

**ORIGINAL REPORT:
HERITAGE IMPACT ASSESSMENT
YORK ROAD ENVIRONMENTAL DESIGN STUDY**

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AND

THE ONTARIO MINISTRY OF TOURISM, CULTURE AND SPORT

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**Amec Foster Wheeler Project # TP115100
March 2017**

EXECUTIVE SUMMARY

Amec Foster Wheeler, Environment & Infrastructure, a division of Amec Foster Wheeler Americas Limited (Amec Foster Wheeler), was retained by the City of Guelph (“CLIENT”) to conduct a Heritage Impact Assessment (HIA) as part of the Environmental Design Study for York Road Improvements, Wyndham Street South to East City Limits. A Schedule C Class Environmental Assessment had been undertaken in accordance with the municipal Class Environmental Assessment planning and design process approved by City council in 2007 (Appendix A: Figure 1-3).

The City of Guelph completed the York Road Improvements to identify transportation improvements to address the travel needs on York Road between Wyndham Street South and the East City Limits. The need for road improvements on York Road was identified in the Guelph Wellington Transportation Study (GWTS) that was completed in 2005. The impetus for these improvements originates from the proposed development of the Guelph Innovation District (OPA 54) Secondary Plan south of York Road, east of the CP rail line. This area was previously referred to as the Ontario Correctional Institute Lands.

While the heritage of the entire study area along York Road from Victoria Road to East City Limit was reviewed in an Amec Foster Wheeler memorandum of January 2016, this Heritage Impact Assessment will focus on the area of the Guelph Correctional Centre at 785 York Road that will be impacted by road improvements.

Located within this area is Clythe Creek, which may need to be relocated with the widening of the roadway. Cultural heritage resources of local and provincial significance have been identified within the study area. This report takes into consideration these heritage resources within the framework of the preferred design alternative.

The background research was conducted by Ms. Linda Axford. The heritage property inspection of the entire study area between Wyndham Street south and the East City Limit was conducted on December 4, 2015. Further investigations for the Heritage Impact Assessment at 785 York Road along the front part of the Guelph Correctional Centre near the roadway were undertaken on October 28, November 1, and November 22, 2016. The weather was cool and overcast during all four property reviews and did not impede the inspections in any way.

The proposed roadway widening has the potential to affect cultural heritage resources in a variety of ways. These include the loss or displacement of resources through removal or demolition and the disruption of resources by introducing physical, visual, audible or atmospheric elements that are not in keeping with the heritage resources and/or their setting.

As indicated throughout this report, the Guelph Correctional Centre is a very important cultural heritage landscape. Through the convergence of two large reform movements, namely prison reform and the City Beautiful reform concept, this cultural heritage landscape is unequalled in its value and interest in the province of Ontario.

It will be during the detailed design portion of the project that decisions will need to be made concerning the details of protection of these valuable heritage resources.

The heritage impacts to the listed built heritage resources are all considered high due to their proximity to the roadway or to the creek realignment. Accordingly, it is suggested that the following mitigation measures be taken:

- If at all possible, it is suggested that the road widening be moved further to the north of York Road to prevent some of the impacts on the heritage resources closest to the roadway on the south side of York Road.
- All resources with cultural heritage landscape value that will be altered or removed should be documented prior to road improvements or creek realignment. Heritage recordings of these resources should include photographic documentation.
- Construction fencing and tree hoarding should be installed around and in front of those heritage resources that will be impacted by the roadway widening and/or the creek realignment, at a distance sufficient to ensure that there will be no direct construction impacts on built heritage resources as a result of the movement of construction equipment or machinery;
- Standard road construction techniques should be used, excluding any and all avoidable construction techniques (such as deep foundation work or piling) that could cause structural damage to heritage resources;
- All trees that cannot be saved should be replaced with large-caliper nursery stock that are appropriate for roadside use (i.e. salt resistant). Replacement trees should replicate as closely as possible the heritage appearance, assortment and placement of the current trees; and,
- Interpretive signage should be included along the creek realignment and the proposed trail to explain the alterations to the cultural heritage features. The interpretation should communicate the cultural heritage value of the property to visitors and in particular reflect the importance of the inmates' work as tangible evidence supporting the ideals surrounding prison reform and rehabilitation at the time that the Guelph Correctional Centre was created. The interpretive signage should include the themes of: history of the sit; prison reform (Hanna); City Beautiful reform (Lyle); early 20th century stone masonry techniques; local heritage bridge construction; and creek rehabilitation.

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PROJECT PERSONNEL

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1.0 INTRODUCTION

1.1 Development Context

Amec Foster Wheeler, Environment & Infrastructure, a division of Amec Foster Wheeler Americas Limited (Amec Foster Wheeler), was retained by the City of Guelph (“CLIENT”) to conduct a Heritage Impact Assessment (HIA) as part of the Environmental Design Study for York Road Improvements, Wyndham Street South to East City Limits. A Schedule C Class Environmental Assessment had been undertaken in accordance with the municipal Class Environmental Assessment planning and design process approved by City council in 2007 (Appendix A: Figure 1-3).

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While the heritage of the entire study area along York Road from Victoria Road to East City Limit was reviewed in an Amec Foster Wheeler memorandum dated January 2016, this Heritage Impact Assessment will focus on the area of the Guelph Correctional Centre at 785 York Road that will be impacted by road improvements (Appendix A: Figures 7a-c).

Located within this area is Clythe Creek, which may need to be partially relocated with the widening of the roadway. Cultural heritage resources of local and provincial significance have been identified within the study area. This report takes into consideration these heritage resources within the framework of the preferred design alternative.

The background research was conducted by Ms. Linda Axford. The heritage property inspection of the entire study area between Wyndham Street south and the East City Limit was conducted on December 4, 2015. Further investigations for the Heritage Impact Assessment at 785 York Road along the front part of the Guelph Correctional Centre near the roadway were undertaken on October 28, November 1, and November 22, 2016. The weather was cool and overcast during all four property reviews and did not impede the inspections in any way.

