

420 South Service Road East
Oakville, ON

HERITAGE IMPACT ASSESSMENT

October 31, 2024

Project # 11-041-02
Prepared by PE / SI / JQ / EC / MS

PREPARED FOR:

David Bannerman
The Rose Corporation
156 Duncan Mills Road, Suite 12
Toronto, ON M3B 3N2

PREPARED BY:

ERA Architects Inc.
#600-625 Church St
Toronto ON, M4Y 2G1
416-963-4497

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EXECUTIVE SUMMARY

Background

ERA Architects Inc. (“ERA”) was retained by The Rose Corporation to prepare a Heritage Impact Assessment (“HIA”) for the proposed development at 420 South Service Road East in the Town of Oakville (the “Site”). This HIA assesses the impact of the proposed development on the heritage resources on the Site.

The Site contains a remnant two-storey brick building (currently vacant), designed by Beck & Eadie and completed in 1948 as part of the General Electric Lighting Lamp Plant (the “GE Lamp Plant”, the “Plant”). The office building is the only remaining structure that formed part of the Plant, which was decommissioned in 2009.

Heritage Status

The Site is designated under Part IV, Section 29 of the *Ontario Heritage Act* (“OHA”). While the designation applies to the entire property, the identified cultural heritage value and attributes are associated with the 1948 office building, fronting on South Service Road East.

The Site is not considered adjacent to any heritage resources.

Proposed Development

The proposed development includes four development blocks with new pedestrian and vehicular circulation routes. Three of the development blocks include multiple mixed-use tower-podium buildings with towers ranging from 30 to 50 storeys. A fourth development block includes a new public park.

The existing heritage resource is located within the Ministry of Transportation (“MTO”) required setback from the Queen Elizabeth Way (“QEW”)

highway. Further discussion with MTO is required to confirm next steps regarding in situ retention or potential relocation of the heritage resource.

Impact Assessment

The proposed treatment of the remnant office building is not yet determined. Once a proposed solution is defined, the impact and appropriate mitigation strategies can be described.

Considered Alternatives and Next Steps

In order to limit and/or mitigate potential impact on the property’s cultural heritage value, options for the conservation of the existing heritage resource have been explored, including retention in situ, relocation on- and off-site, and documentation, salvage, and interpretation.

While additional investigation is required, the recommended strategy is on-site relocation and integration of the existing building with new construction.

We recommend that these options be explored through discussions between the MTO, Town of Oakville and the proponent as the design/development process moves forward.

As a condition of approval, a robust Interpretation Plan to interpret the history of the GE Lamp Plant and Oakville’s industrial development is recommended.

1 INTRODUCTION

1.1 Scope of the Report

ERA Architects Inc. (“ERA”) was retained by The Rose Corporation to prepare a Heritage Impact Assessment (“HIA”) for the proposed development at 420 South Service Road East in the Town of Oakville (the “Site”). This HIA is being submitted as part of an Official Plan Amendment (“OPA”) and Zoning By-law Amendment (“ZBA”) application for the Site.

According to the Town of Oakville’s HIA Terms of Reference, an HIA is “a study to determine the impact of a proposed development on the cultural heritage value of a property, or properties, and to recommend an overall approach to the conservation of the heritage resource(s)”. This report was prepared with reference to the following documents:

- Town of Oakville’s Development Application Guidelines for Heritage Impact Assessments;
- The Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (2010);
- Provincial Planning Statement (2024);
- Liveable Oakville Plan (2009); and
- The Ontario Ministry of Culture’s Ontario Heritage Toolkit.

1.2 Site Description and Context

The Site is comprised of a single 27-acre property in Oakville, known municipally as 420 South Service Road East. Located directly south of the Queen Elizabeth Way (“QEW”) and to the east of Trafalgar Road, the Site is bounded by South Service Road East to the north and the Canadian National railway tracks to the south.

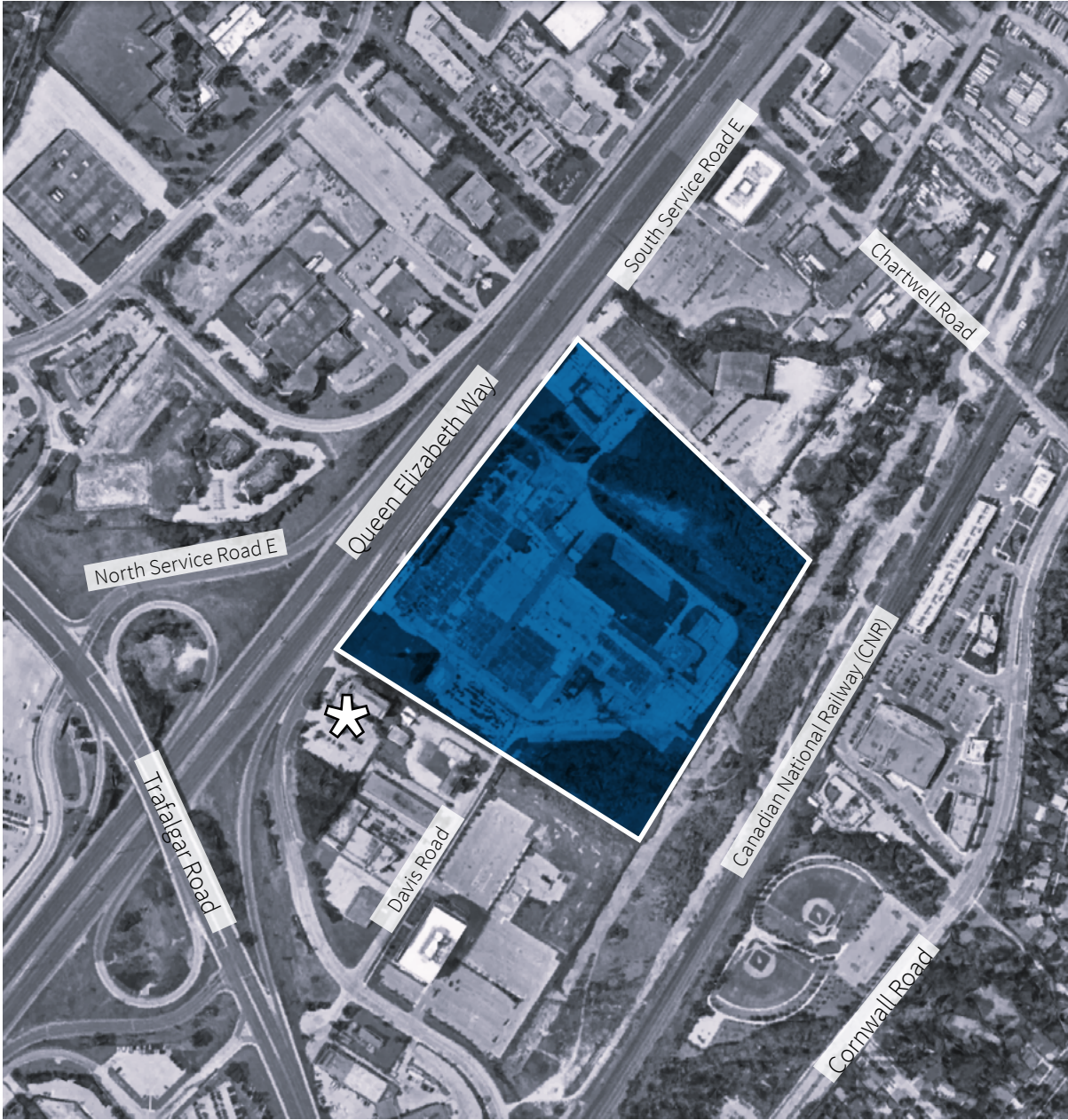
The Site contains a remnant two-storey brick building (currently vacant), designed by Beck & Eadie and completed in 1948 as part of the General Electric Lighting Lamp Plant (the “GE Lamp Plant”; the “Plant”). The office building is the only remaining structure that formed part of the Plant, which was decommissioned in 2009.

The Site is designated under Part IV, Section 29 of the *Ontario Heritage Act* (“OHA”). The designation by-law (2011-096), attached in Appendix B, was enacted by Oakville Town Council on September 26, 2011. While the designation applies to the entire property, the identified cultural heritage value and attributes are associated with the 1948 office building, fronting on South Service Road East. By 2011, the Site contained nine structures built between 1946 and 2006.

In order to make the property more saleable following the factory’s closure, the owner at the time expressed desire to demolish all nine structures including the office building. An HIA for the Site completed by ERA, dated May 17, 2011 (attached as Appendix C), recommended the retention of the office building.

Contextually, the Site forms part of a strip of industrial and large-scale business employment uses stretching along the QEW to the east and west of the Trafalgar Road interchange. The Site is part of the Midtown Oakville *Urban Growth Area* in the Town of Oakville’s Official Plan (“OP”) and is part of a Major Transit Station Area (“MTSA”), anchored by the Oakville GO/Via Rail Station located to the southwest of the Site. A Ford Motor Company of Canada Assembly Complex is located approximately 1.3 kilometers northeast of the Site. The Site’s immediate context includes a hotel to the west, and an office/warehouse complex to the east.

The Site is not considered adjacent to any heritage resources.



Current satellite image showing the Site and surrounding context (Google, 2024; annotated by ERA).

-  SITE
-  HOTEL AT 374 SOUTH SERVICE ROAD EAST

1.3 Site Photographs



Looking north toward the principal (northern) elevation of the office building (ERA, September 23, 2024).



Looking northeast toward the principal (northern) elevation of the office building (ERA, September 23, 2024).



Looking toward the main entrance at the principal (northern) elevation of the office building (ERA, September 23, 2024).



Looking east toward the western elevation of the office building (ERA, September 23, 2024).



Looking west toward the eastern elevation of the office building (ERA, September 23, 2024).



Looking north toward the southern elevation of the office building. Following the demolition of the factory buildings in 2011, steel shoring was installed to support what was originally an interior wall (ERA, September 23, 2024).



On the interior of the office building looking toward the main entrance (ERA, September 23, 2024).



Looking from the second storey of the office building toward the central round window (ERA, September 23, 2024).



Looking toward the west wing on the first storey of the office building (ERA, September 23, 2024).



Looking toward the east wing on the first storey of the office building (ERA, September 23, 2024).



Standing in the east wing looking west toward the partition wall between the stairwell and the east wing (ERA, September 23, 2024).



Standing in the east wing looking east toward the secondary staircase and beyond, where the building's original kitchen was located (ERA, September 23, 2024).



Looking west from the Site toward the adjacent property (ERA, September 23, 2024).



Looking east across the Site toward South Service Road East and the QEW (ERA, September 23, 2024).

1.4 Context Photographs



Looking west toward the Site from the eastbound lanes of the QEW (Google Streetview, 2024).



Looking east toward the Site from the eastbound on-ramp to the QEW (Google Streetview, 2024).



Looking east away from the Site toward 482 South Service Road East, which is adjacent to the Site (Google Streetview, 2023).



Looking southeast toward the Site, which is not visible in this photo, from the intersection of Davis Road and South Service Road East (Google Streetview, 2023).

2 HISTORICAL OVERVIEW

The Site is designated under Part IV, Section 29 of the OHA, in accordance with the Statement of Significance attached in Appendix B. No additional value assessment is therefore required for the purposes of this HIA.

This section of the report provides supplementary research to expand on information in the Statement of Significance and past historical research presented in the 2011 HIA by ERA (see Appendix C).

