

Cultural Heritage Action Plan

Background Report

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1.0 Introduction

The City of Guelph has commenced work on the development of a Cultural Heritage Action Plan (CHAP) to identify cultural heritage landscapes (CHLs) within Guelph and to prioritize actions to ensure that cultural heritage resources are conserved. The CHAP implements policies contained within the City of Guelph Official Plan, which provides direction for developing strategies that would assist with the conservation of cultural heritage resources.

The CHAP will help direct staff efforts, provide relevant information to Council to assist with development reviews relating to cultural heritage resources and provide advice on potential financial incentives that the City may explore in the future for designated heritage properties. MHBC Planning, in association with George Robb Architect, Wendy Shearer Landscape Architect and urbanMetrics have been retained by the City to lead the preparation of the CHAP and assist in the completion of this exciting project.

This Background Report represents the completion of the first phase of the project, and provides background information about the work being undertaken as part of the CHAP project, a summary of the City's historical development and themes, an overview of the results of the community consultation process that has occurred to date, and the direction for the preparation of the draft Action Plan during the second phase of the project.

2.0 Project background

2.1 Purpose of the Cultural Heritage Action Plan

Cultural heritage resources are defined in the City of Guelph Official Plan as including built heritage resources, cultural heritage landscapes, and archaeological resources. The CHAP will assist the City in identifying CHLs and help to ensure their conservation in the future. It will further prioritize actions and recommend incentives to assist in cultural heritage resource conservation.

The CHAP will be an important guidance document to assist with the management of cultural heritage resources, and in particular CHLs within the city. The CHAP not only implements the direction contained within the Official Plan, but also the Provincial Policy Statement (PPS) which requires that significant CHLs be conserved.

Key components of the CHAP include:

- Review of related background work and comparable action plans undertaken in other municipalities;
- Development of an inventory of candidate CHLs; and,
- Prioritization and advice related to key conservation actions and incentive options.

2.2 Project scope and work plan

The Cultural Heritage Action Plan (CHAP) project charter was presented and endorsed at the September 6th, 2016 meeting of the Committee of the Whole and endorsed at the September 26th, 2016 meeting of Council. This project charter outlines the project purpose, goals and scope of work for the CHAP. The CHAP will address the following items:

- Strategies and tools to facilitate conservation of cultural heritage resources

- Options for municipal financial incentives that promote heritage conservation
- Promoting public awareness of heritage conservation in the community
- Strategies for the appropriate maintenance of protected heritage properties
- Considerations for proper management of City-owned assets of cultural heritage value
- Identification and mapping of candidate CHLs within the city
- Establishing a prioritized list of candidate CHL study areas with a schedule for potential listing on Heritage Register and possible designation
- Guidance as to the suitability of Part V designation for CHLs (e.g. the downtown core)
- Sympathetic development and building design recommendations involving cultural heritage resources

The CHAP has been divided into three phases as follows:

Phase 1: Project Initiation and Background Report

This phase includes the project initiation and review of background materials and relevant policies and guidelines. This also includes existing information related to cultural heritage resources within the City of Guelph. An important component of this stage of work is the development of the community engagement strategy, which will guide efforts throughout the project.

Phase 2: Development of Draft Cultural Heritage Action Plan

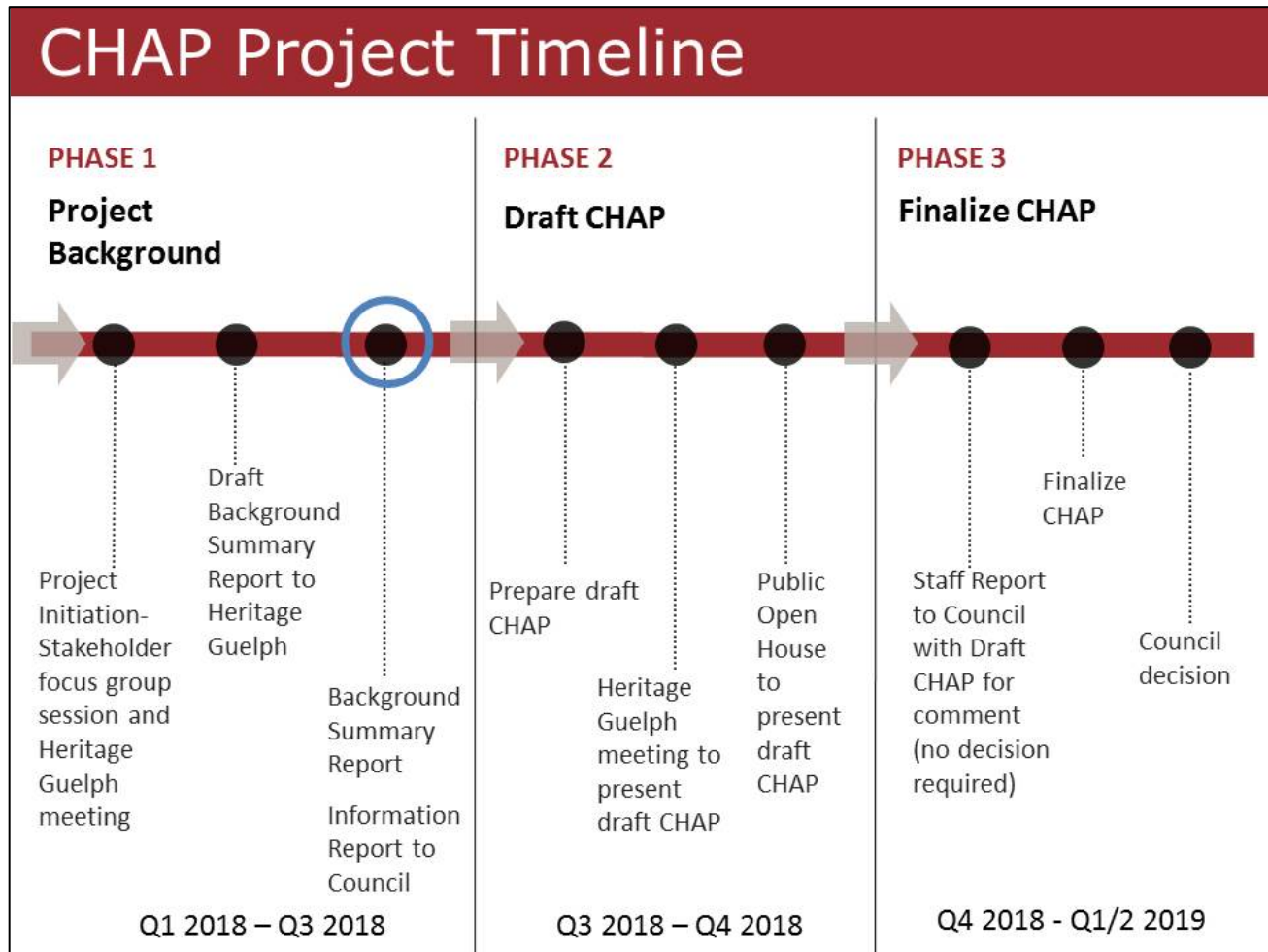
This phase includes the development of a draft cultural heritage action plan incorporating information obtained through the first phase of work on the project. Work during Phase 2 will include mapping of candidate CHLs in the city and the identification of priority areas for staff to focus conservation efforts. Other items to be addressed will include examining financial incentives, establishing conservation strategies for rural buildings within the City as well as strategies to assist with prevention of demolition by neglect, and the development of public education and awareness materials.

Phase 3: Finalize Cultural Heritage Action Plan

The last phase of the project will involve finalization of the cultural heritage action plan, incorporating input received through previous stages of the project. The CHAP will be presented to City Council for consideration.

It is anticipated that the CHAP will be completed by early 2019, as outlined on the following project schedule **Figure 1**.

Figure 1 CHAP process timeline



3.0 Guiding policy and legislation

3.1 Planning Act

The Ontario Planning Act, R.S.O., 1990, sets out the overall rules for planning in Ontario and describes how land uses may be controlled, and who may control them. The Planning Act establishes what matters are of provincial interest with respect to land use planning. With respect to cultural heritage, Section 2(d) of the Planning Act identifies the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest as matters of provincial interest.

The Planning Act, through Section 3(1), grants the Province authority to “issue policy statements on matters relating to municipal planning that are of provincial interest”. Section 3(5) of the Planning Act requires that “any decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry board, commission or agency of the government, including the Municipal Board, in respect of the exercise of any authority that affects a planning matter, (a) shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and (b) shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.”

3.2 Provincial Policy Statement

The Provincial Policy Statement (PPS) is issued under the authority of Section 3 of the Planning Act. The PPS provides policy direction on matters of provincial interest related to land use planning and development. It provides direction to promote communities, economy, and environment and sets the policy foundation for regulating the development and use of land. Municipalities must align their policies with the direction of the PPS.

The first PPS was released in 1996, with updated versions of the document released in 2005 and April 2014. The PPS is to be read in its entirety and the relevant policies applied to each

situation. All municipal decisions must be consistent with the policy direction contained within the PPS.

Section 2.6 of the PPS contains broad-level policies related to cultural heritage and archaeological resources. These policies direct that significant cultural heritage resources shall be conserved, and that development on lands adjacent to a protected heritage property will not be permitted unless it is demonstrated that heritage attributes will be conserved.

Excerpt from 2014 PPS:

2.6	Cultural Heritage and Archaeology
2.6.1	Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
2.6.2	Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
2.6.3	Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except 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.
2.6.4	Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
2.6.5	Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.

Protected heritage properties are important to note, and are defined in the PPS to mean: "...property designated under Parts IV, V or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites."

Policy direction from the Province has become stronger over the years related to the conservation of significant cultural heritage and archaeological resources, as well as placing increased emphasis on the interests of Aboriginal communities.

In addition to cultural heritage and archaeology, there are a number of other policy areas in the PPS that must be considered in preparing the CHAP. This includes direction related to compact communities, complete communities, land use compatibility, employment areas, housing, trails and open space, infrastructure, transportation, energy conservation, natural heritage, public health and safety, and long-term economic prosperity. These policy areas are all interrelated and must factor in to the work conducted as part of the project.

Of special importance to the CHAP is the PPS direction on long-term economic prosperity. Specifically, Section 1.7.1.d) states that, “long-term economic prosperity should be supported by: [...] “encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes”.

The PPS defines a cultural heritage landscape as:

“A defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act; villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities (e.g. a National Historic Site or District designation, or a UNESCO World Heritage Site)”.

As per Section 2.6.1 of the PPS, municipalities are required to conserve significant built heritage resources and significant cultural heritage landscapes.

3.3 Ontario Heritage Act

The Ontario Heritage Act (OHA) is the guiding legislation which enables municipal and provincial governments to designate and manage properties and districts determined to be of cultural heritage value or interest in Ontario. The OHA has been amended since it was first enacted in 1975, with the most recent and significant changes occurring in 2005.