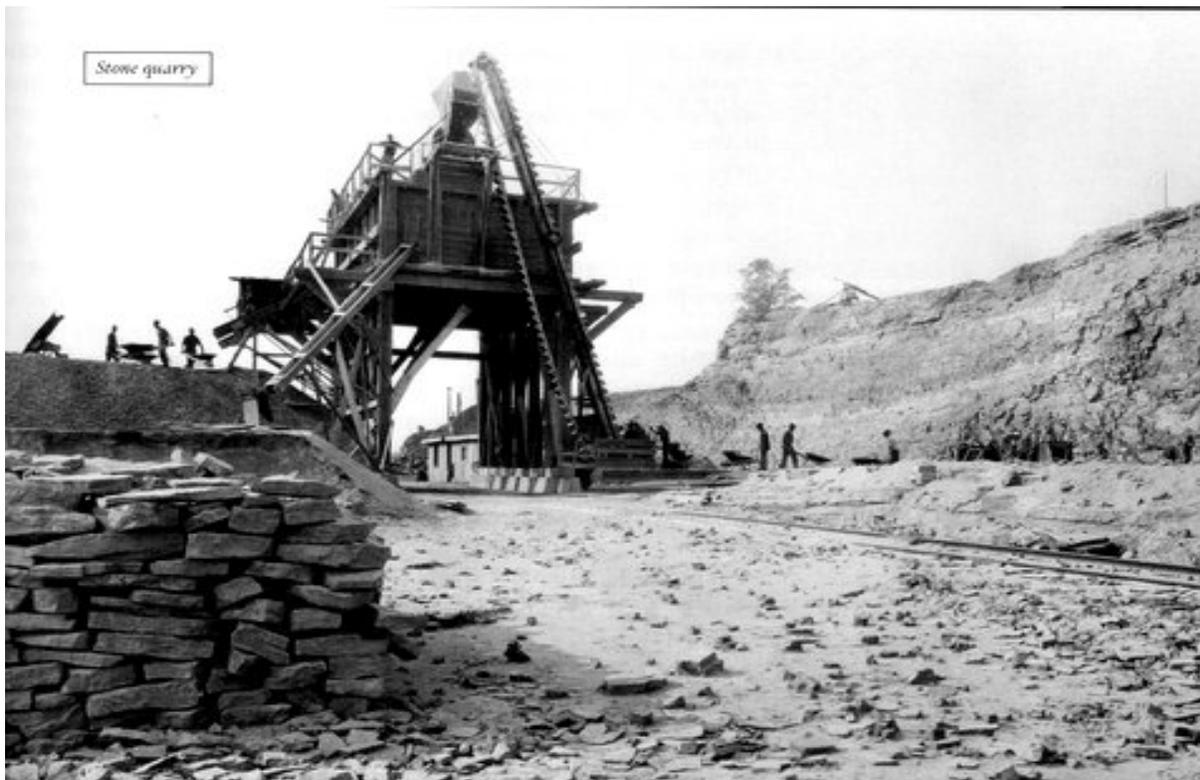
The proposed roadway widening has the potential to affect cultural heritage resources in a variety of ways. These include the loss or displacement of resources through removal or demolition and the disruption of resources by introducing physical, visual, audible or atmospheric elements that are not in keeping with the heritage resources and/or their setting.

This report presents the results of the Heritage Impact Assessment and makes pertinent recommendations.

1.2 Physical Setting

The study area is located within the Guelph Drumlin Field physiographic region (Chapman and Putnam, 1984, pg. 137). The Guelph Drumlin Field centres on the City of Guelph and Guelph Township and occupies an area of 828 square kilometres. Topsoils are loamy and calcareous, with underlying red shale. The glacial till throughout is rather stony, with large surface boulders being more numerous in some localities than others.

The City of Guelph is the social, cultural, and commercial centre of this region. Founded in 1827 by John Galt of the Canada Company, it was located on a gravel terrace at the confluence of the Speed and Eramosa Rivers. As the city has grown it has spread over the surrounding hills. The Roman Catholic cathedral surmounts a drumlin at the end of Macdonald Street in down-town Guelph, while the University of Guelph occupy another couple of drumlins in the south. In the early part of the city's development manufacturing firms were situated in the southeastern part of the city on the gravel terraces adjacent to the Eramosa River. Streams located in the Guelph Drumlin Field are in the spillway valleys, and though small, usually hold some water even in the driest summers, indicating the great reservoir capacity of the Pleistocene gravel beds. This has allowed for significant gravel excavating in the vicinity of Guelph (Chapman and Putnam, 1984, pg. 39).



The old stone quarry at the Guelph Correctional Centre

Taken from Yorklands Green Hub website: <http://yorklandsgreenhub.ca/history/>

1.3 Historical Context

A review of primary and secondary source material provides a contextual overview of the study area at the front of the Guelph Correctional Centre, including a general description of Euro-Canadian settlement and land use. Historically, the study area of the front portion of the GCC next to York Road comprises Lots 1 to 5 in Concession 2 and Lots 1 to 5 in Concession 3 in the former Township of Guelph, County of Wellington. The two earliest maps used to trace property owners and historical features are the *1861 Tremaine Map of Wellington County*; and the *1877 Illustrated Historical Atlas of the County of Wellington*. It should be noted that not all features of interest were mapped systematically in the Ontario series of historical atlases since they were financed by subscription and subscribers were given preference with regard to the level of detail provided on the maps (Appendix A: Figures 4 & 5).

Table 1: Review of Historical Maps					
Location		1861 Tremaine Map		1877 Illustrated Historical Atlas	
Conc.	Lot	Owner(s)	Features	Owner(s)	Features
II	1	Thomas Coghlin	Historical Tributary	North of the Historic Tributary D. Cameron South of the Historic Tributary H. J. Sanders	Speed River and Historic Tributary Structure
	2	Thomas Coghlin	Historical Tributary	D. Cameron	Structure and Historical Tributary
	3	W. Allan	Historical Tributary	NW corner: D.G. Farr D. Allan	Structure and Historical Tributary
	4	R. Mathews	Historical Tributary	H. Matthews	Historical Tributary
	5	R. Mathews		R. Cochrane	School and Historic Tributary
III	1	R. Dunbar	Railroad	F. Lowal	Historical Tributary and Railroad
	2*	H.M. Culloch	Inn and Railroad	Triangle and West 1/2 : J. Smart Eastern 1/2: W.J.P.	Railroad
	3*	F. Kerr	Railroad	SW R.C. NW J.P. SE B.G. NE R. Cochran	Railroad
	4	Traynor	Historical Tributary and Railroad	Southern portion: P Gried** Northern portion: J. Murphey	Railroad and two structures
	5	D. Duggan	Historical Tributary and Railroad	Mrs Duggard	Railroad

Wellington County

In 1838 the District of Wellington was set apart from the previously designated Home District of

1798. Guelph became the county seat and the first meeting of the District Council was held in the Court House on February 8th, 1842 (1906 Historical Atlas, pg. 2). In 1854 the Townships comprising Wellington County were organized into: Amaranth, Arthur, Eramosa, Erin, Garafraxa, Guelph, Maryborough, Nichol, Peel, Piklington and Puslinch.

Prior to the establishment of the railways, reliable roads were very important as all goods were taken by road from Guelph to Dundas to be shipped by water through the Great Lakes. Gravel, for road building, was in abundance in the area and became important in road construction.

The age of the railway followed by the mid-19th century. According to the *Illustrated Historical Atlas of Wellington County (1906: 2)*: "On the 30th of January, 1852, the first train over the Toronto and Guelph Railway, conveying a large deputation of visitors arrived at the York Road bridge." Thus commenced an era of great prosperity for Guelph and Wellington County with the Toronto and Guelph Railway later becoming the Grand Trunk Railway.