Pre-Contact and Early Colonial Era (Pre-1800s)

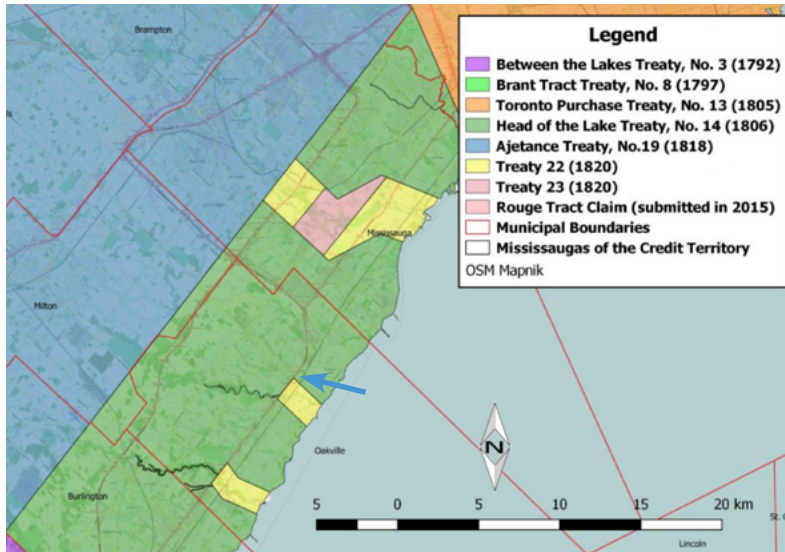
This Site history was prepared from a non-Indigenous perspective, based on written and archaeological records. It does not reflect or represent the full rich history of Indigenous Peoples in this region.

The area now known as Oakville forms part of the territory of the Mississaugas of the Credit First Nation, who arrived in Southern Ontario in the late 17th century. During the 17th century, French explorers also arrived in the region, which until that point had been the territory of the Huron-Wendat and Haudenosaunee. The French established a series of military and trading posts in what is now Toronto during the first half of the 18th century, but never settled in the region en masse.

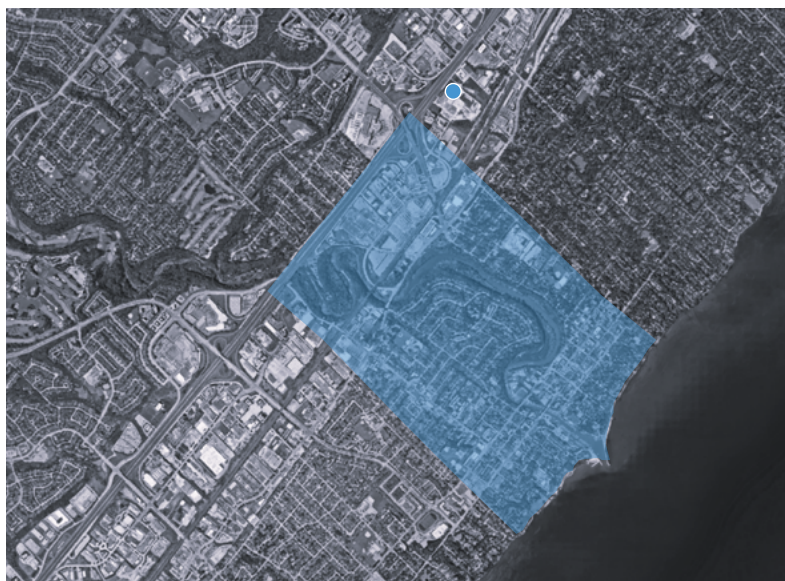
In 1763, after defeating the French, the British Crown issued a Royal Proclamation stating that Indigenous territories must be purchased by the Crown before being opened for settlement. This established the treaty system, which was used by the British to acquire vast tracts of land, which were then granted to Euro-Canadian settlers.

On August 2, 1805, the British negotiated the purchase of the Mississauga territory between Burlington Bay and Etobicoke Creek. A treaty formalizing the purchase was signed on September 5, 1806, known as Head of the Lake Treaty Number 14. As part of the treaty agreement, the Sixteen Mile Creek and the flats to the east and west were set aside as a reserve for the Mississaugas – immediately to the west of the Site and encompassing the future Town of Oakville. Two other reserves were set aside along Twelve Mile Creek and Credit River. In 1806, Samuel Wilmot surveyed the newly acquired treaty lands, and Trafalgar Township was formed. At this time, most of the land in the township was granted to settlers, excluding the reserve lands. On the Sixteen Mile Creek Reserve, the Mississaugas established camps, fisheries and agriculture. In 1820, the reserves at Twelve Mile Creek,

Sixteen Mile Creek, and Credit River were ceded to the Crown under Treaty 22. Until 1827, the former Sixteen Mile Creek Reserve remained Crown land, undeveloped and forested.



Map showing the Head of the Lake Treaty Number 14 in green. Approximate location of the Site is indicated with a blue arrow (Mississaugas of the Credit First Nation; annotated by ERA).

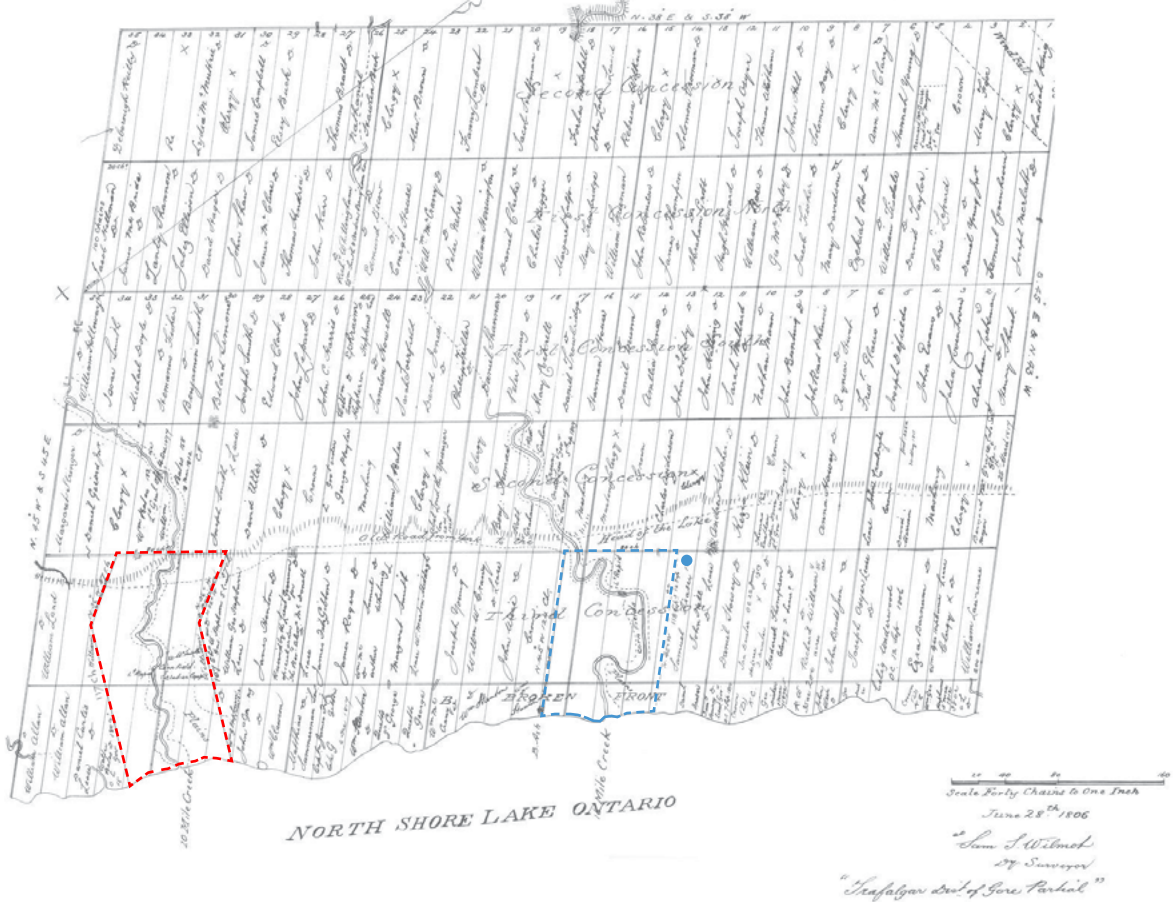


Current aerial image of Oakville with original Sixteen Mile Creek Reserve shaded in blue. The Site is indicated with a blue dot (Google, 2024; annotated by ERA).

"A.22"

TRAFALGAR
PLAN of the Second TOWNSHIP
In the tract of Land lately Purchased from the Mississauga Indians

2242
OFFICE
REGISTRATION No.



Samuel Wilmot's 1806 map of Trafalgar Township. The lots with names written on them have been granted to settlers. The Twelve Mile Creek Reserve is outlined with a dashed red line. The Sixteen Mile Creek Reserve is outlined with a dashed blue line. Note the lack of settler names in the reserves. Located on Lot 12, Concession 3, the Site is indicated with a blue circle. (Halton Images; annotated by ERA).

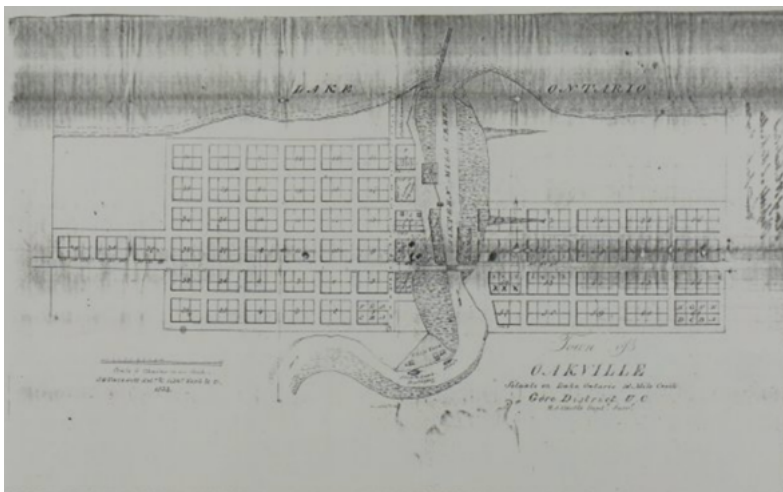
The Town of Oakville

In 1827, William Chisholm purchased the former Sixteen Mile Creek Reserve from the Crown, which he believed to be an ideal location for a harbour and townsite. Chisholm soon acquired adjacent properties bordering the original reserve.

Although work began on the harbour in 1828, the plan for the townsite was not laid out until H.J. Castle's survey in 1833, after the patent for the land was secured from the Crown. Castle's survey of Oakville was characterized by a 'checkerboard' block plan, with the blocks on the east side of the Sixteen Mile Creek 1 ½ acres in size, and divided into six quarter-acre lots lettered from A to F. The Site was not included in the original survey.

By 1834, the sale of town lots in Oakville had commenced, and a number of houses had been constructed. The first residents of the town were mostly merchants and artisans, who depended on the port.

In 1835, William Chisholm commissioned a town plan from Edward Palmer – intended to market the town to investors. Palmer's plan illustrates that blocks were added to the north of Randall Street, and George's Square was set aside as a park. The land north of Palmer Street is not included in the town plan and is depicted as woodland, suggesting the Site was still undeveloped.



1833 H.J. Castle survey of the Town of Oakville (Oakville Historical Society).



1835 Palmer Plan of Oakville (Oakville Historical Society).



Current satellite image showing the evolution of the Town of Oakville (Google, 2024; annotated by ERA).

- SITE
- ⌈ ⌋ SIXTEEN MILE CREEK RESERVE (CEDED 1820)
- PLAN OF OAKVILLE (1835)

Trafalgar Road and the Hamilton & Toronto Railway

Trafalgar Road was originally known as Dundas Street, and stretched from Lake Ontario north to George's Square as per the 1835 town plan. Beyond George's Square, a road known as 'the River Road' continued north, winding along the bank of the Sixteen Mile Creek.

During the 1850s, the Hamilton & Toronto Railway was completed, with the railway line and depot situated to the north of the town and to the south of the Site. As a result, Dundas Street was extended north, connecting the Town with the railway station. This resulted in the northward expansion of the Town, and the subdivision of the lands bounded by:

- Spruce Street to the north;
- Allan Street to the east;
- Palmer Avenue to the south; and,
- Trafalgar Road to the west.

Despite the northward expansion of the Town of Oakville throughout the late 19th and early 20th centuries, the Site remain undeveloped until the 1940s.



1858 Tremaine's Map of the County of Halton. The approximate location of the Site is shown in blue (University of Toronto Libraries; annotated by ERA).

