contributing buildings and structures;
- Policies regarding the demolition and removal of buildings and structures;
- Landscape conservation guidelines for both public and private property;
- Funding initiatives;
- Recommended changes to municipal planning and administrative procedures; and
- Descriptions of alterations or classes of alterations that can be carried out without obtaining a heritage permit under section 42 of the *Ontario Heritage Act*.

6.4 Other matters to address through HCD

Through the completion of the work on the Heritage Conservation District Study, there were several other matters which arose and should be addressed through the future HCD Plan process. These were as follows:

- Official Plan Review / Major Transit Station Area (MTSA): The Town of Whitchurch-Stouffville is in the midst of an Official Plan review process, which is expected to include new policy guidance related to new development within the core area of Stouffville. Much of the area planned for future intensification (i.e. MTSA) is located within a portion of the area recommended for an HCD. It will be important that policies for future development take into account the heritage attributes identified through this work, to ensure that the heritage character of the core area is conserved. **Figures 35 & 36** on the following page identify the location of the MTSA in comparison to the proposed HCD options.



Figures 35 & 36: (above) Map figure of Option 1 with outline of proposed MTSA; (below) Map figure of Option 2 with outline of proposed MTSA (Source: MHBC, 2022).

- Other heritage properties: The Town of Whitchurch-Stouffville had previously identified properties of heritage interest within the HCD Study Area many of which are located within the recommended boundaries of the future HCDs, however, some of these properties are located outside the recommended HCDs. It is recommended that BHI properties located outside of the HCD boundary be explored for potential Part IV designation. Through an initial review of BHI properties outside of the HCD boundary, the following addresses are recommended to be prioritized for potential Part IV designation:
 - 188 Stouffer Street
 - 6630 Main Street
 - 6702 Main Street
 - 12164 Tenth Line
 - 6659 Main Street
 - 6699 Main Street
 - 6731 Main Street
 - 6745 Main Street
- Financial incentives: The Town of Whitchurch-Stouffville currently has in place financial incentives within the *Downtown Stouffville Community Improvement Plan*, which permit facade and signage improvements. The future HCD Plan process should further investigate financial incentive options and provide recommendations for potential additional incentives that Town staff and Council could explore.

The above items should be carried forward to future work on the recommended HCD Plan(s), in addition to the items recommended in Section 2.8.

7.0 Conclusion

The Stouffville Heritage Conservation District Study has followed the requirements of the *Ontario Heritage Act* as it relates to the required components of a Heritage Conservation District Study. The research, field work, inventory work, and public consultation has resulted in the formulation of the recommended District boundary (both options include the same geographical area) as provided in this report. This boundary is based upon and consistent with the criteria for HCDs, as set out in the *Ontario Heritage Toolkit* which includes a framework of structured elements, a concentration of cultural heritage resources, distinctive character and visual coherence of features as detailed in this report.

The area within the proposed HCD boundary meets the definition of a significant cultural heritage landscape under the *PPS 2020*, the *Ontario Heritage Toolkit* and the *Parks Canada Standards & Guidelines for the Conservation of Historic Places in Canada*. The lands within the recommended boundary can further be defined as a designed and evolved (dynamic) cultural heritage landscape which warrants conservation under the *Ontario Heritage Act*.

The recommended boundary was provided to the community for consultation and comment. The community comments have been considered in the determination of the proposed District. Based on the feedback received, it is recommended the option of multiple Districts be pursued. This would result in the creation of four (4) HCDs as follows:

- *Church Street/ Stouffville Centre North Heritage Conservation District*
- *O'Brien Avenue/ Village Centre South Heritage Conservation District*
- *West Main Street Neighbourhood/ Stouffville Junction Heritage Conservation District*
- *Downtown Main Street/ Heart of Stouffville Heritage Conservation District*

Based on the work undertaken as part of the study, there is merit in proceeding to the second phase of the HCD project, namely the preparation of an HCD Plan. Therefore, it is recommended that Town of Whitchurch-Stouffville Council authorize the preparation of an HCD Plan, subject to the availability of municipal funding.

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Appendix A

Study Area and HCD Option Map Figures

Appendix B

Fieldwork Map Figures/ Findings

Appendix C

Inventory Sheets

Appendix D

Property Profiles

Appendix E

Public Consultation Newsletters



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P L A N N I N G
U R B A N D E S I G N
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