The OHA is split into various sections, dealing with different types of cultural heritage resources. Part V of the Act addresses heritage conservation districts, and Part IV of the Act addresses the designation of individual properties. For reference, Part III of the Act addresses Provincially-owned properties, and Part VI of the Act addresses archaeological resources.

Section 27, Part IV of the OHA enables municipalities to list non-designated properties of cultural heritage value or interest on the register. The register offers some protection of heritage resources against demolition for a period of 60 days following a request to Council, so that a municipality can determine if the property should be designated under the Act.

Section 29, Part IV of the OHA enables municipalities to designate individual properties as having cultural heritage value or interest. This is often known as a 'Part IV' designation. The City has a number of properties designated under this Part of the Act, as discussed further in Section 4.4.

Section 41, Part V of the OHA enables municipalities to designate heritage conservation districts, which are often known as 'Part V' designations. Heritage conservation districts are broader areas with multiple properties having cultural heritage value or interest. The City has one designated heritage conservation district, as discussed further in Section 4.4.

It should be noted that both Part IV and Part V of the OHA can be used to identify and conserve CHLs, including listing non-designated properties on the municipality's register.

In Ontario, a heritage designation encourages good stewardship and conservation by protecting the asset from demolition or alteration. However, a designation doesn't unconditionally prevent demolition from occurring. If a property is designated by by-law under the OHA, a municipal Council can still approve demolition for a variety of reasons.

3.4 Other guidance materials

There are a number of additional guidance materials that are particularly relevant to the CHAP project, as outlined in this section.

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

The Standards and Guidelines for the Conservation of Historic Places in Canada has been referenced by many municipalities as a source of best practices related to heritage conservation. The City of Guelph has also adopted the document as a reference document for cultural heritage conservation (see Section 4.8.1.6 of the Official Plan).

3.4.2 Ontario Heritage Toolkit

The Ontario Heritage Toolkit is a collection of documents authored by the Province of Ontario (Ministry of Tourism, Culture and Sport) that provide guidance related to a variety of cultural heritage planning matters. The Toolkit was prepared at the time the 2005 PPS came into effect, and assists with interpreting and applying the PPS. One of the Toolkit documents is entitled 'Heritage Resources in the Land Use Planning Process' and Infosheet #2 relates specifically to CHLs.

The Infosheet notes that there are generally three types of CHLs:

Designed landscapes, which are those that have been intentionally designed (e.g. a planned garden or downtown square)

Evolved landscapes, which are those that have evolved through use by people, and whose activities have directly shaped the landscape or area. This can include 'continuing' landscapes where human activities are still ongoing (such as a residential neighbourhood or main street) or a 'relict' landscape where the landscape remains historically significant even though the evolutionary process may have come to an end (such as an abandoned mine shaft or settlement area).

Associative landscapes, which are those with powerful religious, artistic or cultural associations to the natural element, as well as with material cultural evidence (such as a sacred site within a natural environment or a historic battlefield).

The Toolkit also contains guidance related to the identification of CHLs, defining significance, defining boundaries of CHLs and options for conserving resources. This document is applicable to the work that will be undertaken as part of the development of the CHAP as it provides a simple and comprehensive understanding of the heritage conservation process in Ontario.

The Ontario Heritage Toolkit is currently undergoing review by the Province, and potential updates are likely to occur. Applicable information will continue to be reflected in the CHAP as it is developed.

3.4.3 United Nations – Tangible vs. Intangible Heritage

According to the United Nations Educational, Scientific and Cultural Organization (UNESCO) (1972 and 2016), heritage is defined and divided into two unique types – Cultural Heritage and Natural Heritage – where cultural heritage is further divided into tangible and intangible cultural heritage typologies:

- **Cultural heritage**, includes artifacts, monuments, a group of buildings and sites that have a diversity of values including symbolic, historic, artistic, aesthetic, ethnological or anthropological, scientific and social significance and which includes:
 - **Tangible cultural heritage**: includes movable cultural heritage (such as paintings, sculptures, coins, manuscripts) and immovable cultural heritage (buildings, monuments, archaeological sites, and so on), underwater cultural heritage (shipwrecks, underwater ruins and cities), all of which are considered worthy of preservation for the future. Simply, tangible cultural heritage is comprised of objects that are significant to the archaeology, architecture, science or technology of a specific culture.
 - “Objects are important to the study of human history because they provide a concrete basis for ideas, and can validate them. Their preservation demonstrates recognition of the necessity of the past and of the things that tell its story. Preserved objects also validate memories; and the actuality of the object, as opposed to a reproduction or surrogate, draws people in and gives them a literal way of touching the past. This unfortunately poses a danger as places and things are damaged by the hands of tourists, the light required to display them, and other risks of making an object known and available” - (UNESCO, 2016).
 - **Intangible cultural heritage**: includes but is not limited to traditional festivals, oral traditions, oral epics, customs, ways of life, traditional crafts, etc. It is a priority of UNESCO in the cultural domain. Since it represents cultural identities, intangible cultural heritage is, therefore, part of the cultural diversity of humankind.
- **Natural heritage**, features, geological and physiographical formations and delineated areas that constitute the habitat of threatened species of animals and plants and natural sites of value from the point of view of science, conservation or natural beauty. It includes nature parks and reserves, zoos, aquaria and botanical gardens; and, natural sites with cultural aspects such as cultural heritage landscapes, physical, biological or geological formations.

Following the UNESCO definition above, heritage buildings are a type of tangible cultural heritage. According to the Provincial Policy Statement (2014), a “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 usually located on properties that have been designated under Parts IV or V of the OHA, or are included on local [municipal], provincial

or federal registers.

A major component of the CHAP is to provide assistance in assessing the current overall integrity and the relative significance of built heritage resources and CHLs within the city. Therefore, this study will primarily be dealing with tangible cultural heritage. Given that CHLs may also include a natural heritage component, there could be overlapping resources and areas identified for cultural heritage reasons that may also be significant natural heritage features.

4.0 Management of cultural heritage resources in the City of Guelph

4.1 Introduction

The City of Guelph is known for its cultural heritage resources, as a result of the rich history and the community's recognition of the need to protect significant heritage properties. This section describes how the City regulates the conservation of cultural heritage resources in order to maintain a sense of place within the city.

4.2 City of Guelph Official Plan

The purpose of this section is to provide an overview of the City of Guelph Official Plan policies that are most relevant to the CHAP project.

4.2.1 Introduction

The City recognizes the importance of conservation and protection of cultural heritage resources, and has made a conscious effort to enforce this through policies and guidelines. As a result, the City has decided to identify cultural heritage management through conservation methods outlined in the City of Guelph Official Plan - as per Official Plan Amendment 48 approved by the Ontario Municipal Board in October of 2017- and relevant provincial legislation. The City's Official Plan is a statement of goals, objectives and policies that guide Guelph's growth and development in the years leading up to 2031. The plan is focused on sustainability and establishes policies that have a positive effect on Guelph's social, economic, cultural and natural environment.

4.2.2 Policies related to cultural heritage

Section 3 of the Official Plan provides direction on the City's goal to plan for a complete and healthy community. One of the objectives established to achieve this goal is the support for the protection and/or conservation of water, energy, air quality and **cultural heritage resources**, as well as innovative approaches to waste management.

The Official Plan recognizes cultural heritage in Section 4, "Protecting What is Valuable". This Section establishes policies and development criteria that address natural heritage protection, cultural heritage conservation, water resource protection, energy conservation measures and health and safety provisions aimed at ensuring a diverse, healthy environment. Section 4.8 deals specifically with cultural heritage resources. The CHAP will create an implementation framework for these policies, and as such, this section has been given greater emphasis in this review.

The City of Guelph describes cultural heritage resources as the roots of their community, and as:

"Tangible features, structures, sites or landscapes that either individually or as a part of a whole are of historical, architectural, scenic or archaeological value. Cultural heritage resources may also represent intangible heritage such as customs, ways of life, values and activities. These resources may represent local, regional, provincial or national heritage interests and values. They include built heritage resources, cultural heritage landscapes and archaeological resources."

"Cultural heritage resources paint the history of the city and provide identity and character while instilling pride and contributing to economic prosperity."

A priority of the CHAP is the identification and conservation of CHLs based on best management practices. As such, sections which specifically pertain to CHLs have been identified as follows.

Section 4.8.1 lays out the policies for cultural heritage resources within the city. In keeping with the PPS, Guelph requires the conservation of cultural heritage resources in accordance with their Official Plan and all other relevant legislation. Policies laid out in section 4.8.1 include nineteen (19) policies for the best management and conservation of cultural heritage resources within the city. Among them, policy 4.8.1.2, 4.8.1.3, 4.8.1.6, 4.8.1.7, and 4.8.1.8 deal with CHLs.

Cultural Heritage Policies Regarding CHLs

Official Plan Section	Policy
4.8.1.2	Built heritage resources and cultural heritage landscapes may be designated and/or listed on the Municipal Register of Cultural Heritage Properties.
4.8.1.3	A register of property situated in the City that is of cultural heritage value or interest shall be maintained and kept up to date by the City, in consultation with Heritage Guelph, according to Section 27 of the Ontario Heritage Act. The Municipal Register of Cultural Heritage Properties (or Heritage Register) will list designated cultural heritage resources and non-designated built heritage resources and cultural heritage landscape resources.
4.8.1.6	<p>Built heritage resources and cultural heritage landscapes are required to be maintained with appropriate care and maintenance that conserves their heritage attributes in accordance with:</p> <ul style="list-style-type: none"> i) the City's Property Standards By-law, the Tree By-law and the Site Alteration By-law; and ii) prescribed federal and provincial standards and guidelines.
4.8.1.7	The ongoing maintenance and care of individual built heritage resources and cultural heritage landscapes and the properties on which they are situated together with associated features and structures is required in accordance with City standards and bylaws and, where appropriate, the City will provide guidance on sound conservation practices.
4.8.1.8	Proper conservation and maintenance of built heritage resources and cultural heritage landscapes should be recognized and encouraged as a viable and preferred means of reducing energy consumption and waste.

Section 4.8.2 entitled "Heritage Designations" reiterates the City's efforts to conserve and protect cultural heritage resources through designations under with the OHA. This section also provides guidelines pertaining to development around designated sites to ensure compatibility through measures such as, conservation of CHLs or settings. The City of Guelph currently has a Heritage Register which contains all designated and non-designated cultural heritage resources (properties) that the City deems to be of cultural heritage value. Council, in consultation with Heritage Guelph periodically reviews and updates this register on the basis of cultural heritage value and interest to the City.

Policies provided in section 4.8.2 include six (6) policies for the designation of cultural heritage resources within the City under the OHA. Among them, policy 4.8.2.4 deals with CHLs.