General Electric Lighting Oakville Lamp Plant

Following the end of World War II, undeveloped farmland on the periphery of the Town began to be developed.

In 1946, the Canadian General Electric Company Ltd. (“CGE”), a wholly owned subsidiary of the General Electric Company in the US, purchased 16 acres immediately south of the QEW to the northeast of downtown Oakville. Construction of the GE Lamp Plant began in the fall of 1946 and the new facility opened on March 29th, 1948, with a staff of 50 employees.



A 1954 aerial photograph Town of Oakville, with the Site shown in blue (University of Toronto Libraries; annotated by ERA).



The GE Lamp Plant, circa 1950 (ERA Architects, 2011).

By 1953, after only five years in production, a new 30,000 square foot warehouse was constructed. Less than a year later, another 59,000 square foot addition was constructed, and in 1955, a 24,000 square foot receiving warehouse was added to open up more floor space for manufacturing purposes.

The construction of another 7,600 square foot addition began in late 1956. In order to accommodate this new addition, CGE purchased the adjacent 7.42 acre lot to the east of the 16-acre property. This brought the total land area of the site to 22.57 acres. In 1957, another 36,000 square foot warehouse extension was announced. By the time of its completion, the GE Lamp Plant had expanded to 223,326 square feet and 509 employees.

In 1961, a 4.7 acre parcel of land located directly to the east of the Plant was purchased, and three new buildings were constructed. The Site then remained essentially stable without any expansion or construction throughout the 1970s, 80s, and 90s.

During the 1950s, the Plant was producing roughly 250 types of lamps of varying lengths, diameters and colours, primarily for the Canadian market. However, in an effort to increase competitiveness after the ratification of the North American Free Trade Agreement, the company reduced the number of products it made for domestic markets, choosing to focus on exporting product.

Prior to the Plant's decommissioning, a small building at the south-east corner of the Site was constructed in 2006 for lamp disassembly purposes. The GE Lamp Plant was decommissioned in 2009 due to changes in the market toward energy-efficient lighting products, which has led to a decline in traditional lightbulb sales and a global overcapacity of older bulbs. In 2011, the Town designated the property, with a designation by-law focused on the office building, permitting the demolition of the remaining structures on the Site.



The GE Lamp Plant, circa 1975 (Oakville Historical Society).



Planned major expansions of the Oakville lamp plant (in background above) will make it the centre of the Company's lamp manufacturing operations in the next 10 - 20 years. Plant facilities, which now cover 6 acres, will then occupy about 16 acres at the Oakville site.

The Canadian General Electric Company's 73rd Annual Report highlights a planned expansion which would increase the size of plant facilities from 6 acres to 16 acres. The office building is visible in the background on the right (Canadian General Electric Company Ltd., 1965).

Architect: Beck & Eadie

The firm of Beck & Eadie was a partnership between architects Arthur Hunter Eadie and John Jackson Beck that practiced until Beck's retirement in 1953. Below are the biographies of the founding members, as found in the *Biographical Dictionary of Architects in Canada*^{1,2}:

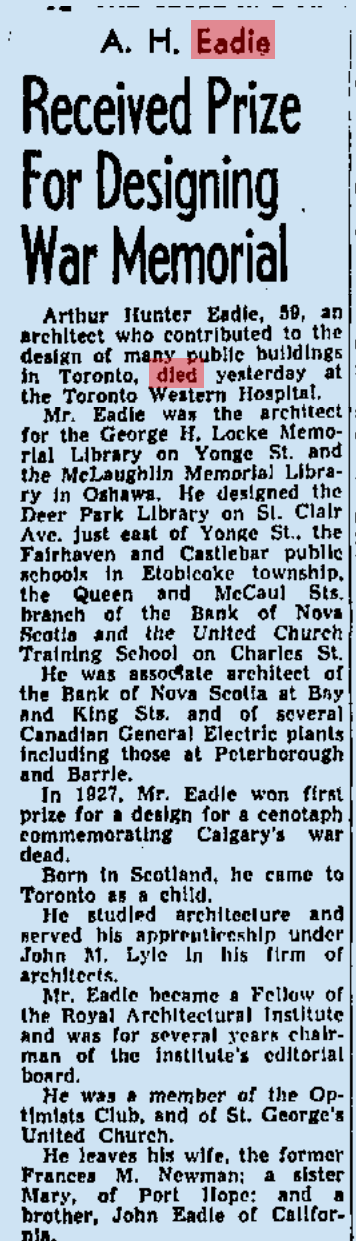
Arthur Hunter Eadie

EADIE, Arthur Hunter (1897-1956) was born in Edinburgh, Scotland on 6 January 1897 and was brought to Canada as a child. His family settled in Toronto, and he was educated at the Toronto Technical School in 1910-12, and later attended evening study classes there from 1912 to 1915, and from 1918 until 1922. He articulated with the prominent Toronto firm of Chadwick & Beckett (in 1912-16), then joined the office of John M. Lyle in 1918 and remained there for the next twenty-five years as draftsman and assistant to Lyle. With the advice and encouragement of his mentor, Eadie submitted a design in the competition for the Cenotaph War Memorial in Calgary, Alta. in 1927. He received First Prize for his classically inspired carved stone monument which still stands today. His design for another War Memorial in Winnipeg, submitted in competition during the same year, was awarded the Second Prize from a group of 25 designs sent in.

For unknown reasons, Eadie decided to leave Lyle's office in 1929 and join the Toronto firm of Marani, Lawson & Morris, but his tenure there was brief, and within months he had rejoined Lyle. It was there that he met John J. Beck, with whom he was to later form a partnership in 1943. When Beck retired in December 1953, Eadie continued to practise under his own name, specializing in designs for library and bank buildings. He was nominated as a Fellow of the Royal Architectural Institute of Canada in 1954, and served as Chairman of the Editorial Board for the R.A.I.C. Journal from 1949 to 1953. Eadie died suddenly in Toronto on 3 December 1956.

1 <http://dictionaryofarchitectsincanada.org/node/1698>

2 <http://dictionaryofarchitectsincanada.org/node/1077>



Arthur Hunter Eadie's obituary, published in the Toronto Star (Toronto Star, 5 Dec 1956, p. 12).

John Jackson Beck

BECK, John Jackson (1882-1957) inherited the legacy of John M. Lyle, with whom he had worked as chief assistant for more than twenty years. Born in Sheffield, [England] in 1882 he articulated with Athron & Beck of Doncaster from 1899 to 1903 and emigrated to Canada in 1905. He settled in Toronto and joined F.S. Baker as chief assistant (in 1905-08), then moved to New York City to work for George B. Post & Son (in 1908-10). After returning to Toronto he rejoined F.S. Baker, remaining there until 1913. After WWI Beck worked in Montreal for Ross & MacDonald (in 1920-23). From 1923 he was employed by J.M. Lyle, a leading figure in the design of bank buildings in Canada. It was there that he met Arthur Eadie, another Lyle employee, with whom he later formed a partnership when Lyle retired from practice in 1941. By the late 1930's Beck was an acknowledged expert on bank architecture, and wrote extensively on the subject. His dedication to the job almost led to his premature death in 1937. While supervising the construction of the Dominion Bank in Sudbury for John Lyle, he was seriously injured when a 2,900 pound steel bank vault door fell on him, pinning the lower portion of his body beneath it (report in the Ottawa Journal, 16 Oct. 1937, 34). It took several months for Beck to recover from this injury.

With Eadie he later completed work on the design of the headquarters tower of the Bank of Nova Scotia in Toronto, a project begun by Lyle in 1930 but shelved before the outbreak of WWII. Other notable works by their firm included the reserved modernist styling to the General Electric Building in Oakville (1946) and George Locke Library in Toronto (1946-48). Beck retired in 1951 and died at Huntsville, Ont. on 14 August 1957.



Headquarters of the Bank of Nova Scotia, designed by Beck & Eadie in collaboration with Mathers & Hal-denby (Toronto Archives, n.d.)



George Locke Public Library at Lawrence Avenue and Yonge Street in Toronto, included in the TPL's 1949 annual report (Toronto Public Library, 1949).

Designing for the The Canadian General Electric Company Ltd.

Beck & Eadie designed at least six large factories for CGE in Ontario between 1943-1950. Although the facilities specialized in the manufacture of different products, the factories buildings all shared commonalities with their streamlined facades with clean lines and horizontal emphasis. Three of the factories designed by Beck & Eadie are pictured below.



The Oakville Lamp Plant pictured circa 1975 (Oakville Historical Society).



A postcard of the CGE factory in Cobourg for in molded plastics production, designed in 1947 by Beck & Eadie (Cobourg and District Historical Society).



An undated photo of a CGE small appliance factory in Barrie on Bradford Street, designed in 1945 by Beck & Eadie (Barrie Historical Archive).

3 STATEMENT OF CULTURAL HERITAGE VALUE

The property at 420 South Service Road East was designated under Part IV, Section 29 of the OHA on September 26, 2011 (by-law 2011-096). The property's Statement of Significance is excerpted below:

Design Value or Physical Value

The subject building is architecturally significant as an example a 20th century industrial building designed in the Art Moderne style. The office building was designed by Beck and Eadie Architects who designed a number of other General Electric buildings in southern Ontario.

The two-storey structure is constructed of load-bearing masonry and has a low, horizontal emphasis with three projecting bays in the centre and at the east and west ends of the front elevation. The building is clad in buff brick with precast parapet coping along the extent of the roofline.

The windows and doors are framed with pre-cast concrete surrounds. Above the front entrance, a unique round window provides architectural interest. Historically, round General Electric signs were installed on the east and west vertical sections to mirror this central round window. These signs, along with the original windows and window sashes, have been removed.

Historical Value or Associative Value

The subject property has cultural heritage value for its historical associations with the General Electric Company which operated a lamp factory on the site for over 60 years. The plant was developed on vacant land and opened in 1948 with 50 employees and expanded throughout the 1950s and 1960s with over 500 employees at the height of its production.

The subject office building was constructed between 1946 and 1948 and was one of the first buildings to be completed on the site. Shortly after the construction of the office building, a 64,000 square foot addition for manufacturing use was added to the rear of the office, covering the rear south wall of the office building.

Originally housing offices and a lunchroom, the building was continually used as office space for the factory with numerous interior alterations completed over the years to accommodate minor changes in use. In 2009, the lamp plant was decommissioned due to changes in the market; this development resulted in the heritage designation of the office building in order to retain this important heritage attribute and to recognize and commemorate the history of the site.

Contextual Value

The subject property is of contextual value as an industrial landmark in Oakville, clearly visible from Trafalgar Road, South Service Road and the QEW. The building reflects the Town's 20th century industrial development and the history of this area as industrial employment lands.

Description of Heritage Attributes

The Reasons for Designation include the following heritage attributes. These attributes apply to the north, east, south and west elevations unless otherwise noted.

- The overall form and massing of the office building, including all four original exterior walls;*
- Buff brick exterior cladding and stepped, precast parapet coping;*
- Location, form and dimension of all existing window openings on the east, west and north elevations; and*
- Pre-cast concrete window surrounds and door surround on the east, west and north elevations.*

The Statement of Significance will form the basis of the forthcoming detailed impact assessment once the proposed treatment of the extant heritage resource is defined.

4 CONDITION ASSESSMENT

ERA performed a visual inspection of the property on September 23, 2024. All observations were carried out from grade. Inspections were limited to visible exterior envelope features such as the brick façade, stone door surrounds, sills, lintels, windows, doors, flashings, and concrete foundation. Interior visual inspection was limited to accessible spaces.

No close up “hands on” inspections were carried out using scaffolding or a lift, and the roof areas were not accessible at the time of the inspection. The review does not include structural, mechanical, electrical, or plumbing systems/elements.

General Observations

The property at 420 South Service Road East contains a two-storey, buff brick masonry building constructed circa 1948. The buff brick laid in common bond forms the primary exterior material, complemented with accents of stone sills, lintels, and window and door surrounds.

The symmetrical main façade features projecting end and central bays with the main elevation windows boarded up with plywood. A concrete foundation wall is noted along the perimeter of the building.