City of Guelph

The City of Guelph was founded by John Galt, Superintendent of the Canada Company, and well-known author, on April 23, 1827. Shortly thereafter a frame store was built on East Market Square, near the Grand Trunk station. A sawmill, blacksmith, gristmill and several taverns followed (1906 Historical Atlas, pg.3). By 1833, approximately 1,050 people inhabited the city. During the Rebellion of 1837-38, Guelph suffered from trade depression and it wasn't until the arrival of the railroad that the city started to prosper. Steady growth ensued and the population rose to 5,000 by 1865 and to 10,000 by 1879.

Township of Guelph

Guelph Township was patented on July 9th 1829 and contained an area of 42,338 acres (17,134 hectares). The first settler in the township was Samuel Rife who arrived in 1825 and the first road was called the Waterloo road, and later renamed the Broad road. A ship full of Scottish settlers arrived in 1827 and left their mark in the names of various streets and buildings such as Paisley Street (1906 Historical Atlas, pg. 8).

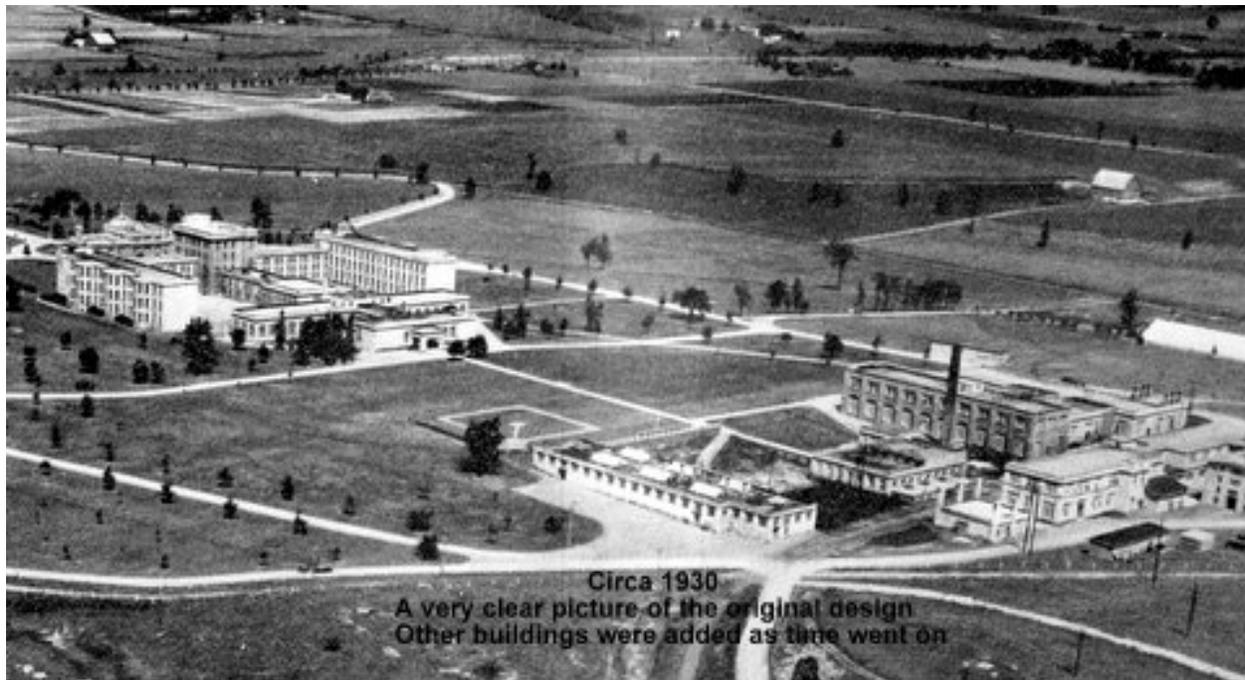
Throughout the 19th and 20th centuries Guelph Township became a centre for agricultural excellence supported by rural and agricultural educational institutions.

Guelph Correctional Centre

In 1909, 1,000 acres (453 hectares) of farmland were purchased by the Province of Ontario along York Road in the City of Guelph for the purpose of creating a new prison. The prison was not only at a new location but was also new in concept. The driving force behind the location and the concept was William John Hanna, Secretary and Registrar General for the Province of Ontario. He was responsible for public charities, prisons, asylums, health, child welfare, statistics, corporate registration and liquor regulations.

Although eventually known as the Guelph Correctional Centre (GCC), the site was initially known as the Ontario Reformatory, and followed W.J. Hanna's reform theories of moving away from

incarceration as a form of punishment toward the use of productive work and training as a means of rehabilitating inmates and giving them employable skills for life on the outside. Hanna's "reformist ideals were not restricted to corrections; Hanna was also a leading force in the building of the Whitby psychiatric hospital beginning in 1913 where he hoped that a similar program of humane treatment, useful work, extensive grounds, sympathetic architecture and attentive staff would create an environment conducive to treatment and cure" (ORC, 2006, pg.5).



Taken from Yorklands Green Hub website: <http://yorklandsgreenhub.ca/history/>

In 1911 Hanna hired well-known architect John M. Lyle to design the buildings at GCC. Lyle was trained in France and the United States in the Beaux-Arts style of architecture and although Hanna and Lyle could not agree on fees, the design of the early buildings have a strong Lyle design style. By 1915, Lyle had been replaced by James Govan, an architect in the Department of Provincial Secretary, who had been responsible for the designs of the Whitby hospital buildings. The grounds were planned and managed by the reformatory managers and staff of the Ontario Agricultural College at Guelph (ORC, 2006, pg.5).

While the design was done by professionals, it was the actual construction and craftsmanship that embodies the work of the prisoners (Appendix B). The park-like entrance way including stone gateways with wing-walls opening to the street, weirs and dams in Clyde Creek, and the gatehouse along York Road are part of the landscape's formal presentation zone. This area is unlike any previously constructed prison in the province and envisioned the prison reform theories of W.J. Hanna. This bucolic setting later became a recreational setting for the residents of Guelph who held picnics and walked the pathways.

Besides showing the prison reform movement, the Guelph Correctional Centre also represented the City Beautiful movement of the early twentieth century. "While the term 'City Beautiful' implied a range of civic improvement efforts, most planning historians have emphasized the so-called 'comprehensive schemes of city beautification' which focussed on the treatment of streets, parks and/or civic centres. Design principles included axial arrangements, vistas and focal points, classical touches, and a tendency towards order and symmetry" (Meek 1979, pg. ii).