Policies Regarding Designation of CHLs

Official Plan Section	Policy
4.8.2.4	<p>Development, redevelopment and site alteration of designated properties or other protected heritage property shall be designed to integrate the property's heritage attributes into the proposed design and ensure compatibility with the heritage attributes and values through such measures as:</p> <ul style="list-style-type: none"> i) maintaining the original location and orientation to the street and lot pattern; ii) conserving the cultural heritage landscape or setting; iii) ensuring the height, bulk, form, massing, materials, fenestration and/or façade treatments do not detract from the heritage attributes; and iv) maintaining the general scale and pattern of the streetscape.

Guelph's Heritage Register is discussed further in section 4.8.5 of the Official Plan. Policies provided in section 4.8.5 include eight (8) policies for best management practices dealing with the municipal heritage register. Among them, policy 4.8.5.6, 4.8.5.7, and 4.8.5.8 deal with CHLs.

Policies Regarding CHLs & Guelph's Heritage Register

Official Plan Section	Policy
4.8.5.6	<p>Built heritage resources and cultural heritage landscapes that have been listed in the Heritage Register shall be considered for conservation in development applications initiated under the Planning Act, unless the applicant demonstrates to Council in consultation with Heritage Guelph, through a Cultural Heritage Resource Impact Assessment, Scoped Cultural Heritage Resource Impact Assessment or Cultural Heritage Review, that the built heritage resource or cultural heritage landscape is not of cultural heritage</p>

	value or interest and, therefore, does not meet the criteria for designation under the Ontario Heritage Act.
4.8.5.7	Where a non-designated built heritage resource or cultural heritage landscape is listed in the Heritage Register, the City may require, as a condition of approval of a development application under the Planning Act, a building permit, a partial demolition or change of use, that the proponent enter into agreements to conserve and/or permit to be designated, by the City, in consultation with Heritage Guelph, the built heritage resource or cultural heritage landscape.
4.8.5.8	The City may require the proponent to prepare a Cultural Heritage Conservation Plan as a condition of approval for a development application, a building permit, including partial demolition, and/or a change in use that has the potential to impact a non-designated built heritage resource or a cultural heritage landscape listed in the Heritage Register

The Official Plan strives to maintain a high quality of life for the residents of Guelph, reduce uncertainty concerning future development, and provide a basis for the Zoning By-law and other land use controls. As such, section 4.8.9.1 states that future development within the City “may require a Cultural Heritage Resource Impact Assessment or a Scoped Cultural Heritage Resource Impact Assessment as part of a complete development application for the following development application types if the subject property has been designated under the OHA or has been listed as a non-designated property in the Heritage Register:

- Official Plan Amendment (when combined with a Zoning By-law Amendment or a Plan of Subdivision) Consent;
- Zoning By-law Amendment;
- Plan of Subdivision;
- Minor Variance; and,
- Site Plan Control.”

Policies provided in sections 4.8.9 through to section 4.8.12 include additional best management practices dealing with Cultural Heritage Resource Impact Assessments, Scoped Cultural Heritage Resource Impact Assessments, Cultural Heritage Conservation Plans, and Cultural Heritage Reviews.

Section 4.8.13 provides policies on implementation methods to ensure and facilitate the conservation of built heritage resources and CHLs within the city. Among them, policies

4.8.13.1.ii), and 4.8.13.1.iii) speak to CHLs.

Implementation Policies Regarding CHLs

Official Plan Section	Policy
4.8.13.1	Pursuant to the Planning Act, the Municipal Act, the Building Code Act and other relevant legislation, the City may pass by-laws or implement other tools to ensure and facilitate the conservation of built heritage resources and cultural heritage landscapes, including but not limited to the following:
4.8.13.1.ii)	Regulating development so that it is sympathetic in height, massing, location and character with built heritage resources and cultural heritage landscapes, where character includes, but is not limited to, form and massing, materials, fenestration, facade treatments, building orientation, existing scale and pattern and existing landscape and streetscape qualities.
4.8.13.1.iii)	Controlling demolition of built heritage resources and cultural heritage landscapes in a defined area.

The Official Plan also provides for an implementation framework related to the City of Guelph's growth strategy. In accordance with the policies of the Places to Grow: Growth Plan for the Greater Golden Horseshoe, the City of Guelph is required to accommodate for a certain level of growth to 2041. Much of the growth will be directed to the existing built-up areas of the City, with a focus being on areas near the downtown core. The City has also identified intensification corridors where some growth will be directed, and these are primarily located along major roads within the city. Finally, growth is planned for the outer areas of the City of Guelph, beyond the edges of the built-up area. This growth direction will require careful planning related to how potential cultural heritage resources are conserved while also accommodating for required growth.

4.2.3 Downtown Secondary Plan

The purpose of the Downtown Secondary Plan (DSP) was to update the land use and Central Business District policies of the City of Guelph Official Plan with new policies that apply to the Downtown Urban Growth Centre. The Urban Growth Centre was identified through the Official Plan as a focus for intensification and the achievement of a minimum density target of 150 people and jobs combined per hectare by 2031.

Section 11.1.2.2 of the DSP describes the core principles that flow from the vision for the

downtown and provide the foundation for the DSP. Principle 1, Celebrate What We've Got, recognizes the existing assets in downtown, including its rich inventory of historic buildings, many of which are constructed of limestone. According to this principle, "these buildings, and the streets and open spaces they frame, give Downtown a unique and attractive character. Downtown also overlaps with historic neighbourhoods whose qualities should be protected". Principle 1 establishes seven (7) key objectives and two (2) targets for achievement, all of which should be considered while preparing the CHAP.

DSP: Principle 1 Objectives & Targets

DSP Principle 1 Objectives	Policy
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As Downtown grows and evolves, it will be important to:

- a. Conserve significant heritage structures;
- b. Encourage the sensitive restoration, rehabilitation and/or re-use of historically or architecturally significant buildings;
- c. Maintain the character of distinct heritage areas within Downtown;
- d. Interpret the cultural heritage of Downtown in the design of buildings and public spaces;
- e. Strategically locate and articulate tall buildings to minimize impacts on historic areas and preserve important public views;
- f. Ensure new development is compatible with buildings and neighbourhoods that have heritage value;
- g. Improve historic public open spaces and streets, including St. George's Square and MacDonell Street and create new spaces for gathering and recreation.

DSP Principle 1 Targets	Policy
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- i. Increase the number of cultural heritage resources designated under the Ontario Heritage Act.
- ii. Increase the number of rehabilitated, restored and reused heritage buildings.

Principle 8 of the DSP speaks to the City's intent to "Build Beautifully". Targets of this principle are similar to those of principle 1, in that, as the downtown continues to develop, it will be

important to increase the number of cultural heritage resources designated under the OHA.

Section 11.1.5 notes that Downtown's historically and architecturally significant buildings, as well as its other cultural heritage elements, are to be conserved and celebrated. As Downtown evolves it will be important to ensure that significant cultural buildings are protected, maintained and sensitively repurposed. In addition to supporting the Principles, Objectives and Targets in Section 11.1.2, the intent of these policies is to protect cultural heritage resources through the use of the OHA and other legislation and planning tools.

Section 11.1.5.4 speaks specifically to the cultural heritage resources within Guelph's downtown core. Downtown Guelph's cultural heritage resources are key assets that are important from cultural, tourism and economic development perspectives. Therefore, the DSP has established policies (subsections 11.1.5.4.2, 11.1.5.4.3, and 11.1.5.4.4) which provide best management approaches for heritage conservation in the downtown. These include: evaluating development and building applications that involve cultural heritage resources in accordance with the policies of the Official Plan; undertaking a Heritage Conservation Analysis for the historic Downtown core in collaboration with Heritage Guelph; investigating the potential for Heritage Conservation Districts in certain areas (e.g. St. Patrick's Ward); and, taking additional steps to conserve the cultural heritage resources within the Secondary Plan area.

The Downtown Heritage Character Area Map was developed in consultation with Heritage Guelph for the Downtown Streetscape Manual and Built Form Standards (July 2014).

Subsection 11.1.5.4.4.a) of the DSP addresses CHLs in that:

"The City may also take additional steps to conserve the cultural heritage resources within the Secondary Plan area, including: a) integration of Cultural Heritage Landscape features into the public realm or other public facilities where feasible and appropriate".

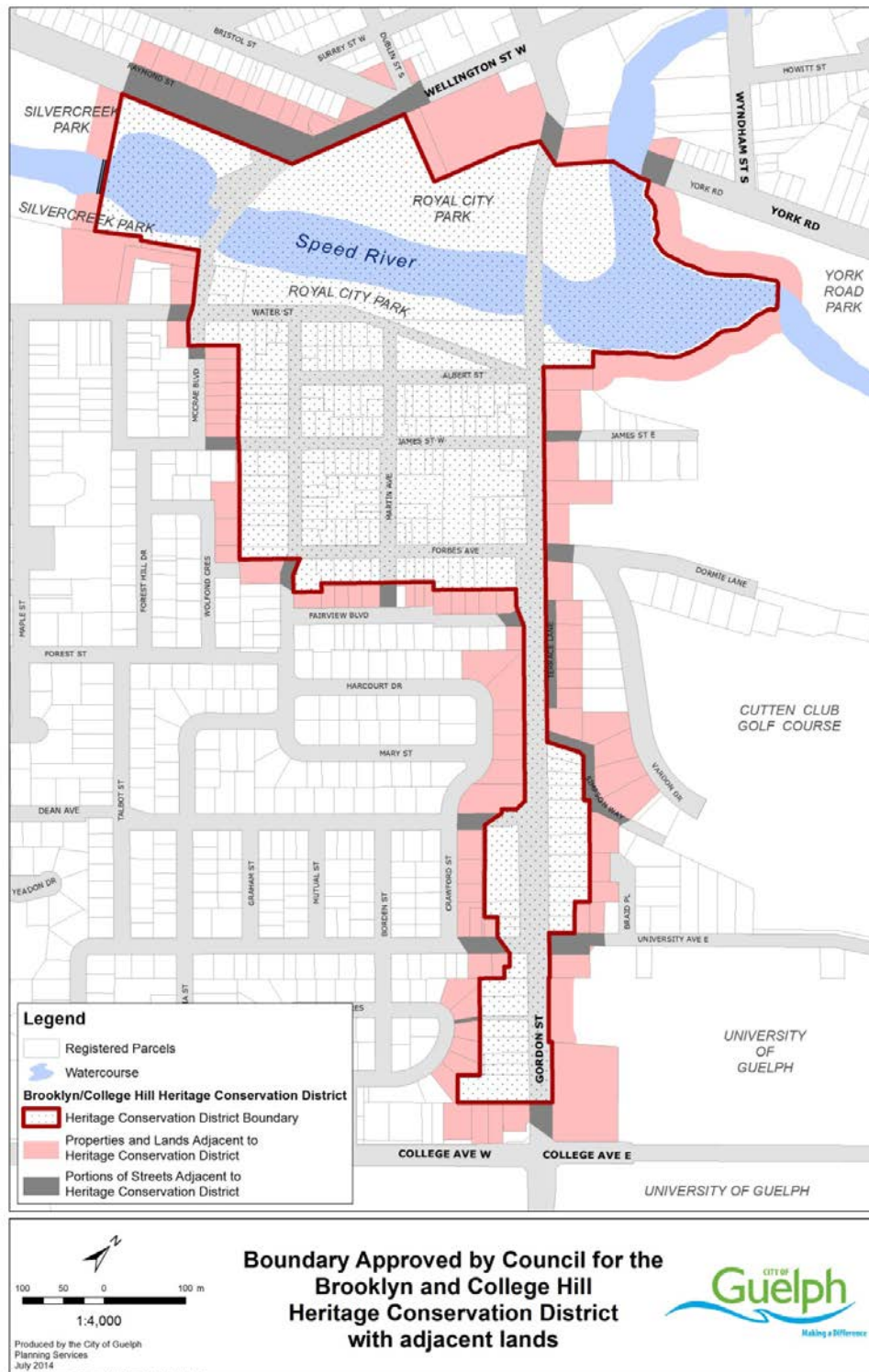
4.3 Heritage Conservation Districts

The City of Guelph currently has one designated heritage conservation district (HCD), known as the Brooklyn and College Hill Heritage Conservation District. The Brooklyn and College Hill HCD Study originated as an outcome of the City of Guelph's Community Improvement Plan (CIP) for the Old University and Centennial Neighbourhoods area. The CIP, finalized in 2006, identified a potential area suitable for study under Part V of the OHA generally including the banks of the Speed River to the north and lands adjacent to Gordon Street. Following the CIP process, the City of Guelph retained MHBC Planning to prepare a Heritage Conservation District