Stone portico main entrance is in fair condition with areas of poor condition showing delamination, mortar loss, staining, and graffiti (ERA, 2024).

DEFINITION OF TERMS

The building components were graded using the following assessment system:

Excellent: Superior aging performance. Functioning as intended; no deterioration observed.

Good: Normal Result. Functioning as intended; normal deterioration observed; no maintenance anticipated within the next five years.

Fair: Functioning as intended. Normal deterioration and minor distress observed; maintenance will be required within the next three to five years to maintain functionality.

Poor: Not functioning as intended; significant deterioration and distress observed; maintenance and some repair required within the next year to restore functionality.

Defective: Not functioning as intended; significant deterioration and major distress observed, possible damage to support structure; may present a risk; must be dealt with immediately.

Bricks

The buff bricks on the primary (north), west, and east elevations are laid in a common bond pattern. Generally, the bricks appear to be in fair condition with localized areas of poor condition showing mortar loss, cracked, displaced and delaminated bricks, obsolete metal fasteners, step cracking, unsympathetic mortar repair, staining, and efflorescence. There are sections at the base of the brick wall showing destructive testing. These areas appear to be in poor condition.

The bricks on the south elevation are laid in a common bond pattern and have paint and graffiti on a large section of the wall. Generally, the bricks on the south elevation appear to be in poor condition with areas of mortar loss, cracked, displaced and delaminated bricks, obsolete metal fasteners, step cracking, unsympathetic mortar repair, staining, and paint flaking. A temporary steel shoring structure has been installed on the south elevation and appears to be in poor condition showing large areas of rusting.

Stone Elements and Concrete Foundations

The stone portico main entrance appears to be in fair condition with areas of poor condition showing delamination, mortar loss, staining, and graffiti. The majority of the stone window surrounds and sills are not visible from the exterior, as the elements are covered by plywood. The exposed stone window surrounds appear to be in fair condition showing areas of mortar loss and delamination. The round window stone surround is covered in plexiglass and appears to be in fair condition.

The stone water table appears to be in fair condition with areas of poor condition showing staining and minor delamination.

Generally, the concrete foundation appears to be in poor condition showing areas of delamination, cracking, material loss and staining.

Flashings

Generally, the parapet flashing appear to be in poor condition showing material deformation.



Bricks in fair condition with localized areas of poor condition (ERA, 2024).



A section at the base of the brick wall on the south elevation showing signs of destructive testing (ERA, 2024).



Bricks on south elevation and temporary steel shoring is in poor condition (ERA, 2024).

Doors and Windows

The windows are not visible from the exterior, as the elements are covered by plywood. The window review was completed from the interior and generally, the metal windows appear to be in defective condition showing broken glazing at the majority of the windows.

The metal door at the main entrance appears to be in poor condition showing rusting and deformation. The metal door on the south and east elevation appears to be in fair condition.

Interior

The interior walls are finished with drywall, concrete top flooring with open steel truss and beam ceiling. Generally, the interior appears to be in poor condition showing areas of missing and damaged drywall exposing the terra cotta tile, brick, and concrete block walls. Generally, the steel trusses and beams appear to be in fair condition.



Windows in defective condition showing broken glazing (ERA, 2024).



Missing drywall showing concrete block underneath; windows in defective condition showing broken glazing (ERA, 2024).



Metal door at the main entrance is in poor condition; missing drywall showing brick underneath (ERA, 2024).



Missing drywall showing brick and terra cotta tile underneath (ERA, 2024).

Although the proposed amendment to the Official Plan is not yet in effect, the proposed development anticipates these changes by proposing mixed-use development with a large residential component. Proposed development blocks are situated around a proposed new road network to and through the Site. This layout reflects the current and proposed planned transportation network for the Chartwell District in the Official Plan. The OPA will implement the road network planned through the Official Plan.

The existing office building is located within a 14 meter required setback, mandated by the Ministry of Transportation (“MTO”) for all development in proximity to provincial highways. Further discussion with MTO is required to confirm next steps regarding in situ retention or potential relocation of the heritage resource.

6 IMPACT ASSESSMENT

On-Site Heritage Resources

The property at 420 South Service Road is designated under Part IV, Section 29 of the OHA. The identified cultural heritage value and attributes are associated with the two-storey office building.

The proposed treatment of the remnant office building is not yet determined. Once a proposed solution is defined, the impact and appropriate mitigation strategies can be described. In our opinion, demolition and/or relocation off-site would constitute a negative impact, potential solutions to mitigate impact are described in Section 7.

Adjacent Heritage Resources

As per Section 5.3.5 of the Town of Oakville Official Plan, a heritage impact assessment is required when a proposed development is ‘adjacent to, or in the immediate vicinity of, an individually designated property’. The Site is not considered adjacent to any heritage resources.

The Official Plan does not define ‘immediate vicinity’. While 599 Chartwell Road is the closest heritage resource to the Site, it was not deemed to be in the “immediate vicinity” to the Site.

Negative impact on a cultural heritage resource include, but are not limited to:

Destruction of any, or part of any, significant heritage attributes or features;

Alteration that is not sympathetic, or is incompatible, with the historic fabric and appearance;

Shadows created that alter the appearance of a heritage attribute or change the viability of a natural feature or plantings, such as a garden;

Isolation of a heritage attribute from its surrounding environment, context or a significant relationship;

Direct or indirect obstruction of significant views or vistas within, from, or of built and natural features;

A change in land use such as rezoning a battlefield from open space to residential use, allowing new development or site alteration to fill in the formerly open spaces;

Land disturbances such as a change in grade that alters soils, and drainage patterns that adversely affect an archaeological resource.

(Ontario Heritage Toolkit).

7 CONSERVATION CONSIDERATIONS

While the proposed treatment of the remnant office building is not yet determined, the following approaches to mitigate any potential impact (i.e. demolition, relocation off-site) have been considered. An analysis of the recommended strategy for conservation (on-site relocation) is provided in Section 8.

Option A: In-Situ Retention

The Town of Oakville's Official Plan (s. 5.5.1) requires that "all options for on-site retention of buildings and structures of cultural heritage significance shall be exhausted before resorting to relocation."

The in-situ retention of the office building is complicated by the presence of a required MTO setback of 14 meters from the Site's northern boundary. The existing building may be directly impacted by this requirement as the entire building is located within the required setback. If the building is proposed to be retained in situ, it would be isolated, removed from its context, and not easily programmed.

Option B: Relocation

In line with heritage best practice, where the retention of a heritage resource in situ is not possible, relocation within a development site or to another nearby location with a preferred setting may be considered.

The on-site relocation of the office building is preferable to off-site relocation. The extant building is visible from the QEW, South Service Road East, and Trafalgar Road as a remnant of its industrial past. The existing orientation of the building provides an important contextual marker for the area.

The existing building provides a built form that is adaptable to a variety of uses. Its simple footprint and open floor plan are conducive to adaptation and integration as part of new construction.

Option C: Documentation, Salvage, Interpretation

In the event that relocation within the development site is not possible, demolition of the resource may be considered with the understanding that a documentation, salvage, and interpretation strategy be implemented. The strategies provided as part of this public benefit should be robust, and commensurate with cost of relocation or retention in situ.

8 MITIGATION

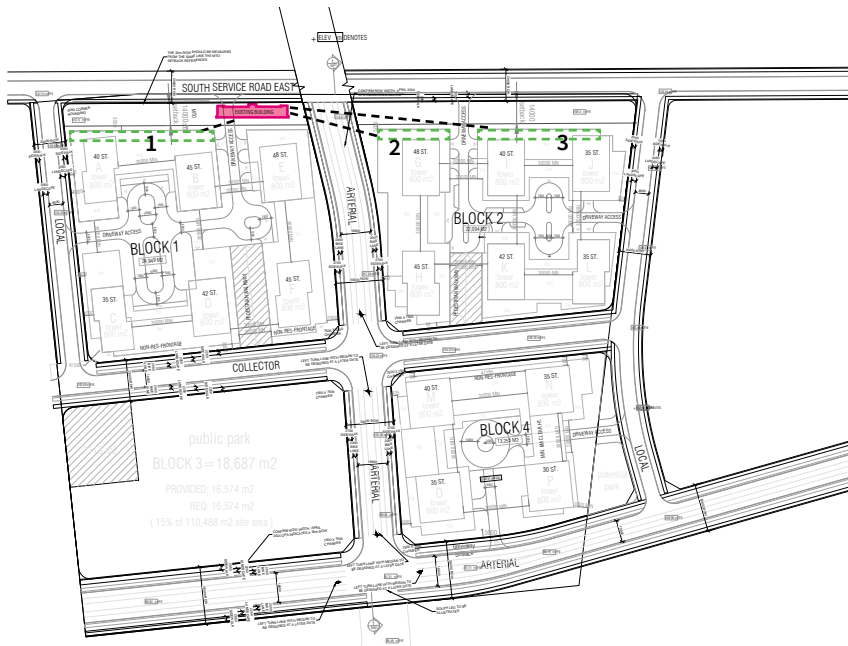
On-Site Relocation of Existing Heritage Resource

The recommended strategy is on-site relocation of the existing heritage resource and integration with new construction. The building’s simple layout provides a built form that is adaptable to a variety of uses.

The following preliminary strategies should guide next steps in the design and development process:

- Locate the remnant building in an area that is visible from, and oriented to, the QEW.
- Maintain the building’s prominence as a landmark on the Site.
- Restore the office building and incorporate it with new construction.

A letter (attached as Appendix E) has been prepared by McCulloch Movers to assess the feasibility of building relocation. We recommend options for on-site relocation be explored further with Town of Oakville staff and the design team as the development process moves forward. Precedents showing integration of historic industrial building fabric with new construction are shown on the following pages.



Site Plan showing the potential zones for relocation of the office building on Site (current location shown in pink; potential locations dashed in green) (Graziani + Corazza Architects, 2024; annotated by ERA).



A mixed-use development on the site of the former Water Works Buildings in downtown Toronto that rehabilitates an industrial heritage site. An Art Deco heritage building is integrated into the base of a tower, with setback condos rising above it (Diamond Schmitt; doublespace photography, 2023).



Image showing the adaptive reuse of the interior of the Water Works building into a public food hall (Diamond Schmitt; doublespace photography, 2023).



Rendering of the redevelopment of the The Lang Tannery, 480,000-square-foot mixed-use office and commercial complex in downtown Kitchener (RAWdesign, 2011).



Image of a courtyard in The Tannery (Architectural Record; Cindy Blažević, 2011).



Public space within The Tannery, combining historic and contemporary elements (Architectural Record; Cindy Blažević, 2011).



Ongoing redevelopment of the Canada Malting Company administrative offices at Bathurst Quay, originally constructed in the 1940s (Julian Mirabelli, 2024).



Rendering of The Corleck, which, once completed, will provide multi-use event space with conference rooms and offices for the Canada Ireland Foundation (Kearns Mancini Architects).

9 RECOMMENDATIONS

The proposed treatment of the remnant office building is not yet determined. Once a proposed solution is defined, the impact and appropriate mitigation strategies can be described. In our opinion, demolition and/or relocation off-site would constitute a negative impact on the cultural heritage value of the existing resource.

In order to limit and/or mitigate any potential negative impact, three options have been explored: retention in situ, relocation, and documentation, salvage, and interpretation. In the context of the proposed development, including the use and scale of the proposed buildings, on-site relocation of the heritage resource is recommended.

The existing building's simple layout provides a built form that is adaptable to a variety of uses, and a simple footprint that makes the building amenable to integration as part of a new structure. A letter (attached as Appendix E) has been prepared by McCulloch Movers to assess the feasibility of building relocation, outlining a potential relocation strategy. Further discussion with the MTO, Town of Oakville staff and the proponent is encouraged to explore the options for conservation and mitigation as the development process moves forward.

As a condition of approval, a robust Interpretation Plan to interpret the history of the GE Lamp Plant and Oakville's industrial development is recommended.

10 PROJECT PERSONNEL

Philip Evans OAA, MRAIC, CAHP is a Principal at ERA and the founder of Culture of Outposts. Over the course of 20+ years working in the field of heritage conservation, he has led a wide range of conservation, adaptive reuse, design, and feasibility planning projects.