Similar to the prison reform movement, the City Beautiful movement espoused that beautiful cities could affect human behaviour. As a by-product of the French Beaux Arts movement, it contained the notion that urban beautification actively improved the moral and social character of the citizens. Using this model, it was assumed that citizens would value, respect and keep their surroundings beautiful and tidy and by doing so would become more genteel and respectable (<http://vancouverpublicspace.ca/2016/02/04/the-city-beautiful-movement-urban-design-and-moral-well-being>). As the perfect convergence of both reform movements, the Guelph Correctional Centre stood alone in its uniqueness and significance during this transformative period.



Taken from Guelph in postcards website:

<http://guelphpostcards.blogspot.ca/search/label/Guelph%20Correctional%20Centre>

(Notice that the postcard is titled: "Scene by the Highway, near Guelph, Ontario, Canada" with no mention of the Guelph Correctional Centre. The postcard is circa 1935).

It was the 'Reformatory Bull Gang' which was integral to landscaping the site. They dug two large lakes along York Road, beautified Clythe Creek with stone retaining walls, piers and dams, and installed tile drainage systems in the now unused Royal City Jaycees Bicentennial Park and in the field opposite Willowbank Hall. They maintained the grounds, flower beds, floral displays, tree pruning and all aspects of vegetable gardening. From a visual perspective, it was their artistry and labour that created the extensive and beautiful stone walls, steps, bridge features and dams and weirs along Clythe Creek (Appendix B).



A stone walkway

Taken from Yorklands Green Hub website: <http://yorklandsgreenhub.ca/history/>

While it is the front of the property next to York Road that is the focus of this report, the entirety of the GCC contained a self-sufficient industrial complex and working farm. The whole site included an astonishing array of buildings that not only housed the inmates but added in their rehabilitation:

- an administration building,

- three cell blocks and two dormitory blocks,
- a guard/gate house,
- a supervisor's house,
- a bathhouse,
- two quarries,
- a two-story hospital, including a separate neuro-psychiatric unit and an isolation unit for contagious diseases,
- a steam plant which provided all the energy needs of the facility,
- an inter-denominational chapel,
- laundry services,
- a 1,000 square foot greenhouse,
- a hydrated-lime plant,
- a stone crusher,
- a textile shop,
- a planing mill,
- a jobbing shop, initially used to make license plates,
- a woolen mill,
- a cannery,
- a trout processing and a bulk packaging plant,
- an abattoir,
- on-site food services, and
- a staff training school,
- a dairy, a piggery, a horse barn, a large vegetable garden and
- a one thousand square foot greenhouse where all plant material for vegetable and ornamental gardens was grown (<http://yorklandsgreenhub.ca/history/>).

Farm operations were discontinued in the mid-1970's when the prison reform movement changed direction yet again. The entire Centre was closed in 2001 when the province decided that it was too expensive to maintain and chose to streamline the correctional system. It has remained vacant since then, except for occasional use by the film industry and security training groups.

2.0 BACKGROUND

2.1 Legislative Framework, Cultural Heritage Resource Evaluation Tools

Ministry of Tourism Culture and Sport

Guidelines for undertaking the assessment of cultural heritage resources are provided by various government ministries, including the Ministry of Tourism, Culture and Sport (MTCS), which acts as administrator of the *Ontario Heritage Act*, and is ultimately responsible for the conservation, protection, and preservation of cultural heritage in the province.

The MTCS has issued guidelines to assist in the identification and assessment of cultural heritage resources as part of the environmental assessment process. These guidelines include: “*Guidelines for Preparing the Cultural Heritage Resource Component of Environmental Assessments*” (1992) and “*Guidelines on the Man-Made Heritage Component of Environmental Assessments*” (1980). These guidelines distinguish between built heritage resources and cultural heritage landscapes. Built heritage resources are individual person-made or modified resources such as buildings or structures. Cultural heritage landscapes are geographical areas that have been modified by human activity over time and may include a grouping of built heritage components.

The MTCS has also issued the *Ontario Heritage Toolkit* (“Toolkit”) to assist in understanding the legislation and tools available for the conservation of cultural heritage resources. The Toolkit provides a framework for heritage property evaluation and defines “cultural heritage properties” as: “built heritage resources, cultural heritage landscapes, heritage conservation districts, archaeological resources and/or areas of archaeological potential that have cultural heritage value or interest, cemeteries and burial features, landscapes, spiritual sites, ruins, archeological sites, and areas of archaeological potential (MTCS, 2006:6).

Ontario Heritage Act

Using policy direction as outlined in the *Provincial Policy Statement* (Ministry of Municipal Affairs and Housing, 2014), the protection of cultural heritage resources is considered a matter of provincial interest under the authority of the *Planning Act* and further defines a built heritage resource as “significant” if it is “valued for the important contribution [it] make[s] to our understanding of the history of a place, an event or a people”. The *Ontario Heritage Act* (OHA) charges the MTCS with the responsibility for the conservation, protection and preservation of Ontario’s cultural heritage and, as such, the MTCS acts as administrator of heritage legislation. The OHA provides tools to Ontario’s municipalities to protect their heritage resources. Municipalities’ conservation efforts are enabled by the OHA, which outlines the criteria to be used for the evaluation of significance. Section 29 of the OHA allows cultural heritage properties to be designated, which results in long-term protection. Further, Section 27 requires the Clerk of a municipality to keep a public register of heritage properties, which includes all those properties designated under the OHA, but also allows municipalities to list non-designated properties on the “Municipal Register,” which provides short-term protection from demolition. When a property is

designated under the OHA, it is also placed on the Ontario Heritage Trust's provincial register of heritage properties.

The primary goals of heritage assessments are: to create a register or inventory of cultural heritage resources within a project Study Area; to evaluate potential impacts on those resources; and to propose mitigation options (MTCS, 2006). The criteria for identifying and evaluating heritage properties include both quantitative and qualitative attributes. Ontario regulation 9/06 made under the OHA, outlines three categories within which an evaluation of cultural heritage value or interest may be made. These include: design/physical value, historical/associative value, and contextual value.

Cultural heritage landscapes can be evaluated using the same criteria. The United Nations Educational, Scientific and Cultural Organization's (UNESCO) 2005 operation guidelines for the implementation of the World Heritage Convention outline three categories of cultural landscape (Worthing and Bond 2008:14). These include: clearly defined landscapes, organically evolved landscapes, and associative cultural landscapes. These can include remnant landscapes where only a fraction of the original heritage features are present.

Defined landscapes include gardens, parks, and cemeteries which were designed for aesthetic or economic reasons. Organically evolved landscapes result from a long-term relationship between human activity and the natural environment. They may represent a past event or process with tangible markers of that time or their use may be continuing to play a role in contemporary society, but retain evidence of past use. Associative cultural landscapes include those which may have no evidence of cultural activity, but the natural features are known to have spiritual, artistic, or other cultural significance.