Study and Plan and Guidelines for the Brooklyn and College Hill area. The Heritage Conservation District Study (Heritage Assessment Report) was finalized in February 2012 and adopted by City Council in April 2012. The Heritage Assessment Report examined the character and history of the study area, and found that a portion of the Brooklyn and College Hill area met the Provincial guidelines for designation as a heritage conservation district.

Council authorized the preparation of a Heritage Conservation District Plan for the area, which was completed in August 2014. The designation of the District was approved by City of Guelph Council in September 2014, and subsequently approved by the Ontario Municipal Board in November 2015. The Brooklyn and College Hill Heritage Conservation District Plan and Guidelines provides guidance in the management, care and protection of the heritage character of the District, notably the Speed and Eramosa riverscapes and associated open space, the Gordon Street corridor and buildings fronting onto the street, and the residential areas of Brooklyn and College Hill. A map of the District is included below as **Figure 2**.

Figure 2 Council-approved Brooklyn and College Hill HCD and adjacent lands



4.4 Individually designated and listed properties

In Ontario, municipalities can pass by-laws under the Ontario Heritage Act (OHA), R.S.O. 1990, c. 0.18 to designate properties of cultural heritage value or interest. A heritage designation is bestowed upon a property to protect its cultural heritage attributes. Under Part IV or V of the OHA, municipalities can also seek designations for CHLs.

For an individual designation to occur, a property must meet one or more of the criteria for determining cultural heritage value or interest under Ontario Regulation No. 9/06. These criteria include several factors to assist in determining physical, historical and contextual value. In many municipalities across Ontario, the Council of a municipality establishes a Municipal Heritage Committee (MHC) to advise and assist Council on matters relating to cultural heritage resources. The public and/or municipal staff can recommend that a property be either designated under Part IV of the OHA or listed within a municipality's heritage register.

A recommendation is provided to Council for a decision. If approved by Council, the property (and its heritage attributes) will be included within the municipality's register. There are differences between listing a property and designating a property under the OHA, as explained below.

A listed property, like a designated property, demonstrates cultural heritage value or interest but only provides interim protection against demolition. Should a property owner wish to demolish a building on a listed heritage property, the OHA requires owners of listed heritage properties to provide 60 days notice to Council. The notice gives the municipality time to further review the property and make a determination whether or not to seek a designation under the OHA.

A designation takes heritage conservation a step further by providing legal protection (through a by-law) that helps to ensure conservation of the heritage asset. Should a property owner wish to demolish or make alterations to a building or heritage attribute on a designated heritage property, they would need the approval of the municipal Council. With a designation, a municipal Council can legally refuse to grant a demolition permit.

In either instance, however, if a property owner does not agree with the decision of a municipal Council regarding a proposed demolition, the decision can be appealed to the Local Planning Appeals Tribunal (LPAT). Therefore, it is important to note that a heritage designation encourages good stewardship and conservation by protecting a property's cultural heritage value but doesn't unconditionally prevent demolition from occurring.

The City currently has 260 designated properties under the OHA and 2,500 listed properties. The listed properties include many of those identified by Gordon Couling, through a project known as the 'Couling Architectural Inventory'. Below is an overview of the types of properties that are designated under Part IV of the OHA, and **Figure 3** depicts the location of these properties and national historic sites.

Industrial Buildings

Industrial buildings listed or designated on the heritage register include those located at 43 Arthur Street South (associated with various mill and industrial operations), 60 Cardigan Street (former factory adaptively re-used as a multi-residential building), 75 Cardigan Street (currently the Guelph Youth Music Centre) and the Goldie Mill Ruin.

Institutional Buildings

Many of the more prominent built heritage structures in Guelph are institutional buildings such as the former City Hall, the Basilica of Our Lady Immaculate and many other historic churches. The University of Guelph presently utilizes all three of their designated heritage buildings for institutional purposes, and has also prepared a Campus Master Plan to assist in planning for the conservation of its cultural heritage resources. Many schools have also been recognized as having historical significance, such as Torrance Public School (constructed as the St. James Ward School).

Agricultural Buildings

Farmsteads, farmhouses and historic barns remain within the City of Guelph and have been identified as having potential cultural heritage value through listing on the heritage register. One rural CHL (Marcolongo Farm) has been identified as having significance by the City, and City Council published a notice of intention to designate the property under the OHA on March 20, 2018.

Many of Guelph remaining urban area barns and coach houses are located within older parts of the City. Most of these buildings have been identified as having potential cultural heritage value, being listed on the heritage register.

Residential Buildings

There is a broad range of listed and designated residential properties that have been identified as having cultural heritage value in Guelph. Architectural styles of these properties vary greatly and most of the dwellings recognized by the City are from the mid-19th to the early-20th century.

Structures

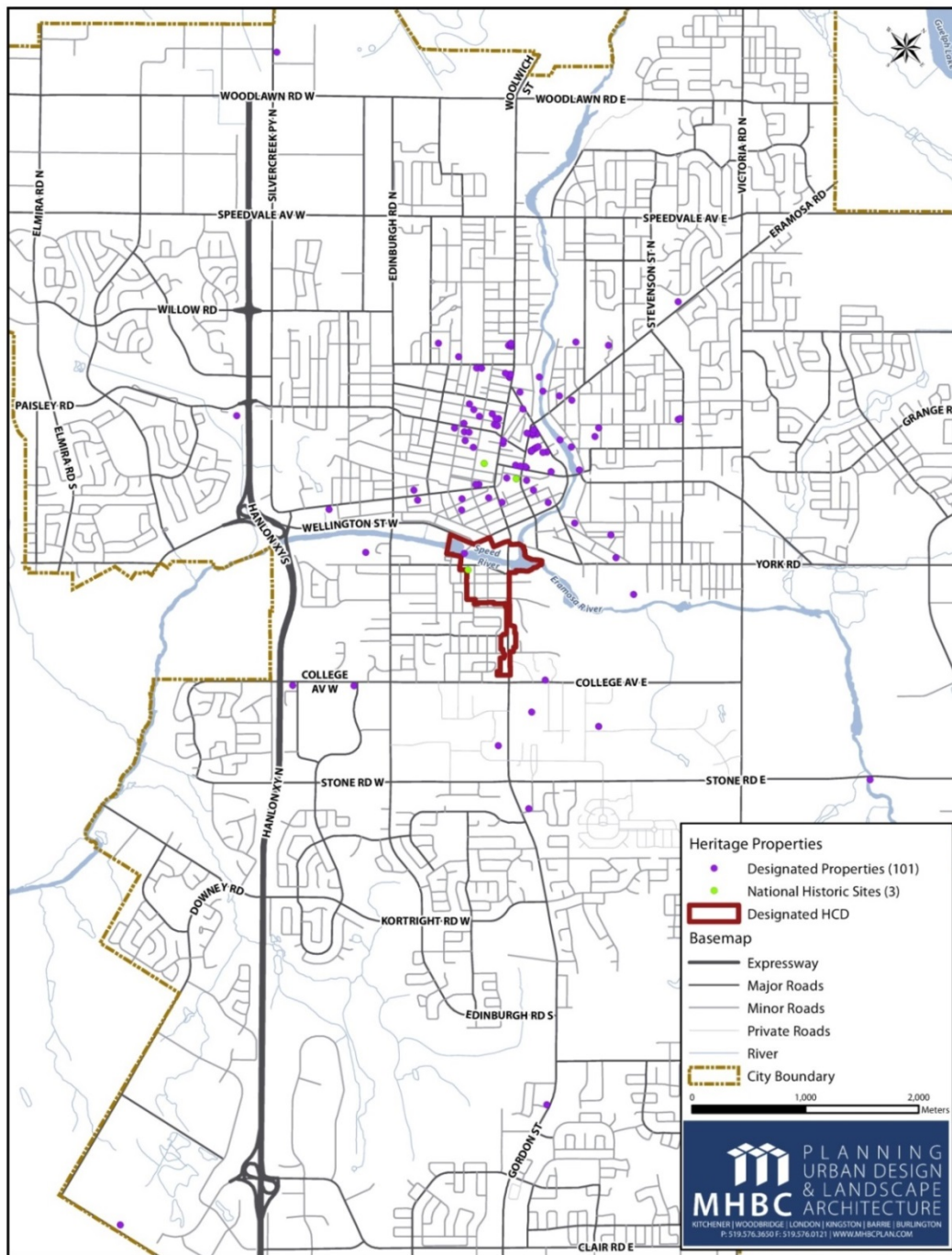
The City of Guelph has designated bridges and structures on the heritage register. Several of these bridges cross over the Speed River and Eramosa River and were constructed for City Council in the late 19th century. A wooden truss covered bridge located near the intersection of the Speed and Eramosa Rivers is also listed on the City's heritage register.

In addition, the Blacksmith's Fountain and a fountain built by the Imperial Order of the Daughters of the Empire have been designated by the City.

National Historic Sites

National Historic Sites are designated by the Historic Sites and Monuments Board of Canada and are administered by Parks Canada. The City of Guelph currently has three National Historic Sites: John McCrae House and Memorial Garden, Basilica of Our Lady Immaculate, and the former Guelph City Hall. Designation as a National Historic Site has commemorative value but does not carry the same powers as designation under the OHA. In some cases, National Historic Sites are also designated under the OHA (such as the John McCrae House), but in other cases they are not (such as the Basilica of Our Lady Immaculate). National Historic Sites are depicted on **Figure 3** below.