Samantha Irvine JD, CAHP is a Senior Associate with the heritage planning team at ERA, where she has overseen projects that impact culturally significant buildings, neighbourhoods and landscapes since 2015. She holds a BA in History and Sociology from McGill University (Great Distinction); MA degrees in Historical & Sustainable Architecture (NYU) and Sustainable Urbanism (Wales); and a JD from Queen's University. She is a member of the Ontario Bar Association and a former Fellow of Sustainable Urbanism with the Prince's Foundation in London, England.

Emma Cohlmeier RPP, MCIP is a Senior Project Manager with the heritage planning team at ERA. She is a Registered Professional Planner (RPP) and a Member of the Canadian Institute of Planners (MCIP). Emma completed a Bachelor of Arts Degree from the University of Guelph and a Master's Degree in Urban Planning from the University of Toronto.

Janice Quieta, OAA, MArch, CAHP Janice is a Senior Associate and architect at ERA. She received her Master of Architecture degree from Dalhousie University after completing a Bachelor of Architectural Science degree at Toronto Metropolitan University (formerly Ryerson University). Her graduate thesis examined the feasibility of retrofitting post-war residential towers in Toronto's St. Jamestown using a socially and ecologically sustainable program. She has studied and worked in Toronto, Halifax, Dusseldorf, and Koln and participated in a number of national and international design competitions in Canada and Germany.

Marina Smirnova is a Planner at ERA Architects. She holds a Bachelor of Arts in Political Science from the University of British Columbia, and a Master of Planning from Toronto Metropolitan University (formerly Ryerson University).

11 REFERENCES

- (1956, Dec 5). A. H. Eadie, Recieved Prize for Designing War Memorial. *The Globe and Mail*, 12. Retrieved from ProQuest Historical Newspapers Online, Toronto Public Library.
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Heritage Policy Review

The following policy documents were reviewed for the purpose of this Heritage Impact Assessment:

- Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada (2010);
- The Ontario Heritage Act (R.S.O. 1990);
- The Province of Ontario’s 2024 Provincial Planning Statement (the “PPS”);
- Town of Oakville Official Plan, 2009, consolidated August 2021 (“Livable Oakville”).

Provincial Planning Statement (PPS), 2024

The PPS guides the creation and implementation of planning policy across Ontario municipalities, and provides a framework for the conservation of heritage resources, including the following relevant policies:

4.6.1 *Protected heritage property*, which may contain *built heritage resources* or *cultural heritage landscapes*, shall be *conserved*.

4.6.3 Planning authorities shall not permit *development* and *site alteration* on *adjacent lands* to *protected heritage property* unless the *heritage attributes* of the *protected heritage property* will be *conserved*.

Livable Oakville: The Town of Oakville Official Plan, 2009 (Consolidated August 2021)

The Livable Oakville Plan sets out guiding principles related to cultural heritage:

2.2 Guiding Principles

2.2.1 Preserving and creating a livable community in order to:

a) preserve, enhance, and protect the distinct character, cultural heritage, living environment, and sense of community of neighbourhoods;

The Site is designated “Growth Area” on Schedule G: South East Land Use Plan. The Site is designated “Midtown Oakville” within a “Node and Corridor” on Schedule A1 - Urban Structure. Part E of the Livable Oakville Plan contains policies pertaining to Midtown Oakville. This section does not outline any policies for the conservation of cultural heritage resources.

Protected heritage property: *property designated under Part IV or VI of the Ontario Heritage Act; property included in an area designated as a heritage conservation district under Part V of the Ontario Heritage Act; property subject to a heritage conservation easement or covenant under Part II or IV of the Ontario Heritage Act; property identified by a provincial ministry or a prescribed public body as a property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; property protected under federal heritage legislation; and UNESCO World Heritage Sites (PPS, 2024).*

Built heritage resource: *a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property’s cultural heritage value or interest as identified by a community, including an Indigenous community (PPS, 2024).*

Conserved: *the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted or adopted by the relevant planning authority and/or decision-maker. Mitigative measures and/or alternative development approaches should be included in these plans and assessments (PPS, 2024).*

Policies within Section 5.0 of the Official Plan guide the conservation of heritage resources in the Town of Oakville. The following general heritage policies are applicable to the Site:

5.1.1 Objectives - The general objectives for cultural heritage are:

a) to conserve cultural heritage resources through available powers and tools and ensure that all new development and any site alteration conserve cultural heritage resources; and,

b) to encourage the development of a Town-wide culture of conservation by promoting cultural heritage initiatives as part of a comprehensive economic, environmental, and social strategy where cultural heritage resources contribute to achieving a sustainable, healthy and prosperous community.

5.3.1 The Town shall encourage the conservation of cultural heritage resources identified on the register and their integration into new development proposals through the approval process and other appropriate mechanisms.

5.3.6 The Town should require a heritage impact assessment where development or redevelopment is proposed:

a) on, adjacent to, or in the immediate vicinity of, an individually designated heritage property;

5.3.7 The Town may impose, as a condition of any development approvals, the implementation of appropriate measures to ensure the conservation of any affected cultural heritage resources, and where appropriate, their integration into new development.

5.3.8 Where the Town is considering a proposal to alter, remove, or demolish a cultural heritage resource that is protected or registered under the Ontario Heritage Act, or repeal a designating by-law under that Act, it shall ensure that it has before it any required heritage impact assessment or sufficient information to review and consider:

a) how the proposal affects the heritage attributes and the cultural heritage value and interest of the cultural heritage resource; and,

b) options that reduce, minimize or eliminate impacts to the cultural heritage resource.

Adjacent lands: *d) for the purposes of policy 4.6.3, those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan (PPS, 2024).*

Heritage attributes: *means, as defined under the Ontario Heritage Act, in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest (PPS, 2024).*

Built heritage resource *means a building, structure, monument, installation or any manufactured remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Aboriginal community. Built heritage resources are generally located on property that has been designated under Parts IV or V of the Ontario Heritage Act, or included on local, provincial and/or federal registers (Livable Oakville, 2021).*

Conserved (or conserve) *means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments (Livable Oakville, 2021)*

5.5.1 Retention of Heritage Resources On-site or Relocation

All options for on-site retention of buildings and structures of cultural heritage significance shall be exhausted before resorting to relocation. Relocation of built heritage resources shall only be considered through a Cultural Heritage Impact Assessment that addresses retention and relocation.

Note: the Livable Oakville Plan does not include a definition for 'adjacent' therefore the definition provided in the PPS will be used (refer to previous page for definition).

The Standards & Guidelines for the Conservation of Historic Places in Canada (Parks Canada, 2010)

The following standards, outlined in Section 3, provide guidance regarding the treatment of the heritage resource on the Site:

Standard 1: Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character-defining elements. Do not move a part of an historic place if its current location is a character-defining element.

Standard 5: Find a use for an historic place that requires minimal or no change to its character-defining elements.

Standard 11: Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.



ONTARIO HERITAGE TRUST

OCT 11 2011

RECEIVED

October 6, 2011

VIA REGULAR MAIL

Ontario Heritage Trust
10 Adelaide Street East
Toronto, ON M5C 1J3

Oksana Nova
General Electric Canada Inc.
2300 Meadowvale Boulevard
MaildropC63
Mississauga, ON L5N 5P9

**Subject: Notice of Heritage Designation
420 South Service Road East, Oakville, Ontario**

This is to address the error in my earlier letter to you, also dated October 6, 2011.

Enclosed was the Notice of Heritage Designation together with By-law 2011-096 with respect to the heritage designation of 420 South Service Road East, Oakville, Ontario which was served upon you in accordance with section 29(6) of the *Ontario Heritage Act*, R.S.O. 1990, c.18. It was not an Amendment to the Designating By-law.

Please contact the undersigned if you have any questions with respect to this matter.

Sincerely,

Franca Piazza
Legislative Coordinator

Encls.

c.c. C. Best, Town Clerk
D. Anderson, Director of Planning Services
N. Chandra, Assistant Town Solicitor
R.S. Hannah, Senior Manager of Planning Services
C. Van Sligtenhorst, Heritage Planner



OAKVILLE

ONTARIO HERITAGE TRUST

OCT 06 2011

RECEIVED

October 6, 2011

VIA COURIER

Ontario Heritage Trust
10 Adelaide street East
Toronto, ON M5C 1J3

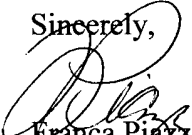

420 South Service Road East
Oakville, ON L6J 2X6

Dear Sirs:

**Subject: By-law 2011-096, Amendment of Designating By-law
420 South Service Road East, Oakville, Ontario**

Attached please find By-law 2011-096 with respect to the amendment of the heritage designation for 420 South Service Road East, Oakville, Ontario which is served upon you in accordance with section 30.1(9) of the *Ontario Heritage Act*, R.S.O. 1990, c.18.

Sincerely,


Franca Piazza
Legislative Coordinator

Encls.

c.c. C. Best, Town Clerk
D. Anderson, Director of Planning Services
N. Chandra, Assistant Town Solicitor
R.S. Hannah, Senior Manager of Planning Services
C. Van Sligtenhorst, Heritage Planner

Town of Oakville
P.O. Box 310, 1225 Trafalgar Road
Oakville, Ontario L6J 5A6
Tel. 905-845-6601
www.oakville.ca Fax No. (905) 338-4230



OAKVILLE

THE CORPORATION OF THE TOWN OF OAKVILLE

BY-LAW NUMBER 2011-096

A by-law to designate the General Electric Lamp Plant Office Building at 420 South Service Road East as a property of historical, architectural and/or contextual significance.

WHEREAS pursuant to Part IV of the *Ontario Heritage Act*, R.S.O. 1990, Chapter O.18, the Council of a municipality is authorized to enact by-laws to designate a real property, including all buildings and structures thereon, to be of cultural heritage value or interest;

WHEREAS the municipal council of the Corporation of the Town of Oakville has caused to be served on the owners of the lands and premises at:

420 South Service Road East
Oakville, ON

and upon the Ontario Heritage Trust, notice of intention to designate the General Electric Lamp Plant Office Building at 420 South Service Road East and a statement of the reasons for the proposed designation, and further, has caused said notice of intention to be published in the *Oakville Beaver*, being a newspaper of general circulation in the municipality;

AND WHEREAS no objection to the proposed designation has been served on the municipality;

AND WHEREAS the reasons for designation are set out in Schedule "B" attached hereto and form part of this By-law;

COUNCIL ENACTS AS FOLLOWS:

1. THAT the following real property, more particularly described in Schedule "A" attached hereto and forming part of this By-law is hereby designated as being of cultural heritage value or interest:



General Electric Lamp Plant Office Building
420 South Service Road East
Town of Oakville
The Regional Municipality of Halton

2. THAT the Town solicitor is hereby authorized to cause a copy of this By-law to be registered against the property described in Schedule "A" attached hereto at the Land Registry Office.

PASSED this 26th day of September, 2011

Rob Burton

MAYOR

Vicki Tytaneck

A/CLERK



**SCHEDULE "A" TO
BY-LAW 2011-096**

In the Town of Oakville in the Regional Municipality of Halton, property description as follows:

General Electric Lamp Plant Office Building
Part of Lot 12, Concession 3 SDS, as in TW14350, except Part 1,
Plan PE227; Lots 113 and 114, Plan 1009; Oakville, being the
lands in PIN 24806-0373.
Town of Oakville, Regional Municipality of Halton

**SCHEDULE "B" TO
BY-LAW 2011-096****STATEMENT OF SIGNIFICANCE**

Description of Property – General Electric Lamp Plant Office Building, 420 South Service Road East

The General Electric Lamp Plant Office Building is a rectangular brick office building, originally part of the General Electric factory, located on the south side of South Service Road East, east of Trafalgar Road.

Statement of Cultural Heritage Value

Design Value or Physical Value

The subject building is architecturally significant as an example a 20th century industrial building designed in the Art Moderne style. The office building was designed by Beck and Eadie Architects who designed a number of other General Electric buildings in southern Ontario.