City of Guelph Official Plan

Within the Official Plan Consolidation 2014 (2.2 Plan Operating Principles): Community Character states that "recognition that achieving a high quality of life is directly related to the ability of a city's citizens to identify a community character, which is distinct from that of other areas. The preservation of the City's cultural and architectural heritage and its natural settings establish a legacy to the past which is integral to providing and maintaining a sense of community identity for the future".

In section 2.4.15, the Culture of Conservation, the OP states the importance of cultural heritage conservation, including conservation of cultural heritage and archaeological resources, where feasible.

In section 3.5, Cultural Heritage Resources, the objectives are:

- a) To maintain the unique style and character of the City.
- b) To encourage the identification, restoration, protection, maintenance and enhancement of cultural heritage resources.

c) To encourage the preservation, restoration or re-use of historic and architecturally significant buildings and landmarks throughout the City

Section 3.5.2 of the Plan promotes the design of development proposals in a manner, which preserves and enhances the context in which cultural heritage resources are situated.

Section 3.5.3 states that development proposals in the City shall be designed to be consistent with the maintenance of cultural heritage resources and, in addition, shall incorporate these resources into specific design proposals where possible:

1. Built heritage resources shall be preserved and incorporated into all development plans, unless the applicant demonstrates to City Council that the built heritage resource does not meet the criteria for designation used by the City of Guelph Local Architectural Conservation Advisory Committee (LACAC) in assessing designations under the Ontario Heritage Act. Consultation with the City of Guelph LACAC is encouraged.
2. Consideration shall be given to the integration of built heritage resources into development proposals with regards to the following objectives: a) To maintain the original location and orientation to the street in the proposed road and lot pattern of the development; and b) To preserve existing landscape features to the greatest extent possible.
3. The City may require, as a condition of approval of a development proposal within which a built heritage resource is situated, the provision of one or more performance assurances, performance security, property insurance and/or maintenance agreements, in a form acceptable to the City.
4. The City may require as a condition of approval of a development proposal, including the issuance of a building permit, change of use or partial demolition of a built heritage resource, that the proponent enter into agreements to preserve and/or permit to be designated, as the City sees fit, the built heritage resource through other legal instruments as may be noted in the Official Plan.

The Official Plan Amendment (OPA) #54 – Guelph Innovation District (York District Lands)

In Section 11.2.2.2 Cultural Heritage the Amendment states that development within the Guelph Innovation District (Appendix A: Figure 6) that are designated as Adaptive Re-use within a *cultural heritage landscape* with *built heritage resources* should adopt an architectural vocabulary and design elements that are compatible with and respectful of the cultural heritage value and heritage attributes of the *cultural heritage resources* on site.

It further states that *cultural heritage resources* including all features identified as provincially significant shall be conserved through long term protection mechanisms (e.g. heritage conservation easements) and that a Cultural Heritage Resource Impact Assessment and/or Conservation Plan will be required as part of a complete application to ensure that the *cultural heritage resources* within the site will be conserved. Also important in OP54 are the visual relationships between *cultural heritage landscapes* and *built heritage resources*.

Also important to understanding the level of significance of the study area, the Amendment states that "development will respect the existing *cultural heritage resources* and important *public views* and *public vistas* in site design (OPA 54, pg. 34).

3.0 ASSESSMENT

3.1 Scope of Work and Methodology

The Official Plan Consolidation 2014 of the City of Guelph explains in detail the requirements of a Heritage Impact Assessment:

The City may require as a condition of approval of a development proposal including the issuance of a building permit, change of use or partial demolition of a built heritage resource that the proponent prepare a built heritage resource impact assessment or a scoped built heritage resource impact assessment.

A built heritage resource impact assessment shall be carried out as follows:

By professionals qualified in the field of built heritage resources and according to the City's "Built Heritage Resource Impact Assessment Guidelines", and acceptable to the City in consultation with the LACAC.

The built heritage resource impact assessment shall address:

A description of the proposed undertaking, including a location map showing proposed buildings, existing land uses and buildings, and existing cultural landscape features;

A description of all built heritage resources and features that might directly or indirectly be affected by the proposal;

A description of the impacts that might reasonably be caused to the built heritage resources;

A description of alternate forms that the proposal could take including an assessment of the advantages and disadvantages of each;

A description of the actions necessary to prevent, change, mitigate or remedy any expected impacts upon built heritage resources; and

Any other information required by the City, in consultation with the LACAC, and the Ministry of Tourism, Culture and Recreation

Furthermore, all work will be conducted in accordance with *Ontario Regulation 9/06 and Ontario Regulation 10/06* made under the *Ontario Heritage Act*, as amended in 2005 and 2006 respectively, and the guidelines presented in the Ontario Ministry of Tourism, Culture and Sport's *Ontario Heritage Tool Kit*. The term cultural heritage resources is used to describe both built heritage and cultural heritage landscapes.

The background research was conducted by Ms. Linda Axford. The heritage property inspection of the entire study area between Wyndham Street south and the East City Limit was conducted on December 4, 2015. Further investigations for the Heritage Impact Assessment at 785 York Road along the front part of the Guelph Correctional Centre near the roadway were undertaken on October 28, November 1, and November 22, 2016. The weather was cool and overcast during all four property reviews and did not impede the inspections in any way.

This work is based on a systematic qualitative process carried out to assess the potential heritage value of a given property based on its physical and design characteristics, historical land use and associations, and context, both social and environmental.

Based on a review of all pertinent background sources and information collected during the site visit, the built heritage resources and cultural heritage landscapes observed were assessed based on provincial policy guidelines. The province states that “significant built heritage resources and significant cultural heritage landscapes shall be conserved” (PPS, 2014: Section 2.6.1). Built heritage resources are defined as “one or more significant buildings, structures, monuments, installations or remains associated with architectural, cultural, social, political, economic or military history and identified as being important to a community.” Cultural heritage landscapes are defined as “a defined geographical area of heritage significance which has been modified by human activities and is valued by a community...it involves a grouping(s) of individual heritage features such as structures, spaces archaeological sites and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts”. These resources may be identified through designation or heritage conservation easement under the *OHA*. In assessing a property’s cultural heritage value, Amec Foster Wheeler staff refers to *Ontario Regulation 9/06 - Criteria for Determining Cultural Heritage Value or Interest* and *Ontario Regulation 10/06 – Criteria for Determining Cultural Heritage Value or Interest of Provincial Significance*.

Ontario Regulation 9/06 outlines three main categories of cultural heritage value, further divided into nine sub-categories.