Figure 3 National Historic Sites and properties designated under Part IV of the Ontario Heritage Act



5.0 Other municipal practices

This section provides background information on what other municipalities have done in regard to undertaking and preparing documents for cultural heritage planning. The purpose of this section is to review recent, similar studies that may be applicable to the preparation of the CHAP. Every municipality is unique therefore publications pertaining to cultural heritage planning all offer distinctive titles. Whether a Cultural Heritage Action Plan (CHAP), a Cultural Heritage Landscape Study (CHLS), or a Cultural Heritage Master Plan (CHMP), this section provides a review of the best practices used in creating an implementation framework for the conservation of cultural heritage resources including recommendations and strategies (e.g. Official Plan policies) that would assist staff in the conservation of built heritage resources and CHLs within the City.

5.0.1 Approach and initial findings

As part of the review of background materials, other heritage master plans and cultural heritage landscape studies from Ontario were reviewed to understand the various approaches undertaken in other locales. Essentially, the foundation of each of these plans evolved from the undertaking of a CHLS. While there are certainly differences in the scope of work undertaken and the amount of background research completed, several similar methods, steps, and features were identified. Those methods, steps, and features were as follows:

- 1. Define CHLs/Resources**
- 2. Establish a Municipal Cultural Heritage Committee**
- 3. Develop Criteria for Determining Cultural Heritage Significance/Value**
- 4. Develop Criteria for Identifying CHLs/Resources**
- 5. Undertake Historical Research to Identify Themes of an Area and Community:**
 - a. Books & Reports
 - b. Planning Documents

- c. Maps (New & Historical)
- d. Resident/Stakeholder Input
- e. Other Sources Including: Canada Land Inventory, County/Region Directory, Historical Research Societies, UNESCO, Museums, Ontario Abandoned Places, Ontario Heritage Properties Database, and Municipal sources, etc.

6. Undertake a general survey to determine eligible CHLs:

- a. Municipal Staff input
- b. Consultant team research and input
- c. Resident / Stakeholder input

7. Notify Interested Parties of a Site's Potential(s) to Flag Properties for Development

8. Prepare an Inventory Process that Examines Historic Evolution:

- a. Photo journal with checklist
- b. GIS-based mapping database with metadata input
- c. Optional access-based database with metadata input

9. Prepare Preliminary Inventory of CHLs

- a. Designated properties or districts under UNESCO.
- b. Designated properties or districts under the OHA (both Part IV & V).
- c. Listed properties or landscapes on the municipal registry.
- d. Properties of interest that aren't currently listed or designated but are part of a known inventory from municipal or organization sources.
- e. Archaeological resources
- f. Identified properties from the CHLS.

10. Review & Evaluate Elements, Context & Boundaries of the Candidate CHLs with Team & Municipal Cultural Heritage Committee

11. Undertake Detailed Evaluation to Confirm Presence of CHLs

12. Develop Set of Criteria for Designation of Each Confirmed Cultural Feature & CHL
13. Officially List Confirmed CHLs on a CHL Inventory
14. Provide Recommendations and/or Measures for Conservation

Together, the above components form a comprehensive strategy which can be used as a base from which to ensure that existing heritage resources are appropriately managed, and that new heritage resources can be identified and planned for in a way that is compatible with the City's heritage character.

5.1 Other heritage master plans / action plans

5.1.1 The Region of Waterloo – Arts, Culture & Heritage Master Plan (2002)

In an effort to maximize the social, environmental, and economic benefit of the Region's arts, culture, and heritage resources, Regional Council committed to the development of an Arts, Culture, and Heritage Master Plan. To prepare the plan, including the necessary research and writing, Regional Council retained the services of an arts, culture, and heritage consulting firm.



Over a nine-month period the project team engaged in an extensive research and planning process which involved a similar, albeit modified and condensed approach to the methods described above, which included:

- a detailed literature review;
- a series of one-on-one interviews and focus groups;
- two community consultation sessions attended by arts, culture, and heritage professionals;
- a public forum or ‘town hall’ open to the community at large;
- a public opinion and facility use survey;
- attendance at relevant meetings; and
- a review of the suggestions made by the Advisory Committee.

The process produced information on the current state of arts, culture, and heritage programming and activity within the region. The research also found that there was a need for new and/or additional facilities and services to support arts, culture & heritage throughout the Region. Additionally, the process identified the need for:

- increased awareness of the importance of arts, culture, and heritage;
- improved marketing and promotion of existing activities and events, especially those for families and youth;
- better transportation and signage to cultural heritage sites and facilities;
- human resources, including volunteers, to work for and with cultural heritage organizations; and,
- a clearly articulated and communicated identity for the region as a whole, one that highlights and celebrates the richness and diversity of its cultural heritage.

The final report included recommendations and implementation strategies for identifying, protecting, promoting, and investing in arts, culture and heritage resources in Waterloo Region. Priority was given to a broader understanding of the Region’s arts, culture, and heritage resources with an emphasis on new and/or additional facilities and services to support those areas.

The City of Guelph’s Cultural Heritage Action Plan (CHAP) seeks to guide the conservation of cultural heritage resources as identified by stakeholders and the community and defined by the

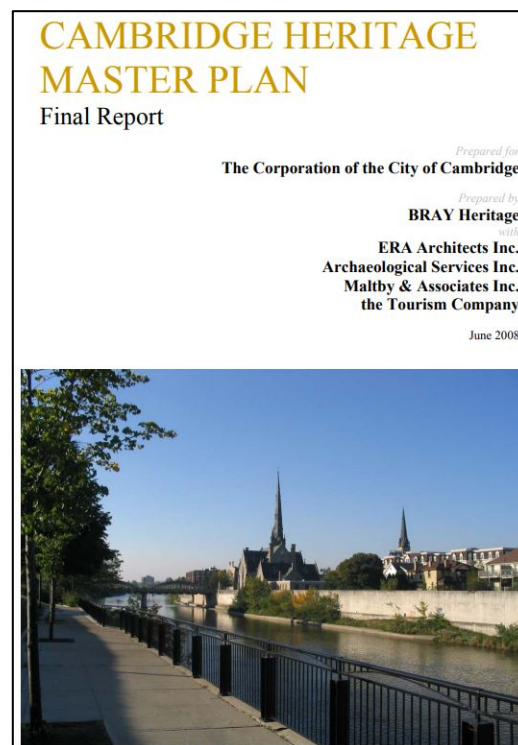
province with an emphasis on identifying and prioritizing CHLs. While this goal represents a unique alternative to that of the Region of Waterloo's more general approach, the methods used to undertake the research can be applied in a modified manner to suit the context of Guelph's CHAP in conjunction with the methods summarized above in Section 5.0.1.

5.1.2 City of Cambridge Heritage Master Plan (2008)

In 2006, the City of Cambridge hired a consulting team to develop a Heritage Master Plan. The Plan outlined a strategy for conserving Cambridge's Built Heritage Resources by identifying, valuing and protecting them. The plan also provided guidance on encouraging development that respects the heritage character of the city; recommendations on policies for inclusion in the City's Official Plan; and, provided priorities and timelines for the City's actions in heritage conservation.

The methodology adopted to produce Cambridge's Heritage Master Plan was based on a three step approach: 1) performing archival and field research; 2) undertaking interviews and surveys, and; 3) undertaking discussions with City staff and the steering committee. Again, Cambridge's approach was similar to that discussed above in Section 5.0.1 and comparable to the methods used by the Region of Waterloo in Section 5.1.1. More specifically, the process included:

- research using historical, economic / market data, and previous studies;
- undertaking opinion surveys and conducting interviews;
- augmenting the information gained from the surveys and interviews with comments from a steering committee;
- attending driving and walking tours through the various parts of the City; and,
- reviewing any comparable heritage planning processes from other communities



The range of heritage resources that were considered included a focus on built heritage resources (i.e. industrial, institutional, commercial, agricultural and residential buildings, and miscellaneous structures), CHLs, and archaeological resources. Cambridge's Heritage Master Plan adopted the Provincial Toolkit's definition for CHL, and specified types of CHLs such as public parks and open spaces, private landscapes, views, scenic routes, sites of sacred or secular value, oral histories, and living traditions and cultural practices.

The Heritage Master Plan did not identify specific CHLs, but rather identified other categories of resources and character areas. These included areas such as neighbourhoods, parks and open space, villages, roads and views.

Implementation recommendations included various categories of actions, as well as various topic areas that fit under each category.

5.1.3 Town of Cobourg Heritage Master Plan (2016)

In 2014, the Town of Cobourg prepared a Heritage Master Plan, which would provide an overall vision and goals for heritage conservation and management through the Town. The various components of the Heritage Master Plan provided a management framework for built heritage resources, CHLs, archaeological sites, and development within heritage conservation districts throughout the Town.

Part of the process included creating Heritage Conservation District Plans for each of the Town's existing heritage conservation districts. This was an important component of the Heritage Master Plan, as the preparation of a comprehensive set of guidelines helped to assist in the management of change within the Town's four existing Heritage Conservation Districts.

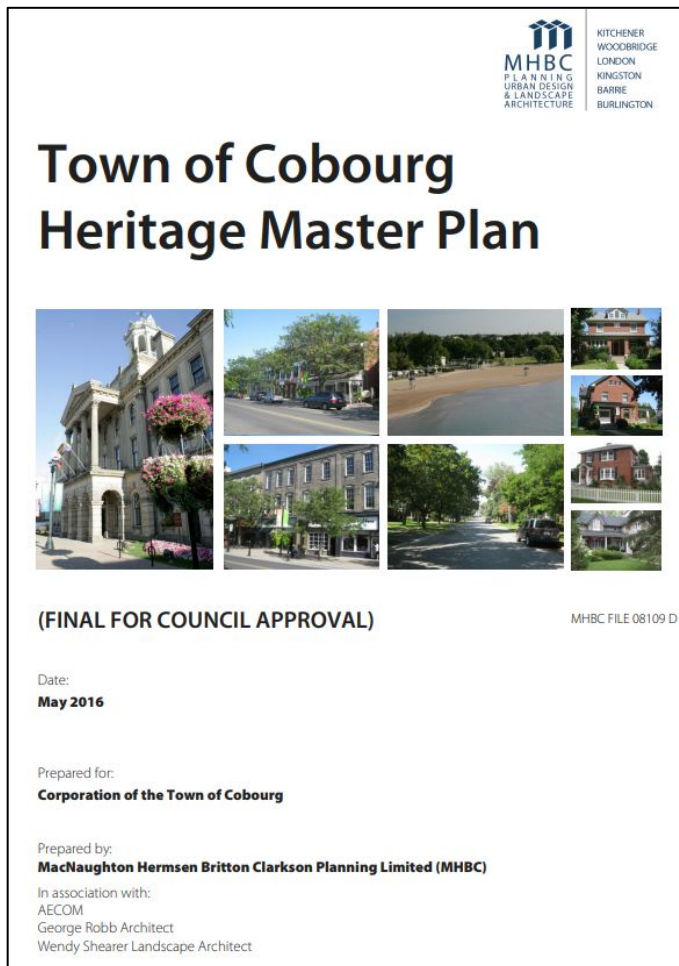
The final report provided a framework for managing heritage resources, and included the results of a three-phase approach.