The two-storey structure is constructed of load-bearing masonry and has a low, horizontal emphasis with three projecting bays in the centre and at the east and west ends of the front elevation. The building is clad in buff brick with precast parapet coping along the extent of the roofline.

The windows and doors are framed with pre-cast concrete surrounds. Above the front entrance, a unique round window provides architectural interest. Historically, round General Electric signs were installed on the east and west vertical sections to mirror this central round window. These signs, along with the original windows and window sashes, have been removed.

Historical Value or Associative Value

The subject property has cultural heritage value for its historical associations with the General Electric Company which operated a lamp factory on the site for over 60 years. The plant was developed on vacant land and opened in 1948 with 50 employees and expanded throughout the 1950s and 1960s with over 500 employees at the height of its production.

The subject office building was constructed between 1946 and 1948 and was one of the first buildings to be completed on the site. Shortly after the construction of the



office building, a 64,000 square foot addition for manufacturing use was added to the rear of the office, covering the rear south wall of the office building.

Originally housing offices and a lunchroom, the building was continually used as office space for the factory with numerous interior alterations completed over the years to accommodate minor changes in use. In 2009, the lamp plant was decommissioned due to changes in the market; this development resulted in the heritage designation of the office building in order to retain this important heritage attribute and to recognize and commemorate the history of the site.

Contextual Value

The subject property is of contextual value as an industrial landmark in Oakville, clearly visible from Trafalgar Road, South Service Road and the QEW. The building reflects the Town's 20th century industrial development and the history of this area as industrial employment lands.

Description of Heritage Attributes

The Reasons for Designation include the following heritage attributes. These attributes apply to the north, east, south and west elevations unless otherwise noted.

- The overall form and massing of the office building, including all four original exterior walls;
- Buff brick exterior cladding and stepped, precast parapet coping;
- Location, form and dimension of all existing window openings on the east, west and north elevations; and
- Pre-cast concrete window surrounds and door surround on the east, west and north elevations.

- **Explanatory Note**

Re: Heritage Designation By-law No. 2011-096

By-law No. 2011-096 has the following purpose and effect:

To designate the General Electric Lamp Plant Office Building located on the property 420 South Service Road East as a property of cultural heritage value or interest pursuant to the provisions of the *Ontario Heritage Act*, R.S.O., 1990, Chapter O.18, Part IV, Section 29.



NOTICE OF HERITAGE DESIGNATION

**General Electric Lamp Plant Office Building
420 South Service Road East, Oakville, Ontario**

TAKE NOTICE that Oakville Town Council, on September 26, 2011, resolved to pass By-law 2011-096 to designate the property at 420 South Service Road East, described as Part of Lot 12, Concession 3 SDS, as in TW14350, except Part 1, Plan PE227; Lots 113 and 114, Plan 1009; Oakville, under Section 29 of the *Ontario Heritage Act*, R.S.O. 1990, c. 18, as a property of cultural heritage value and interest.

Cultural Heritage Value and Interest:

The GE Lamp Plant Office Building has design and physical value as an example of a mid-20th century industrial building constructed in the Art Moderne style. Constructed between 1946 and 1948, the office building was designed by Beck and Eadie Architects, who also designed several other General Electric facilities in southern Ontario.

The two-storey structure is constructed of load-bearing masonry and has a low, horizontal emphasis with three projecting bays in the centre and at the east and west ends of the front elevation. The building is clad in buff brick with precast parapet coping along the extent of the roofline. The windows and doors are framed with pre-cast concrete surrounds. Above the front entrance, a unique round window provides architectural interest.

The property is historically associated with the General Electric Lamp Plant which operated on the site for over 60 years. The building is also associated with the area's industrial history and is a physical reminder of Oakville's 20th century industrial past.

The subject property is of contextual value as an industrial landmark in Oakville, clearly visible from Trafalgar Road, South Service Road and the QEW. The building reflects the Town's 20th century industrial development and the history of this area as industrial employment lands.

Description of Heritage Attributes:

The Reasons for Designation include the following heritage attributes. These attributes apply to the north, east, south and west elevations unless otherwise noted.

- The overall form and massing of the office building, including all four original exterior walls;
- Buff brick exterior cladding and stepped, precast parapet coping;
- Location, form and dimension of all existing window openings on the east, west and north elevations; and
- Pre-cast concrete window surrounds and door surround on the east, west and north elevations.

MORE INFORMATION: Any inquiries may be directed to Carolyn Van Sligtenhorst, heritage planner at 905-845-6601, extension 3875 or by email at cvansligtenhorst@oakville.ca.

Cathie Best, Town Clerk

420 South Service Road East
HERITAGE IMPACT ASSESSMENT
May 17, 2011



G E N E R A L E L E C T R I C L I G H T I N G
O A K V I L L E L A M P P L A N T

PREPARED FOR:

John Snider
Maintenance and Facilities Manager
General Electric Appliances & Lighting
420 South Service Road East
Oakville, Ontario, L6J 5C1

PREPARED BY:

E.R.A. Architects Inc.
10 St. Mary Street, Suite 801
Toronto, Ontario M4Y 1P9
11-041-01 ER/CL



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1.0 EXECUTIVE SUMMARY

The purpose of this Heritage Impact Assessment is to provide information on 420 South Service Road East, in the Town of Oakville, the General Electric Lighting Lamp Plant (GE Lamp Plant). The subject site is an industrial landmark in Oakville, and reflects the Town's industrial development and history from the mid-20th century. Throughout the history of the site the buildings have undergone various uses and changes. These changes are summarized in the GE Lighting history *Highlighting Memories: A Tribute*.

The property is currently listed on the Town's Inventory of Heritage Properties. However, the listing does not include any information about character defining elements or which buildings are of significance. The property contains nine masonry structures, built between 1946 and 2006. A visual inspection found the buildings to be in good condition. It has been recommended that only the Office Building, completed in 1948 and designed by Beck and Eadie Architects, be retained during redevelopment of the site, as the remainder of the structures are of typical simple steel and concrete block construction for industrial use that do not have a public presence on, nor are visible from, the South Service Road.

The GE Lamp Plant was decommissioned in 2009 due to changes in the market toward energy-efficient lighting products, which has led to a decline in traditional light bulb sales and a global overcapacity for older light bulb production. As such, in order to make the property more saleable to prospective buyers, the owner is proposing to remove all buildings on the site. Retention of the 1948 Office Building that forms the public face of the property is at issue. This report recommends that the retention of the heritage structure, for incorporation into a future redevelopment concept for the property, be considered.

The Office Building was designed by Beck and Eadie Architects who also designed a number of GE buildings in southern Ontario. They area also notable for working on the historic Bank of Nova Scotia head office building on King Street West with Mathers and Haldenby Architects.

The next step of the heritage review process is for Heritage Oakville to recommend acceptance of this report as part of the requirement to enable the demolition of the buildings as recommended and retention of the Office Building based on the research and analysis provided in this HIA. The staff report will include a summary of the application and recommendations to the City with respect to the proposed conservation strategy for this application.

2.0 INTRODUCTION

With regard to the redevelopment of 420 South Service Road East, General Electric Appliances and Lighting has retained ERA Architects Inc. as a Heritage Consultant.

ERA Architects Inc. has prepared this report with respect to: the *Province of Ontario's 2005 Provincial Policy Statement* for the regulation of development and use of land; the *Ontario Heritage Tool Kit*; *Parks Canada's Standards and Guidelines for the Conservation of Historic Places in Canada*; and the *Ontario Heritage Act*.

2.1 PROPERTY LOCATION

420 South Service Road East is located in the Midtown Core Employment District, directly south of the Queen Elizabeth Way, and east of Trafalgar Road.



Figure 1. Site Location. (Source: Google Maps)

2.2 PRESENT OWNER CONTACT

John Snider
Maintenance and Facilities Manager
GE - Appliances & Lighting
420 South Service Road East
Oakville, Ontario, L6J 5C1

2.3 EXISTING HERITAGE RECOGNITION

The entire property located at 420 South Service Road has been identified by the Town of Oakville for having “potential cultural heritage value for its associating with the development of industry in Oakville”. However, the listing does not include any further information regarding which buildings on the site are of interest or what the character defining elements are.

457-459 SMITH LANE	Robert Smith House - this property has potential cultural heritage value for its c.1865 farmhouse.
420 SOUTH SERVICE RD E	This property has potential cultural heritage value for its association with the development of industry in Oakville.
2960 SOUTH SHERIDAN WAY	This property has potential cultural heritage value for its silo, a remnant of a rural cultural heritage landscape.

Figure 2. Subject property subject listing.
(Source: Town of Oakville Inventory of Heritage Properties)

2.4 ADJACENT HERITAGE

In reference to the Province of Ontario’s 2005 Provincial Policy Statement, this document addresses Section 2.6 on Cultural Heritage and Archaeology, specifically item 2.6.3:

“Development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.”

There are no heritage properties located adjacent to the subject site.

2.5 OFFICIAL PLAN HERITAGE RESOURCE CONSERVATION

The Town of Oakville Official Plan (2006) provides the following goals and objectives in regards to the conservation of heritage resources:

Goal

- To preserve the heritage of such resources as archaeological sites, buildings, and structures of historic and/or architectural significance, value, or interest.

Objectives

- To encourage growth and development patterns which promote the protection and sympathetic treatment and use of heritage resources.

-
- To ensure that all avenues for the conservation of a heritage resource be explored.
 - To integrate structures of historic and/or architectural significance into development proposals where appropriate. ¹

¹ Town of Oakville Official Plan (2006), Part B, Section 6, p. 10.



3.0 STATEMENT OF SIGNIFICANCE

3.1 DESCRIPTION OF PROPERTY

The GE Lamp Plant is located on a 27 acre parcel of land. The nine on the site are steel frame brick structures, constructed between 1946 and 2006. The buildings have been partially modified and obscured by later factory additions. Several have at least one exterior wall enveloped within later expansions. The total gross building floor area of the plant is 322,681 square feet.



Figure 3. GE Lighting Oakville Lamp Plant. (Source: Google Maps)

3.2 STATEMENT OF CULTURAL HERITAGE VALUE OR INTEREST

The entire GE Lamp Plant property has been identified by the Town of Oakville as being of heritage interest. The listing does not specify which buildings are of historic interest or significance, or what the character defining elements of the site are.

An evaluation of the site, through historic research and a site tour conducted by ERA Architects Inc. on March 3, 2011, concluded that the Beck and Eadie designed Art Moderne style office building, that forms the public face of the property, is of significance as a good example of Art Moderne industrial architecture from the mid 20th century.

3.3 DESCRIPTION OF HERITAGE ATTRIBUTES

3.3.1 OFFICE BUILDING

Completed in 1948, the Office Building is an Art Moderne style two-storey buff brick building. The features that support its listed status are a central entrance with a circular window on the second floor, with east and west wings. The windows on the Office Building are dark glass, framed with pre-cast concrete and run the full length of each wing. The windows are not original.

The building was designed by Beck and Eadie Architects, who also designed several other General Electric facilities in Southern Ontario. Beck and Eadie are also of note for having worked on the historic Bank of Nova Scotia head office building on King Street West, in Toronto, which was designed with Mathers and Haldenby.

The extended facade at the east and west wings that form part of the manufacturing portion of the Beck and Eadie design, to the rear of the Office Building, are also part of the public face of the building, but with a vertical emphasis.