A property must meet one or more the following criteria to be considered significant:

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

The ORC report of 2006 details the design and physical value and the historical and associative value of the site due to the work of John M. Lyle, a well-known Canadian architect who used the French concept of Beaux-Arts in his designs (ORC, pg. 46). The landscape setting of the GCC also communicates the prison reform movement of W.J. Hanna through its organization of spaces and the features constructed by the inmates. These two transformative individuals contributed to the contextual value by a convergence of new thinking in both prison reform and landscape reform that created a unique site that has survived beyond the correctional facility itself. This site, while functioning visually and historically, is a landmark that is a cherished space for the inhabitants of Guelph and the surrounding area.

Ontario Regulation 10/06 outlines 8 criteria for cultural heritage value or interest of provincial significance.

A property must meet one or more the following criteria to be considered provincially significant:

1. The property represents or demonstrates a theme or pattern in Ontario's history.
2. The property yields, or has the potential to yield, information that contributes to an understanding of Ontario's history.
3. The property demonstrates an uncommon, rare or unique aspect of Ontario's cultural heritage.
4. The property is of aesthetic, visual or contextual importance to the province.
5. The property demonstrates a high degree of excellence or creative, technical or scientific achievement at a provincial level in a given period.
6. The property has a strong or special association with the entire province or with a community that is found in more than one part of the province. The association exists for historic, social, or cultural reasons or because of traditional use.
7. The property has a strong or special association with the life or work of a person, group or organization of importance to the province or with an event of importance to the province.
8. The property is located in unorganized territory and the Minister determines that there is a provincial interest in the protection of the property.

In a 2013 report, by the Ontario Heritage Trust, entitled *Preliminary Heritage Easement Assessment by Ontario Heritage Trust Staff*, a full evaluation based on the eight criteria of *Ontario Regulation 10/06* is made (OHT, 2013). The report concludes that the site does have provincial heritage significance. The report is appended in Appendix C.

Resources within the Study Area have been assessed on a preliminary basis against the above criteria to determine whether they have any cultural heritage value or interest. They have also been considered in terms of potential project impacts and mitigation measures.

3.2 Analysis

The study area is comprised of an evolved cultural heritage landscape. While the maintenance of the GCC has been limited since the closure of the facility in 2001, the man-made landscapes in the study area are still in evidence and viable. This ornamental landscape faces York Road and

consists of man-made ponds, dams and weirs in Clythe Creek, park-like grounds, lawns, mature trees, stone fences, stone stairs and a stone gateway with wing-walls opening to the street. Willowbank Hall, the cottage near the entrance, also adds a domestic appearance to the front of the site (Appendix B).

In 2006, the property was recognized as a provincially significant heritage resource by the Ontario Realty Corporation (now Infrastructure Ontario). The ensuing ORC Cultural Heritage Assessment Report gave an overview of the site, a detailed history of the facility and the individual buildings. The description of the landscape explains the reform theory of the site:

The evolved cultural landscape has two main parts: an ornamental landscape created by prison labour to define the hierarchy of the site and to create scenic and gardenesque elements; and the working landscape, where agricultural and industrial activities supported the correctional philosophy and everyday prison life (ORC 2006, pg. 34).

The section of the ORC report most salient to this Heritage Impact Assessment describes the main York Road entrance that:

...still retains its landscape features including the mature trees and ornamental stone walls, and two decorative concrete bridges. The main driveway crosses over a manmade rustic watercourse of ponds, dams, and streams. Within the ornamental landscape with its park like arrangement of wide open lawns dotted with mature specimen trees are other stonework features which are unique and rare surviving examples of this craft. The stonework, a result of years of inmate labour, is found in the stairs, walls, gateposts, bridges and dams. There are two types of stone, native limestone and granite fieldstone used with a variety of joint patterns. The extensive stonework is generally intact and is of unrivaled heritage value (ORC 2006, pg. 34).

The ORC report further suggested that the “two ponds are considered part of the designed landscape that forms the larger cultural heritage landscape” (ORC 2006, pg. 38)

In an email dated February 13, 2017, from Kiki Aravopoulos, Easements Program Coordinator for the Ontario Heritage Trust, she suggests that the Trust would want to know which of the mature trees within the study area are to be impacted by the road widening or creek realignment as they too, are part of the cultural heritage landscape (Appendix D).

The primary watercourse through the study area is Clythe Creek, which crosses York Road west of Watson Parkway. Its headwaters are a coldwater stream that has historically sustained a trout population. It is feasible that at some point in time, the lower section of the creek also supported cold to cool water fish populations, however current temperature monitoring suggests this is no longer the case.

Presently, the creek is highly altered, with numerous drop structures (most of which have cultural heritage value that restrict fish passage and on-line ponds that warm the water. Clythe Creek is further constrained by the available area between York Road and two large on-line ponds.

In addition to Clythe Creek, consideration must also be given to Hadati Creek, which drains in an easterly direction along Elizabeth Street before outletting across York Road to Clythe Creek.

As noted within the original EA, the proposed roadway improvements were expected to impact Clythe Creek and recommendations were made with respect to an extension of the existing Clythe Creek Culvert (Photo #1) were it crosses York Road. Also recommended was the possible relocation of approximately 135 m of the Clythe Creek Channel to accommodate the proposed road widening, which would leave the heritage features in situ but without water flow.

The potential re-alignment of Clythe Creek (Appendix A: Figure 7a, b and c), due to the potential widening of York Road and the natural heritage requirement to create a cold-water creek, would alter the overall look of the cultural heritage landscape in several ways. Furthermore, the widening of York Road could also potentially affect some of the heritage resources.

Appendix A: Figures 7a, b and c show the potential realignment of Clythe Creek (Option 3) and indicate numbers for the heritage resources. There are 36 numbers that correspond with 36 Photographs in Appendix B.

Below is a description of each with possible recommendations:

#1



#1

- Ashlar stone culvert, of unknown age, on the north side of York Road
- Clythe Creek passes under this
- Possible built heritage resource
- This will not be affected by road widening.
- Recommendation: Do nothing.

2



3a



#3b



#3c



#2

- Reinforced concrete road bridge railing (remnant) circa 1920
- Listed, non-designated
- This feature will be modified by road widening
- Recommendation: This should be preserved in situ if possible, or if re-built then interpretive signage should show picture of bridge with explanation of history including significance of designer's work in Guelph and area.

#3a

- Fieldstone weir with steps and sentinel stones
- Listed, non-designated
- This is a barrier to fish passage
- Will be taken off line from water flow as a result of channel realignment
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow

#3b

- Field stone steps (same as above)

#3c

- Sentinel stones (same as above)

#4



#4

- Fieldstone garden wall with sentinel stones
- Listed, non-designated
- No impact to feature is anticipated
- Recommendation: Do nothing.

#5



#5

- Fieldstone weir with clay pipes
- Listed, non-designated
- No impact to feature is anticipated
- This is a barrier to fish passage
- Will be taken off line from water flow as a result of channel realignment
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow.

#6



#6

- Fieldstone steps
- Listed, non-designated
- No impact to feature is anticipated
- Recommendation: Do nothing.