Phase 1

- review of background information about heritage conservation and management in Cobourg;
- assessment of the approach currently undertaken in the Town;
- identification of a vision and themes for heritage conservation through community consultation;
- preparation of a Background Report outlining the findings of Phase 1.

Phase 2

- preparation of the draft Heritage Master Plan, taking into account input received from the community;



- preparation of implementation recommendations and strategies;
- preparation of recommendations regarding regular review of Heritage Conservation District Plans;
- preparation of implementation recommendations related to existing Heritage Conservation Districts.

Phase 3

- refinement and adoption of the Heritage Master Plan and related Heritage Conservation District Plan guidelines by Council.

The Heritage Master Plan for Cobourg adopts an approach similar to other heritage master plan projects, in that a common set of topics were investigated and report on. However, there are some key differences in the approach to the Cobourg Heritage Master Plan; first, the Background Report contained much of the policy overview and

historic background about the Town; and second, the Cobourg Heritage Master Plan also contains a comprehensive set of updated guidelines for each of the Town's existing Heritage Conservation Districts. In addition, the Master Plan included a list of priority items that fell into various topic areas (or 'themes'), and then prioritized the action items into short, medium and long term goals based on identified priorities within the Town. It is possible that a similar, modified approach could be taken in preparing the CHAP whereby items are categorized and prioritized, as applicable to Guelph.

5.2 Other cultural heritage landscape studies

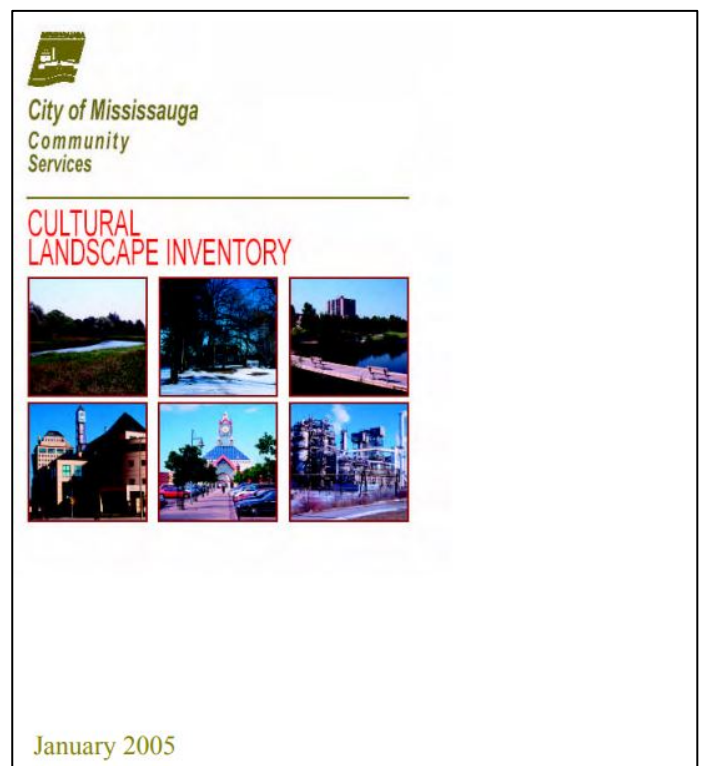
5.2.1 City of Mississauga Cultural Landscape Inventory (2005)

The City of Mississauga was one of the first cities in Ontario to propose a Heritage Conservation District and to implement a Cultural Landscape Inventory. As such, its 2005 Cultural Landscape Inventory is an example for the development of the CHAP. The purpose of this inventory was to analyze the landscapes of the City of Mississauga to determine which of the City's cultural landscapes warranted recognition and ultimately some form of protection, conservation and management.

Identification and analysis of these landscapes was based on a modified version of the United Nations Educational, Scientific and Cultural Organization (UNESCO) Criteria for Cultural Landscapes under the World Heritage Convention, APT Bulletin (1999), which called for the protection and preservation of both cultural and natural heritage landscapes of outstanding universal value.

The team adopted a final methodology that was quite prescriptive and representative of the steps discussed above in Section 5.0.1.

Part of the inventory's outcome was an identification and categorization of heritage resources within the City; which consequently, customized Mississauga's definition of cultural landscapes.



Two primary categories of heritage resources were identified. These included Cultural Landscapes and Cultural Features. The document defined **Cultural Landscapes** as “settings that enhance community vibrancy, aesthetic quality, and distinctiveness, sense of history and/or sense of place”. **Cultural Features** were defined as “visually distinctive objects and unique places within a cultural landscape, which are not necessarily consistent with their

immediate natural surroundings, adjacent landscape, adjacent buildings or structures. These features can include objects, paths, trees, woodlands, viewpoints and may include features such as rail lines, historic highways, and airports”.

Several forms of cultural landscapes and features were identified which included: historic settlements; agricultural, industrial, urban, residential, civic and natural areas; parks; scenic views; scenic roadways; bridges; and wall formations. Cultural landscapes and features that were identified were recommended, and eventually, listed on the City's Heritage Register.

Ultimately, there were five (5) outcomes and recommendations of the study:

1. **Continuing Process** – the inventory should not be finite; it should be added to as necessary.
2. **Refinement of Evaluation Criteria** - evaluation criteria should be continuously developed over time and included in the database.
3. **Planning Policy** - it was recommended that the inventory be used in reviewing all development applications and as part of the background information for planning studies.
4. **Prescriptive vs. Descriptive** – “it was recommended that the inventory be considered prescriptive (i.e. how development should be) for quality future development, rather than descriptive (i.e. how current development is) and that the references for each site be included as a part of any future planning process for the area of the community referenced”.
5. **Publicly Accessible** - cultural resources of the City are part of the City's history and story of development; therefore, the information provided by the inventory should always be available to interested citizens, students and the general public.

The work by Mississauga helped to set the course for identifying and categorizing cultural landscape features. The approach and categorization methods can be transferred to the CHAP project, and the various outcomes may help inform implementation recommendations later in the study.

5.2.2 Town of Oakville Cultural Heritage Landscapes Strategy (2014)

The Town of Oakville identified that a key priority was protecting and preserving heritage, including cultural landscapes, natural heritage features, and buildings. Oakville set out to prepare a Cultural Heritage Landscapes Strategy (CHLS) that aimed to provide a framework for

the identification and protection of CHLs within the town including direction for protecting and managing any identified resources for the future. Oakville's CHLS is applicable to the preparation of Guelph's CHAP, because it provides a solid basis from which to design methods of categorizing CHLs, identifying CHLs, evaluating CHLs, and implementing conservation strategies for CHLs (i.e. through the recommended courses of action).

Oakville's CHLS set the foundation for the identification of candidate CHLs by providing definitions for specific types of CHLs. The strategy contributed to developing a process for identifying and addressing the conservation of CHL resources within the Town.



Using a modified strategy of the methods discussed above in Section 5.0.1, including the use of advanced mapping techniques, the Town was able to produce a CHLS strategy including schedules that provided an exemplary framework and strategy for CHL identification and preservation for the future. Their strategy adopted a four-step process.

Step one involved categorizing CHLs. According to Oakville's CHLS (2014), "best practices in heritage conservation have established three categories of cultural heritage landscapes that provide a starting point for the identification and classification of cultural heritage landscapes". The following excerpt from Oakville's CHLS (2014) describes these three categories as follows:

- **Designed Landscape** - the "clearly defined landscape designed and created intentionally by man."
- **Organically Evolved Landscape** - that "results from an initial social, economic, administrative, and/or religious imperative and has developed in its present form in response to its natural environment". Within this category two sub-categories are identified:
 - **Relict landscape**, "in which an evolutionary process came to an end at some time in the past", and for which "significant distinguishing features, are, however

still visible in material form.”

- **Continuing landscape** which “retains an active social role in contemporary society closely associated with the traditional way of life, and which the evolutionary process is still in progress.”
- **Associative Cultural Landscape** – which is “justifiable by virtue of the powerful religious, artistic, or cultural associations of the natural element rather than material cultural evidence, which may be insignificant or even absent.”

Step two involved the identification of CHLs. Oakville’s CHLS described that identification could occur in several ways:

- Proactively by the municipality;
- Proactively from the community through communication to the municipality;
- Reactively through the development process;

Step three involved the evaluation of identified CHLs, whereby evaluations should be performed using Ontario Regulation 9/06, made under the OHA, as follows:

- The property has design value or physical value;
- The property has historical value or associative value; or,
- The property has contextual value.

This evaluation process should be used as part of Guelph’s efforts in evaluating their own heritage assets. However, similar to Oakville’s CHLS, these evaluation criteria should serve as a preliminary review from which a more in-depth, customized evaluative process can be based - one which caters to Guelph’s more specific needs. Adoption of the evaluation categories specified in Ontario Regulation 9/06 would provide consistency in Guelph’s approach to evaluation of potential resources, and would ensure consistency with best practices.

The fourth step involved the recommendation of different tools and legislation that a municipality may use for the conservation of identified CHLs. The identified and recommended legislative mechanism for conservation included utilizing the OHA as a tool, using the policies of the Provincial Policy Statement (2014), and implementing Official Plan policies for conservation.