Figure 4. GE Lamp Plant Office Building. (Source: Google Street View)



Figure 5. Office Building, looking East. (Source: ERA Architects)



Figure 6. Office Building, entrance.
(Source: ERA Architects)



Figure 7. Office Building, second storey circular window.
(Source: ERA Architects)

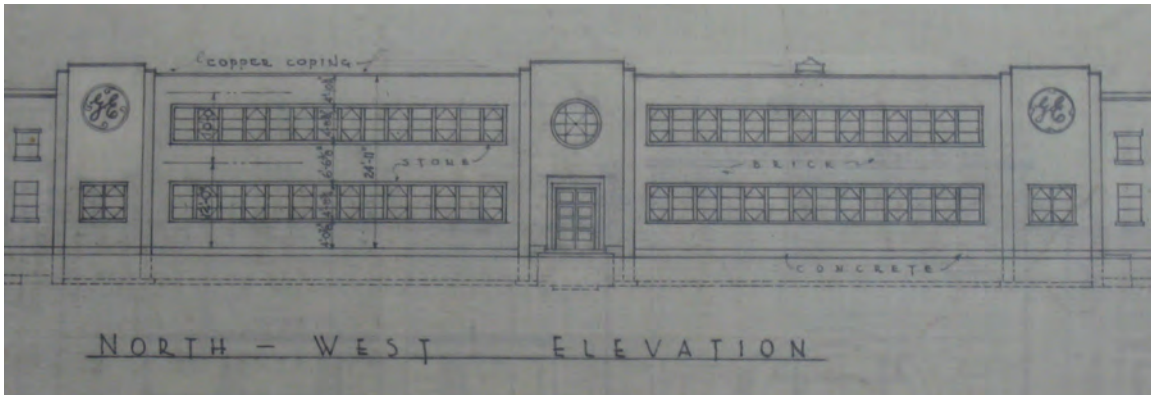


Figure 8. Office Building, plan of north elevation by Beck and Eadie Architects, 1946.
(Source: GE Lighting)

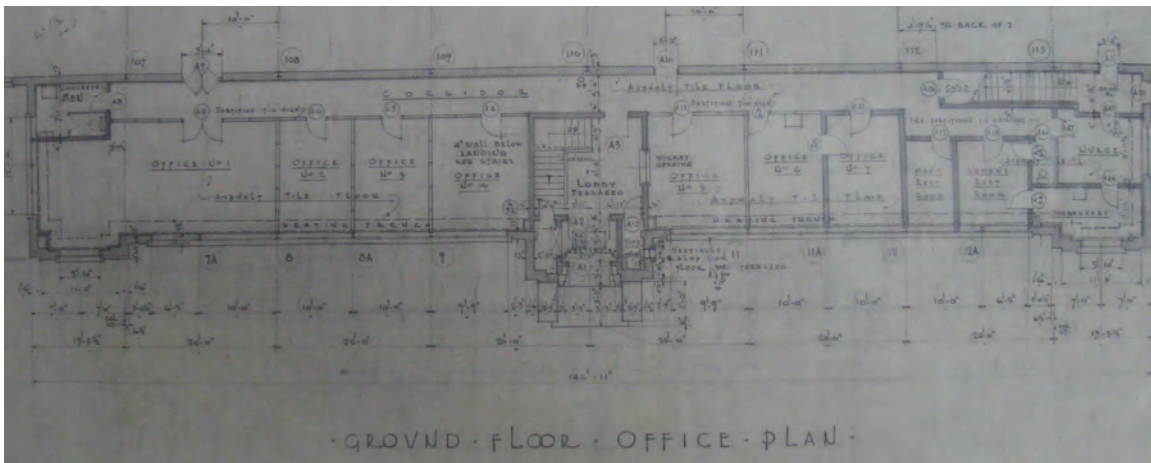


Figure 9. Office Building, ground floor office plan by Beck and Eadie Architects, 1946.
(Source: GE Lighting)

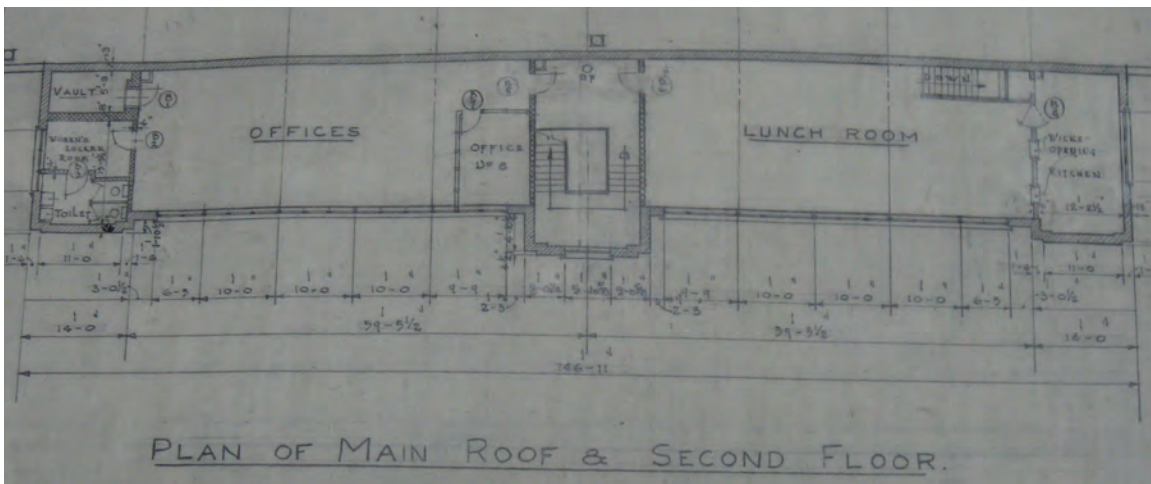


Figure 10. Office Building, plan of main roof and second floor by Beck and Eadie Architects, 1946.
(Source: GE Lighting)

4.0 RESEARCH AND ANALYSIS

4.1 GENERAL ELECTRIC LIGHTING OAKVILLE LAMP PLANT

Prior to the arrival of the General Electric Company in the mid-1940s the subject property was undeveloped vacant land. After the end of World War Two, the Canadian General Electric Company (CGE) opened a 80,826 square foot manufacturing facility on 16 acres a short distance north east of the Town's downtown. Construction of the GE Lamp Plant in Oakville began in the fall of 1946 and it opened on March 29th, 1948, with a staff of 50 employees.



Figure 11. Aerial photo of the subject site area, 1954-55.
(Source: McMaster University)

During the 1950s the plant was producing roughly 250 types of lamps of varying lengths, diameters and colours, primarily for the Canadian market. However, in an effort to increase competitiveness after the Free Trade Agreement the company reduced the number of products and began exporting them.

By 1953, after only five years in production, a new 30,000 square foot warehouse was constructed. Less than a year later another 59,000 square foot addition was constructed, and in 1955, a 24,000 square foot receiving warehouse was added to open up more floor space for manufacturing purposes.

Construction of another 7,600 square foot addition began in late 1956. In order to accommodate this new addition CGE purchased the adjacent 7.42 acre lot to the east of the property. This brought the total land area of the site to 22.57 acres. In 1957 another 36,000 square foot warehouse extension was announced. By the time of its completion the GE Lamp Plant had expanded to 223,326 square feet and 509 employees.

In 1961 a 4.7 acre parcel of land located directly to the east of the plant was purchased, and three new buildings were constructed. The site then remained essentially stable, without any expansion or construction, throughout out the 1970s, 80s and 90s. The most recent addition the site prior to the plant's decommissioning is a smaller building, at the south-east corner of the site, constructed in 2006 for lamp disassembly purposes.²

A map with the building layout and dates of construction is attached as Appendix # 1.



Figure 12. Subject site, 1995.
(Source: GE Lighting)

2 GE Lighting Oakville Lamp Plant 1948 - 2010, Highlighting Memories: A Tribute

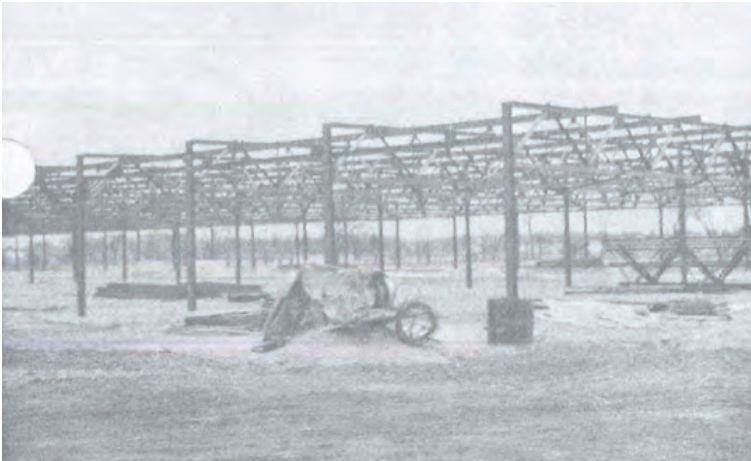


Figure 13. Construction of the GE Lamp Plant, 1946. (Source: GE Lighting)



Figure 14. Original south elevation of the GE Lamp Plant, 1948. (Source: GE Lighting)

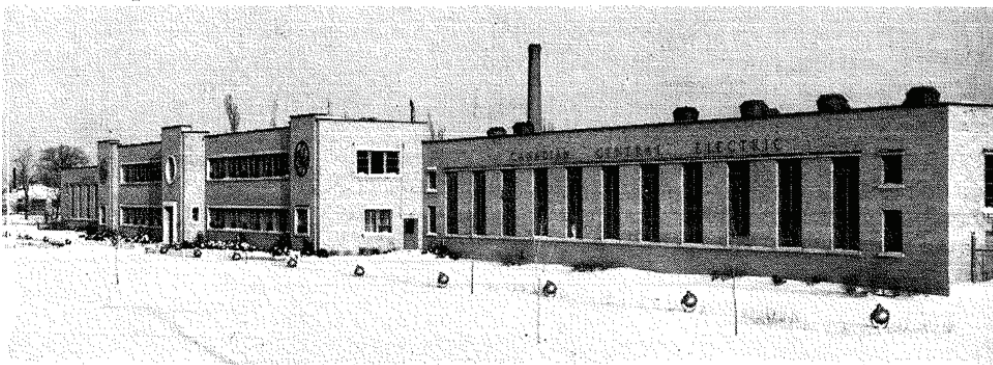


Figure 15. GE Lamp Plant, circa 1950 (Source: ERA Architects)

4.2 MIDTOWN OAKVILLE

The subject site is located in the Midtown Core District, which is bounded on the east by Eighth Line and Chartwell Road, on the south by the Canadian National Railway, on the west by the Sixteen Mile Creek, and on the north by the Queen Elizabeth Way and the Morrison-Wedgewood Diversion Channel immediately north of the Oakville Place Regional Shopping Centre.

Much of the existing industrial development in Midtown has been identified for substantial redevelopment in the Town's Livable Oakville Plan. It is the intent of this Plan to guide the redevelopment of the area over time as a focus for higher intensity land uses, including a variety of employment land uses such as retail and service commercial uses, offices, institutions, industries, entertainment and cultural uses and residential uses.³

4.3 LIVABLE OAKVILLE PLAN

The Town has not developed a Secondary Plan for the area, but there is the Midtown Development Plan that is part of the *Livable Oakville* plan which was completed in 2009 and forms part of the new Official Plan. The Town has adopted the *Livable Oakville* plan to replace portions of its 1984 Official Plan.