#7



#7

- Large Boulder or bedrock outcrop
- No anticipated impact
- Recommendation: Do nothing

#8



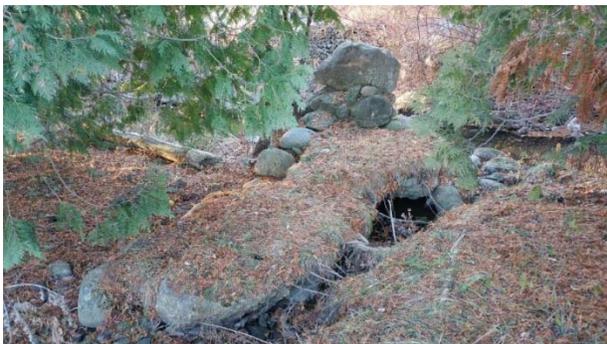
#9a



#9b



#9c



#8

- Fieldstone weir
- Listed, non-designated
- No impact to feature is anticipated
- This is a barrier to fish passage
- Will be taken off line from water flow as a result of channel realignment
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow.

#9a

- Fieldstone weir beside gabion baskets
- Listed, non-designated
- This will be impacted by road realignment
- Recommendation: Detailed design plans for the roadway will have to protect this wall and weir or rebuild them.

#9b

- Fieldstone weir (same as above)

#9c

- Fieldstone weir (same as above)

#10



#11a



#11b



#12



#10

- Fieldstone weir
- Listed, non-designated
- This will be impacted by road realignment
- Recommendation: Detailed design plans for the roadway will have to protect this weir or rebuild it

#11a

- Fieldstone weir, steps and ashlar stone terrace wall
- Listed, non-designated
- No impact to feature is anticipated
- This is a barrier to fish passage
- Will be taken off line from water flow as a result of channel realignment
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow.

#11b

- Fieldstone weir, steps and ashlar stone terrace wall (same as above)

#12

- Ashlar cut limestone terrace wall
- Listed, non-designated
- Part of the feature will be impacted by proposed creek realignment
- Recommendation: As much of this feature as possible should be preserved in situ, or if re-built with interpretive signage.

#13



#13

- Confluence of creek and intermittent stream
- Potential feature
- Will be taken off-line from water flow as a result of channel realignment
- Tributary connecting to Clythe Creek will be filled.
- Recommendation :Existing groundwater draw to be incorporated and maintained with proposed realignment

#14



#14

- Fieldstone weir with cut stone terrace wall, photo taken from York Road
- Listed, non-designated
- This is a barrier to fish passage
- Will be taken off line from water flow as a result of channel realignment
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow.

#15a



#15a

- Fieldstone entrance wall
- Listed, non-designated
- York Road realignment will impact this wall as it is very close to the road
- Recommendation: Detailed design plans for the roadway will have to protect this wall or rebuild it

#15b



#15b

- Fieldstone entrance wall
- Listed, non-designated
- York Road realignment will impact this wall as it is very close to the road
- Recommendation: Detailed design plans for the roadway will have to protect this wall or rebuild it

#16



#16

- Fieldstone west entrance wall, curved with sentinel stones
- Listed, non-designated
- Potential for feature to be modified as a result of roadway grading requirements
- Recommendation: Detailed design plans for the roadway will have to protect this wall or rebuild it

#17



#17

- Stone and concrete road bridge
- Listed, non-designated
- No impact to feature anticipated
- Recommendation: Existing capacity dimensions to be maintained

#18



#18

- Fieldstone steps to the south of road bridge
- Listed, non-designated
- This will not be affected by road widening.
- Recommendation: Do nothing.

#19



#19

- Entrance sign, ashlar, rock-faced limestones with jack arch
- Potential built heritage resource
- This will not be affected by road widening.
- Recommendation: Do nothing.

#20



#20

- Ashlar dry stone wall
- Listed, non-designated
- No impact to feature anticipated
- Recommendation: Existing capacity dimensions to be maintained

#21



#21

- Historic photo of Willowbank Hall
- Listed, non-designated
- This will not be affected by road widening.
- Recommendation: Do nothing.

#22



#22

- Fieldstone weir
- Listed, non-designated
- Feature will require modification as a result of channel work
- Recommendation: Detailed design plans for the roadway will have to protect this weir by realignment channel around it so it can be maintained in the landscape.

#23a



#23a

- Fieldstone weir and culvert
- Listed, non-designated
- Feature will require modification as a result of channel work
- Recommendation: Detailed design plans for the roadway will have to protect this weir by realignment channel around it so it can be maintained in the landscape.

#23b



#24a



#24b



#23b

- Fieldstone weir and culvert (same as above)

#24a

- Fieldstone weir and culvert
- Listed, non-designated
- Feature will require modification as a result of channel work
- Recommendation: Detailed design plans for the roadway will have to protect this weir by realignment channel around it so it can be maintained in the landscape.

#24b

- Fieldstone weir and culvert (same as above)

#25



#26



#27



#25

- Fieldstone weir
- Listed, non-designated
- Feature will require modification as a result of channel work
Recommendation: Detailed design plans for the roadway will have to protect this weir by realignment channel around it so it can be maintained in the landscape

#26

- Fieldstone weir
- Listed, non-designated
- Feature will require modification as a result of channel work
- Recommendation: Detailed design plans for the roadway will have to protect this weir by realignment channel around it so it can be maintained in the landscape

#27

- Arched concrete and metal pedestrian bridge with stone abutments
- Potential built heritage resource
- Potential for feature to be modified to accommodate pedestrian traffic and multi-use pathway
- Recommendation: Detailed design plans for pathway should be sympathetic to potential heritage resource.

#28



#29



#30



#28

- Limestone pillars with wood board fencing leading to main entrance
- Potential built heritage resource
- Potential for feature to be modified as a result of roadway grading requirements
- Recommendation: Detailed design plans for the roadway will have to protect these features or rebuild further from road.

#29

- Limestone pillars with wood board fencing leading to main entrance (same as above).

#30

- Limestone pillars with wood board fencing leading to main entrance
- Potential built heritage resource
- Potential for feature to be modified as a result of roadway grading requirements
- Recommendation: Detailed design plans for the roadway will have to protect these features or rebuild further from road.

#31



#32



#33



#31

- Metal and wood pedestrian bridge
- Potential built heritage resource
- Potential for feature to be modified to accommodate pedestrian traffic and multi-use pathway
- Recommendation: Detailed design plans for pathway should be sympathetic to potential heritage resource.

#32

- Metal and wood pedestrian bridge
- Potential built heritage resource
- Feature to be removed as a result of proposed channel works
- Recommendation: Photo documentation of resource before removal

#33

- Metal and wood pedestrian bridge
- Potential built heritage resource
- Potential for feature to be modified to accommodate pedestrian traffic and multi-use pathway
- Recommendation: Detailed design plans for pathway should be sympathetic to potential heritage resource.