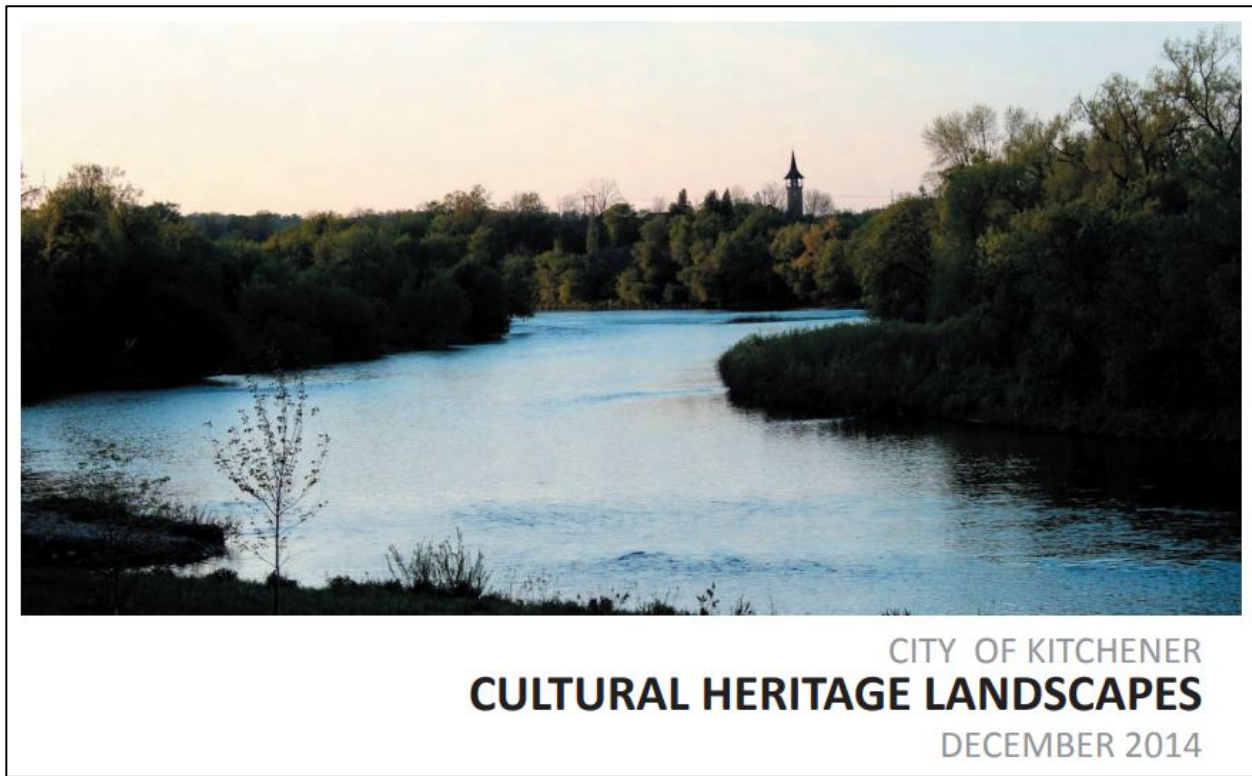
5.2.3 City of Kitchener Cultural Heritage Landscape Study (2014)

The City of Kitchener's CHL study earned a National Award of Excellence from the Canadian Society of Landscape Architects, and a National Award of Merit from the Canadian Association of Heritage Professionals. As such, its reference in the preparation of Guelph's CHAP may be both useful and advantageous in preparing a useful Cultural Heritage Action Plan.

The purpose of Kitchener's Cultural Heritage Landscape Study was to develop an inventory of the City's CHLs, which could then be used as a planning tool in the assessment and management of identified resources as the City changes and evolves over time.

The project team utilized an existing database of primarily built heritage resources, including designated and listed properties and heritage conservation districts. The inventory built off of that database by contributing an additional dimension of larger scale areas that demonstrated both the historical process of development (i.e. the pattern of development over time) and the physical outcome of those processes (i.e. what the city's physical layout looks like).

Identification of these landscapes was based upon the province's definition of CHLs and the three (3) cultural landscape types provided by UNESCO: Designed Cultural Landscapes, Evolved Cultural Landscapes, and Associative Cultural Landscapes.



The methods adopted to prepare the inventory followed a modified version of the steps described above in Section 5.0.1 and included: utilizing a previously established heritage registry; undertaking comprehensive background research; preparing criteria for identifying CHLs; identifying CHLS; categorizing the CHLs; and preparing recommendations for conservation.

Ultimately, Kitchener's Cultural Heritage Landscape Study confirmed the heritage value and significance of 55 identified CHLs, and established an appropriate conservation strategies. The City of Kitchener Community Services Staff Report (No. CSD-15-034) noted that:

"The Kitchener Cultural Heritage Landscape Study serves to establish an inventory only. Approval of the Kitchener Cultural Heritage Landscape Study will not in itself designate property under the OHA or place restrictions on property owners. Rather, Council's approval of the study will serve to establish a more complete picture and understanding of cultural heritage resources that are of value to the community and confirms answers to the following key questions:

- What properties and areas in Kitchener are significant CHLs?
- Where are they located?

- Why are they of cultural heritage value or significance?”

The conservation process that was recommended adopted a three-phase process:

Phase 1

- Inventory CHLs
- Identify CHL Boundaries
- Evaluate Significance & Document Attributes
- Determine Regional Interest

Phase 2

- Inform Planning Around Rapid Transit Stations (PARTS) Central Plan & Intensification Study
- Public and Stakeholder Engagement
- List CHLs on municipal Heritage Register
- Identify CHLs in Official Plan
- Determine CHL priorities & recommend conservation options for priority CHLs in an Action Plan

Phase 3

- Monitor and conserve CHLs through the heritage review process
- Implement preferred conservation options in priority order, as directed by Council

As part of the implementation of the study, the City of Kitchener adopted the CHLs identified as a schedule of the Official Plan. Kitchener’s recommended conservation process is similar to other best management practices, therefore, can be generalized and can be applied in various contexts with modifications to suit Guelph’s contexts.

5.3 Approaches to implementation and promotion

The following approaches to implementation and promotion are based on compiled best management approaches as reviewed for this report. The most common approaches for implementing conservation that have been used by other municipalities are as follows:

- Guide proposed development to ensure compatibility with and respect of identified CHLs.
- Seek opportunities to incorporate CHLs, in whole or part, into new developments where possible.
- Conservation and protection by using the most appropriate planning tool.
 - Ontario Heritage Act as a Tool
 - Listing properties on the Municipal Register of Cultural Heritage Properties: most suitable used as an interim measure to inform decisions regarding demolition.
 - **Part V heritage conservation district:** likely most suitable for larger CHLs or CHLs that exist within the larger whole of a heritage conservation district, given the ability to easily encompass many properties into the designation.
 - **Part IV individual designation:** most suitable for CHLs that have smaller geographic areas and are defined by a small number of legal parcels of land. Oakville's CHLS recommends no more than 3 parcels, although exceptions may be made if appropriate.
 - **As a Part IV designation within a Part V heritage conservation district:** most suitable for the layering of protection of special characteristics of the Part IV property that are independent of the heritage conservation district, and also that the property contributes to the character of the surrounding area.
 - Conservation under Subsection 2(d) of the Planning Act
 - Most suitable for CHLs that span a large number of properties and may have more general characteristics to protect rather than a set of specific heritage attributes.
 - Conservation of a CHL under the Planning Act would require an official plan amendment. Each CHL would need to have its own specific amendment to include the appropriate policies tailored specifically to each CHL.
 - Conservation through Official Plan policies
 - Conservation through preparation and adoption of secondary plans
 - Conservation through preparation and adoption of Community Improvement Plan
 - Conservation through preparation and adoption of Heritage Master Plan and/or CHLS

5.4 Best practices for financial incentives

The authority to provide financial incentives to heritage resource conservation is established under both the OHA and the Municipal Act. Sections 39 and 45 of the OHA provide that municipalities may establish by-laws to make grants or loans to owners of designated heritage properties, and Section 365.2 of the Municipal Act makes provisions for enabling municipal tax rebates to such properties. Simply put, a municipality is able to offer financial incentives if a property has heritage status or is located within a Community Improvement Plan area.

The City of Guelph in the past has offered several different grant programs for projects within the downtown through the Downtown Guelph Community Improvement Plan (CIP). These included tax increment-based grants (grant for the difference between pre- and post-property taxes), minor / major downtown activation grant (mid-size renovation and major redevelopment); and façade improvement and feasibility study grants. The program is not necessarily geared towards heritage buildings, but would apply depending on the work being undertaken. Guelph has also offered specific funding to buildings designated under the OHA through a Heritage Development Reserve, which provided funding to support the conservation of important heritage buildings. The City is currently assessing financial incentives, with a view to implement an updated program in the near future, which is one of the reasons that the topic is being investigated through the CHAP.

The topic of financial incentives was explored through the development of the Brooklyn and College Hill Heritage Conservation District Plan project, which included a detailed review and evaluation of various options to consider. A summary of that work has been included here for information purposes.

5.4.1 Types of financial incentives

There are several types of financial incentive programs that can be implemented by municipalities.

Grants

Heritage grants are usually the most manageable of all financial incentives. Capital budget allocations are typically made in a municipality's budgeting process. Ideally a program commitment of at least three to five years is beneficial so that the local community and property owners can plan within a known framework. The start-up year is usually a slow year with the final year of the program typically witnessing a rush of applications and demand on funds. Municipal heritage grants can be focused either on particular themes, such as building

types (residential, commercial industrial), building features (roofs, foundations, or windows) or specific areas within a municipality such as brownfields or heritage conservation districts.

Total program commitments and grant amounts may vary depending on municipal priorities but they must be of a sufficient amount to make applying worthwhile and be of benefit to the property owner in addressing substantial conservation efforts such as a re-roofing project. Grants may be organized on a first come-first served basis or by way of an annual or semi-annual competition ideally synchronized with the relevant construction season.

Loans

Heritage loans may be organized and administered in a similar manner and under the same circumstances as grants. The fundamental difference is determining an appropriate interest rate (from interest free to a rate below that of current commercial interest rates) and establishing administration fees. The most notable disadvantage of a loans program is the internal administration costs of managing such a municipal initiative, often involving staff time of the City's legal and financial departments.

Municipal tax incentives

In 2001, the Province enacted legislation allowing municipalities the ability to provide property tax relief to heritage buildings. The program is discretionary (i.e., municipalities are not required to offer this type of property tax relief), however if established, the tax relief (which can be either in the form of a property tax reduction or refund) must be between 10 and 40 percent of the taxes levied on the property. As the tax rebate or refund is only applicable to the portion of the property that is designated and has an easement, the Municipal Property Assessment Corporation (MPAC) would be required to determine the portion of the property's assessment that would be eligible.

The definition of an "eligible heritage property" as per section 365.2 of the Municipal Act, 2001 indicates that it applies to property designated under Part IV of the OHA, is subject to an easement agreement with the local municipality or the Ontario Heritage Foundation, and complies with additional criteria set out in the by-law passed by the local municipality with respect to tax incentives. The additional criteria could potentially include such matters as: the property must be in a sound and habitable condition (therefore excluding vacant/derelict properties), not subject to any municipal or provincial contraventions, work orders, outstanding municipal fines or tax arrears. The municipality may also apply different percentages of tax relief to different property classes or types of properties and may specify a minimum or maximum relief amount.

In isolation, the Heritage Tax Rebate Program appears to be a useful tool to provide tax relief

to owners of heritage properties, in recognition of the perceived added cost of conserving these valuable properties. Several municipalities have established this rebate program (e.g. Chatham-Kent, Cornwall, Kitchener, Kingston, Markham, Newmarket, Owen Sound, Peterborough, Sault Ste. Marie, Toronto, Whitby, and Windsor). Unless specifically included in the program criteria that the applicant must provide details on the anticipated work and a method by which to confirm this, there is no measurable way of ensuring that the tax rebate would be used to preserve the heritage features of the property. Added costs in administering a heritage tax rebate program include negotiating individual heritage conservation easement agreements on a property by property basis, registering these on title, establishing a base year of building condition (usually by photographic and documentary recording) and subsequent yearly monitoring of conditions to ensure compliance with the easement agreement and consequent release of funds.