Part E, Section 20, of the *Livable Oakville* plan outlines the objectives and policies for Midtown Oakville. Midtown is comprised of five development districts. The subject site is located within the Trafalgar District, which is zoned for Office Employment use:

Office Employment

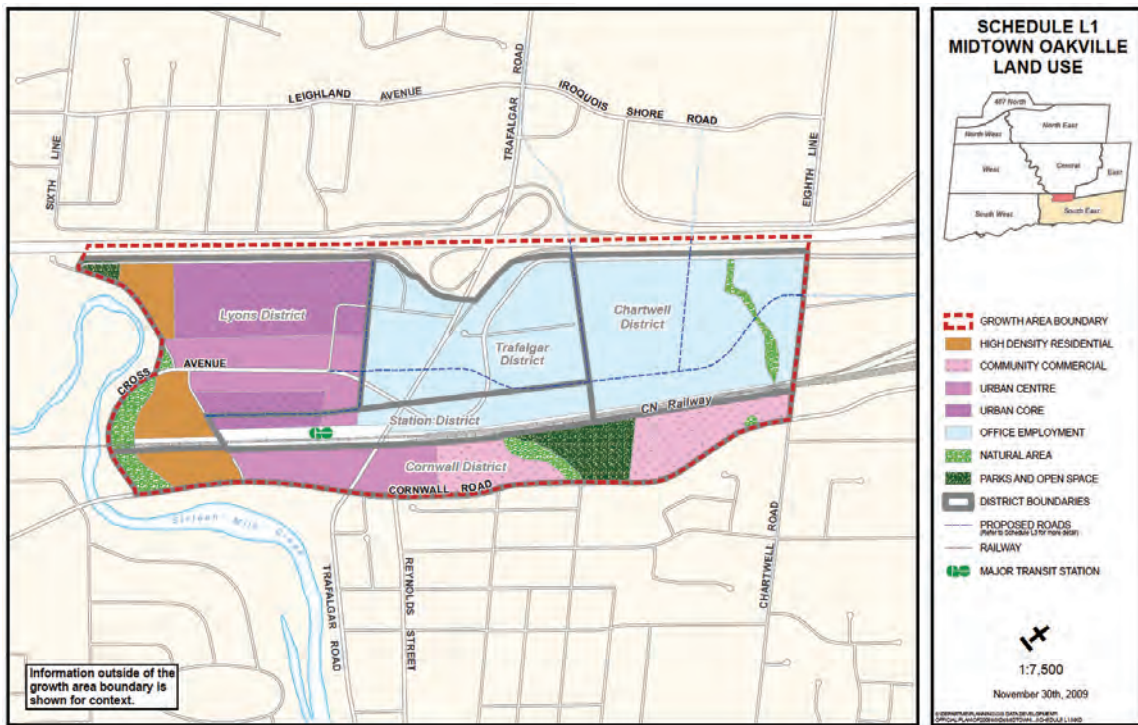
Office Employment areas are intended to provide primarily for prestige office uses. The majority of these areas are existing and are located adjacent to the QEW and Highway 403 corridors, providing high visibility and excellent accessibility. New major office buildings shall be developed primarily within Midtown Oakville, major transit station areas, and along higher order transit corridors.

14.3.1 Permitted Uses

Uses permitted within the Office Employment designation may include major offices and offices, hotels, banquet halls, meeting halls and convention centres, light industrial uses and training and commercial educational facilities. Limited convenience retail and service commercial uses,

³ Town of Oakville Official Plan, Part E, Section 2.6, P. 345.

including restaurants, may be permitted in conjunction with the permitted uses. ⁴



5.0 ASSESSMENT OF EXISTING CONDITION

Significant additions to the plant complex have occurred over the course of its history. The existing grouping, composition and conditions of the buildings are associated with the site's industrial activities, and support the current industrial character of the area. However, it is the Office Building that displays a high degree of craftsmanship and is a good example of the Art Moderne industrial style and construction methods of the mid-20th century.

A visual inspection of the buildings was conducted by ERA Architects on March 3, 2011. Although no longer in use, the buildings were found to be in good condition and functioning adequately. With regards to the Office Building the following was found:

- The masonry is structurally stable and has been well maintained.
- Some of the original details of the Office Building, such as the GE signage, have been removed.
- The rear wall of the Office Building has an adjacent building structure attached to its walls. This will require repair when demolition of the building occurs, as it is currently an internal wall which may become external and need waterproofing.

No opening up of the fabric was undertaken during the inspection, so we cannot comment on elements such as flat roof structures, foundation walls or footings.

6.0 CONSERVATION APPROACH

In order to protect the heritage resources at 420 South Service Road East the following conservation approach has been prepared, specifically addressing the heritage attributes outlined in Section 3.0.

6.1 PROPOSED SITE DEVELOPMENT

The General Electric Lighting Oakville Lamp Plant was officially closed in 2010 due to a reduced demand for incandescent light bulbs and the relocation of production activities to the United States. As these manufacturing processes have been relocated the factory is no longer needed by General Electric. Therefore, the owner is proposing the removal of all buildings in order to make the property more saleable to prospective buyers.



Figure 17. Office Building proposed for retention. (Source: Bing Maps)

6.2 CONSERVATION STRATEGY OBJECTIVES

In respect to the proposed development, the Conservation Strategy proposes to protect the Heritage Attributes identified in Section 3.3.

All heritage work will be completed in accordance with the Parks Canada Standards and Guidelines for the Conservation of Historic Places, and the Ministry of Culture's Ontario Heritage Tool Kit procedures.

6.3 IMPACT OF PROPOSED CONSERVATION STRATEGY

The Conservation Strategy evaluates the alterations in respect to the Heritage Attributes as identified in this report. Although the owner is proposing to remove all buildings from the site, this report recommends that the retention of the 1948 Office Building, which fronts on to South Service Road, be considered. This retention will allow for potential integration of the building into future development proposals for the site.

The retention of the wings that form part of the 1948 factory component of the building, to the rear of the Office Building, is impractical as they are only curtain walls and would constrict future development of the site.

The proposed Conservation Strategy as presented by the owner includes:

- Retain and protect the 1948 Office Building;
- Conserve original 1948 Office Building fabric and heritage attributes; and
- Rehabilitate all facades.

The demolition of the later factory buildings should be done in a manner to minimize impact on the fabric of the Office Building. Steel beams bearing on the heritage walls will typically be cut 300mm (1ft) approximately from the wall face and the remaining part removed during masonry replacement later.

7.0 CONCLUSION

The former General Electric Lighting Lamp Plant, at 420 South Service Road, is an industrial landmark in the Town of Oakville dating back to the mid-20th century. Today, the plant has been decommissioned and the owner wishes to remove all buildings in order to sell the property.

This report recommends that consideration be given to retaining the Office Building for integration as part of the future redevelopment of the site. The Office Building is a good example of mid-20th century Art Moderne industrial architecture and presents a valuable opportunity to acknowledge this era of the Town's industrial development, interpret the site's history and cultural significance, and enhance the landmark status of the property within the evolving Midtown area. Further, the small size of the building means that its retention will not constrict development potential on the site. The remaining buildings on the site have not been identified as having historic significance.

As future redevelopment of the site moves forward it is recommended that, to ensure the thoughtful rehabilitation and adaptive reuse of the building, an Interpretation Plan that defines a strategy for interpreting the history of the GE Lighting Oakville Lamp Plant be developed.



SOURCES

General Electric Lighting Canada, 50 Years in Oakville. Oakville Beaver, 19 Jun 1998, p. 21.

GE Lighting Oakville Lamp Plant 1948 - 2010, Highlighting Memories: A Tribute. GE Lighting Oakville.

Oakville light bulb plant closed by GE, August 4, 2009, The Canadian Press, CBC News.

Livable Oakville Plan, Town of Oakville

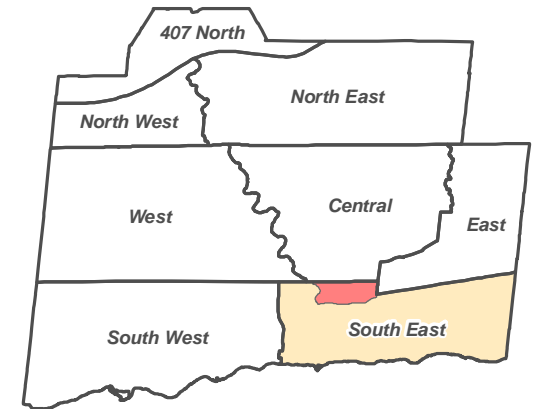
Town of Oakville Official Plan

APPENDIX 1



APPENDIX D: CURRENT AND PROPOSED LAND USE FOR
CHARTWELL DISTRICT IN MIDTOWN OAKVILLE

SCHEDULE L1 MIDTOWN OAKVILLE LAND USE



-  GROWTH AREA BOUNDARY
-  HIGH DENSITY RESIDENTIAL
-  COMMUNITY COMMERCIAL
-  URBAN CENTRE
-  URBAN CORE
-  OFFICE EMPLOYMENT
-  NATURAL AREA
-  PARKS AND OPEN SPACE
-  UTILITY
-  DISTRICT BOUNDARIES
-  FUTURE ROADS
(Refer to Schedule L3 for more detail)
-  FUTURE CUL-DE-SAC
-  RAILWAY
-  MAJOR TRANSIT STATION

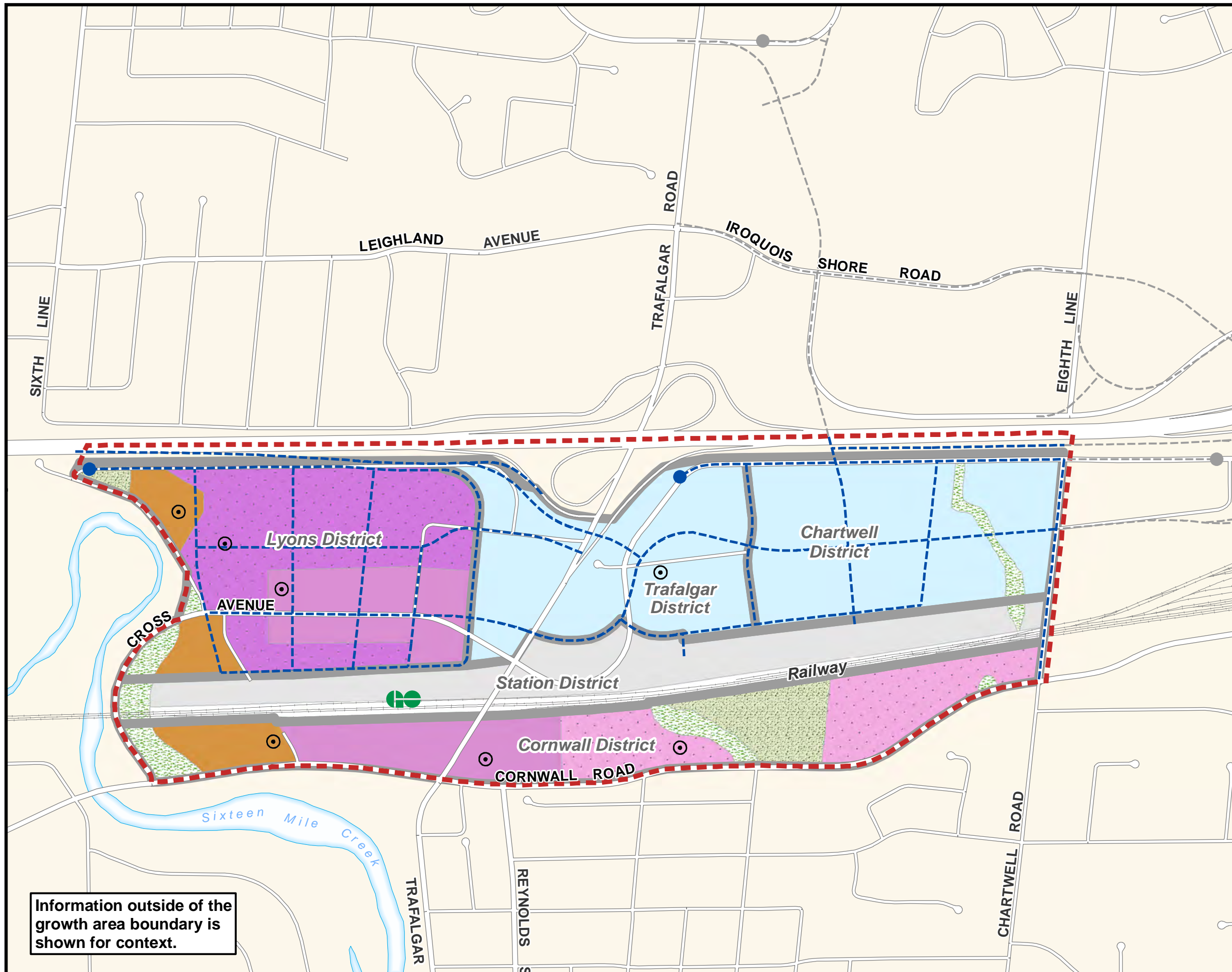
Refer to Part E, Midtown Oakville, for Growth Area Policies

 Refer to Part E, Midtown Oakville Exceptions



1:7,500

August 31, 2021



Information outside of the growth area boundary is shown for context.

Schedule L1 Land Use