#34



#34

- Box culvert at confluence of Clythe Creek and Hadati Creek
- Potential built heritage resource.
- Potential culvert modification to accommodate roadway grading requirement and CSP replacement
- Recommendation: Photo documentation before removal

#35



#35

- Concrete and stone weir
- Possible built heritage resource
- Feature is to be taken off-line as a result of proposed channel works
- Recommendation: Feature will be maintained in landscape but will be impacted by loss of flow

#36



#36

- GJR railroad bridge
- Potential built heritage resource
- No impact to feature anticipated
- Recommendation: Do nothing.

4.0 RECOMMENDATIONS

The proposed widening of York Road and the re-routing of part of Clythe Creek both have the potential to affect cultural heritage resources in a variety of ways. These include the loss or displacement of resources through removal or demolition and the disruption of resources by introducing physical, visual, audible or atmospheric elements that are not in keeping with the heritage resources and/or their setting.

The term cultural heritage resources is used to describe both cultural landscapes and built heritage features. A cultural heritage landscape is a collection of individual built heritage features and other related features that together form farm complexes, roadscares, and settlements. Built heritage features are typically individual buildings or structures that may be associated with a variety of human activities, such as historical settlement and patterns of architectural development.

Mitigation measures and/or alternative development approaches are required as part of the approval conditions to amend potential adverse impacts of the proposed road widening and/or new road construction on cultural heritage resources and their heritage attributes. According to Ontario Ministry of Culture, Tourism and Sport, 2006 Information Sheet #5: *Heritage Impact Assessments and Conservation Plans*, common mitigation protocols may include, but are not limited to the following in order to minimize impacts on cultural heritage resources:

- Alternative development approaches;
- Isolating development and site alteration from significant built and natural features and vistas;
- Design guidelines that harmonize mass, setback, setting, and materials;
- Limiting height and density;
- Allowing only compatible infill and additions;
- Reversible alterations; and,
- Buffer zones, site plan control, and other planning mechanisms

As indicated throughout this report, the Guelph Correctional Centre is a very important cultural heritage landscape. Through the convergence of two large reform movements, namely prison reform and the City Beautiful reform concept, this cultural heritage landscape is unequalled in its value and interest in the province of Ontario.

While some the dams and weirs, such as #3, 4, 8, 11, 14, 24, 25, and 26, will be maintained in-situ, they will be impacted by loss of flow with the realignment of Clythe Creek. Others, such as # 9 and 10 will be impacted by the widening of the roadway. The front stone walls are extremely close to the potential road widening and if not affected by the actual construction, could still be affected by snow plowing.

It will be during the detailed design portion of the project that decisions will need to be made concerning the details of protection of these valuable heritage resources.

The heritage impacts to the listed built heritage resources are all considered high due to their proximity to the roadway or to the creek realignment. Accordingly, it is suggested that the following mitigation measures be taken:

- If at all possible, it is suggested that the road widening be moved further to the north of York Road to prevent some of the impacts on the heritage resources closest to the roadway on the south side of York Road.
- All resources with cultural heritage landscape value that will be altered or removed should be documented prior to road improvements or creek realignment. Heritage recordings of these resources should include photographic documentation.
- Construction fencing and tree hoarding should be installed around and in front of those heritage resources that will be impacted by the roadway widening and/or the creek realignment, at a distance sufficient to ensure that there will be no direct construction impacts on built heritage resources as a result of the movement of construction equipment or machinery;
- Standard road construction techniques should be used, excluding any and all avoidable construction techniques (such as deep foundation work or piling) that could cause structural damage to heritage resources;
- All trees that cannot be saved should be replaced with large-caliper nursery stock that are appropriate for roadside use (i.e. salt resistant). Replacement trees should replicate as closely as possible the heritage appearance, assortment and placement of the current trees; and,
- Interpretive signage should be included along the creek realignment and the proposed trail to explain the alterations to the cultural heritage features. The interpretation should communicate the cultural heritage value of the property to visitors and in particular reflect the importance of the inmates' work as tangible evidence supporting the ideals surrounding prison reform and rehabilitation at the time that the Guelph Correctional Centre was created. The interpretive signage should include the themes of: history of the site; prison reform (Hanna); City Beautiful reform (Lyle); early 20th century stone masonry techniques; local heritage bridge construction; and creek rehabilitation.

5.0 ASSESSOR QUALIFICATIONS

This report was prepared and reviewed by the undersigned, employees of Amec Foster Wheeler, Environment & Infrastructure, a division of Amec Foster Wheeler Americas Limited. Amec Foster Wheeler is one of North America's leading engineering firms, with more than 50 years of experience in the earth and environmental consulting industry. The qualifications of the assessors involved in the preparation of this report are provided in Appendix E.

6.0 CLOSURE

This report was prepared for the exclusive use of the City of Guelph and is intended to provide a Heritage Impact Assessment of the Guelph Correctional Centre property located at 785 York Road where the roadway will be widened and where Clythe Creek will be realigned. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of the third party. Should additional parties require reliance on this report, written authorization from Amec Foster Wheeler will be required. With respect to third parties, Amec Foster Wheeler has no liability or responsibility for losses of any kind whatsoever, including direct or consequential financial effects on transactions or property values, or requirements for follow-up actions and costs.

The report is based on data and information collected during the background study and property inspection conducted by Amec Foster Wheeler. It is based solely on a review of historical information and data obtained by Amec Foster Wheeler as described in this report. Except as otherwise maybe specified, Amec Foster Wheeler disclaims any obligation to update this report for events taking place, or with respect to information that becomes available to Amec Foster Wheeler after the time during which Amec Foster Wheeler conducted the heritage assessment.

In evaluating the Study Area, Amec Foster Wheeler has relied in good faith on information provided by other individuals noted in this report. Amec Foster Wheeler has assumed that the information provided is factual and accurate. In addition, the findings in this report are based, to a large degree, upon information provided by the current owner/occupant. Amec Foster Wheeler accepts no responsibility for any deficiency, misstatement or inaccuracy contained in this report as a result of omissions, misinterpretations or fraudulent acts of persons interviewed or contacted.

Amec Foster Wheeler makes no other representations whatsoever, including those concerning the legal significance of its findings, or as to other legal matters touched on in this report, including, but not limited to, ownership of any property, or the application of any law to the facts set forth herein. With respect to regulatory compliance issues, regulatory statutes are subject to interpretation and change. Such interpretations and regulatory changes should be reviewed with legal counsel.

This report is also subject to the further Standard Limitations contained in Appendix F.

We trust that the information presented in this report meets your current requirements. Should you have any questions, or concerns, please do not hesitate to contact the undersigned.

Respectfully Submitted,

**Amec Foster Wheeler
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