5.5 Non-financial incentives

In addition to the various types of financial incentives explored above, there are a number of non-financial incentives that could be offered in order to assist with cultural heritage conservation and awareness. These could include application process-related matters such as expedited processing of applications for certain types of alterations or restoration work, or combining application processes (e.g. heritage permit / building permit) to simplify the approvals process. Other ways in which municipalities can assist potential applicants with work being undertaken is through providing advice and assistance from knowledgeable staff related to matters specific to heritage legislation, which could include both Planning staff and Building staff.

6.0 Proposed methodology

6.1 Introduction

The purpose of the CHAP project and scope of work were reviewed earlier in this report. A key component of the work to date on the CHAP has been consultation with the community and City staff. The input received has helped the project team to learn about areas of interest to the community and helped to shape areas to focus on as the CHAP is developed. The purpose of this section is to outline guiding principles and the proposed methodology to aid in the development of the CHAP.

6.2 Guiding principles

The following guiding principles have been developed by the project team based on the research completed to date and the community consultation that has occurred as part of the work on this Background Report:

1. When identifying candidate CHLs it will be important to identify which ones meet the definition of a significant CHL, and should be conserved.
2. While all CHLs could have value / significance, there are some that will have a higher potential for loss (given other priorities), the Action Plan must consider this and establish priorities.
3. Financial incentives are important considerations that will help assist with cultural heritage resource conservation.
4. Implementation should also consider other types of incentives, besides financial.
5. Promotion of cultural heritage is important, and the City should take a more active role in this regard.
6. The CHAP needs to examine ways in which to leverage groups and efforts outside City Hall to promote heritage conservation and awareness.

6.3 A proposed methodology

Based on the review of other municipal practices completed as part of Section 5 of this report, combined with the knowledge gained through the review of historical themes, the study team has developed the following methodology to be undertaken as part of the CHAP:

Stage 1 – inventory

- Review previous work completed by City staff and Heritage Guelph to identify CHLs.
- Undertake a general survey to determine candidate CHLs:
 - Municipal staff input
 - Consultant team research and input
 - Resident / stakeholder input
- Prepare Preliminary Inventory of CHLs
 - Starting point for this list is input received from stakeholders at the meeting held.
 - Process consists of:
 - Photo journal with checklist for fieldwork and reporting
 - GIS-based mapping database with metadata input, accessible by public for viewing
 - Include:
 - Designated properties or districts under UNESCO.
 - Designated properties or districts under the OHA (both Part IV & V).
 - Listed properties or landscapes on the municipal registry.
 - Properties of interest that aren't currently listed or designated but are part of a known inventory from municipal or organization sources.
 - Archaeological resources
 - Identified properties from the CHL survey, as guided by the historical themes included in Section 7.2.

Stage 2 – evaluation

- Review and evaluate elements, context and boundaries of the candidate CHLs with project team and Heritage Guelph.
- Undertake detailed evaluation to confirm presence of CHLs, utilizing the Ontario Heritage Toolkit guidance and criteria for determining cultural heritage significance/value.
- Organize list of CHLs based on type of resource and link to themes.
- Alert interested parties of a site's potential(s) to flag properties for development.

Stage 3 – strategic guidance

- Develop set of criteria for conservation of each candidate CHL (may include utilization of Planning Act or OHA tools).
- Officially list candidate CHLs on an inventory.
- Provide recommendations and/or measures for conservation for each identified CHL.
- Develop priorities for City staff and Council regarding conservation actions / resources.
- Develop incentives to assist with resource conservation.
- Create recommendations related to promotion, awareness, and implementation to assist with overall cultural heritage resource conservation.

The above steps will guide the fieldwork, evaluation and overall development of the CHAP for the City of Guelph. By following these steps, the study team will be able to develop a comprehensive, transparent and effective CHAP that will guide cultural heritage resource management decisions within the City for many years to come.

7.0 Establishment of key themes

7.1 Introduction

One of the key criteria related to the identification of Cultural Heritage Landscapes relates to an association with historic themes of a particular area. In order to identify key themes, an understanding of pre-contact history, how Guelph developed and important aspects of its evolution were established. The following section summarizes those findings and is not intended to be a complete history of the city.

7.1.1 Landform and geological features

The landscape of Southern Ontario has been formed by the monumental push and pull of glacial ice sheets and lobes over underlying bedrock. The movement of these ice sheets is primarily responsible for the existing landforms of the County of Wellington. This includes the melting of ice and the release of vast quantities of melt waters together with the inevitable materials that were picked up, swept along and ultimately dropped resulting in the creation of lakes, beaches, streams, rivers, moraines, and other various landforms. These landforms can determine how humans shape their landscape for the purpose of settlement. This includes the availability of water for drinking, cultivation, transportation, the presence of marshes or uninhabitable land, pockets of good agricultural soil, topography, and other natural sources such as timber.

The City of Guelph is located within the Guelph Drumlin Field and is situated on a gravel terrace at the confluence of the Speed and Eramosa Rivers, both part of the Grand River watershed. The underlying bedrock is comprised primarily of dolomitic limestone in two formations: a) Amabel formation, which is typically brown or black in colour and b) the more recent Guelph formation, which is light grey or brown in colour. The majority of the City of Guelph rests on top of the younger Guelph formation but a finger of the Amabel formation extends from the east and underlies the Eramosa River and a portion of the Speed River valley. The Paris Galt Moraine system extends from the northeast in the Caledon area to Port Rowan in the southwest.

The City of Guelph includes the following major sub-areas:

- Valley lands of the Eramosa and Speed Rivers;
- Table lands beyond College Avenue;
- Wentworth Till Plain; and
- Paris Galt Moraine.

7.1.2 Pre-contact history of Guelph

What is now the City of Guelph has roots in pre-European contact human occupation approximately 11,000 B.P., including Paleo-Indian, Archaic, and Woodland period First Nations (ASI, 2017).

Later, the Chonnonton, or Neutral, peoples inhabited a large part of southern Ontario, including what is now Guelph (Stelter, 2012). Archaeological evidence suggests that although the Chonnonton had expanded into the area of present-day London in the 1300s, by the 1400s their settlements were concentrated mostly east of the Grand River, within a 32 km radius of present-day Hamilton (Stelter, 2012).

Interactions between the first Europeans and the First Nations in Ontario (including both the English and the French) during the 16th and 17th centuries were centered around the trading of goods, such as furs, beads, brass kettles, cloth, and tools (Sturtevant and Trigger, 1978). As European explorations expanded, so did their trade with First Nations.

European intrusion and diseases exacerbated intertribal warfare, and between 1647 and 1651 the Haudenosaunee (Iroquios) dispersed the Chonnonton. After 1690, the Mississauga entered the area from north of Georgian Bay, settling along major tributaries of Lake Ontario and Lake Erie (Stelter, 2012).

7.1.3 Early settlement of Guelph

As a result of the American Revolutionary War, British Loyalists and Iroquois (allied with the British) were driven into Canada. The Iroquois were granted land on both sides of the Grand River for their loyalty to the British.

Lands which are a part of present-day City of Guelph and Guelph Eramosa Township were surrendered by the Mississaugas to the British in 1792. The British also negotiated this treaty with the Mississaugas for a tract of land from Burlington Bay to the headwaters of the Grand and south-west to Port Burwell on Lake Erie (including present-day Guelph), who granted the

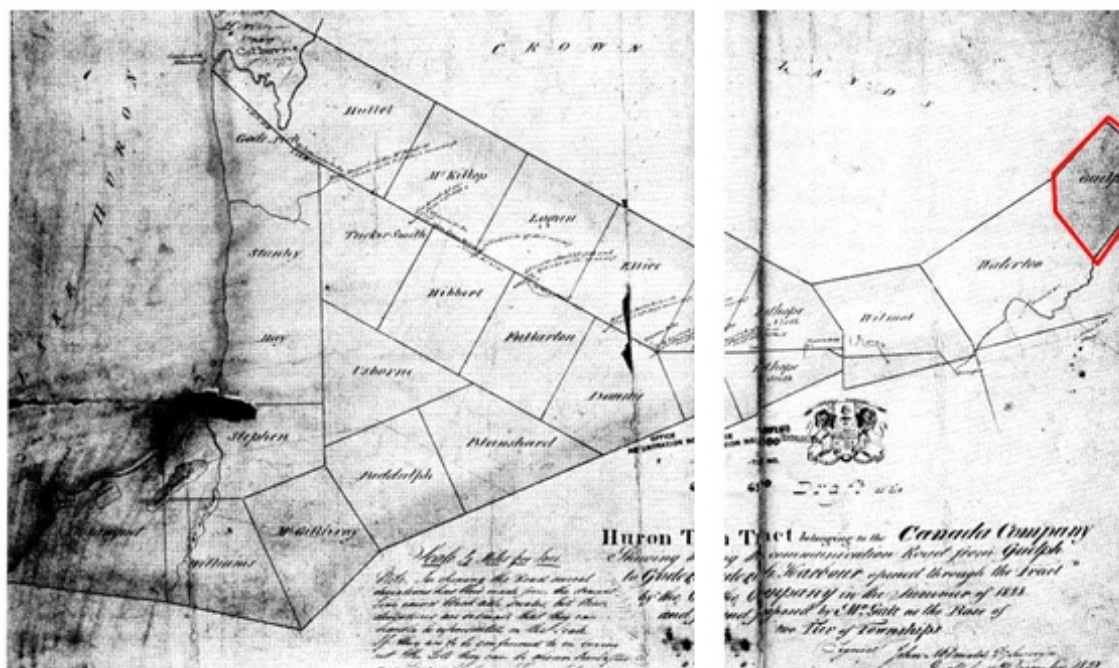
land to the Iroquois. Portions of Guelph Township were set aside for Clergy reserves and Crown reserves.

In 1784 (following the American Revolution) a tract of land along the Grand River was purchased by the British Government from the Mississaugas, known as the 'Haldimand Tract'. Governor Haldimand granted this land to the Six Nations for their alliance with the British (Filice, 2016). The lands were granted to the Six Nations for the purpose of settlement upon the banks of the river. The settlement of these lands is related to 'Treaty 3', also known as the 'Between the Lakes Purchase' of 1792 where Six Nations led by Mohawk Chief Joseph Brant selected the Grand River Valley as an area for settlement. Guelph was one of the major population centres within the land of the 'Between the Lakes Purchase'.

In order to make up for a lack of reserves in Wellington County, the entire Township of Guelph was set aside as a Crown Reserve. The Township was therefore closed to settlement. It wasn't until 1827 that Guelph Township was made available for settlement.

Early 1800's and John Galt

In 1822, John Galt was selected to represent those who had not been compensated by the British Government for their loss of property during the War of 1812. He was unable to reach a settlement with British authorities on behalf of the 'Canadian Claimants' and presented the idea of selling vacant lands within Upper Canada to compensate those who had lost property. This included selling the reserve lands in Guelph Township. John Galt subsequently initiated the Canada Company to begin buying all the unsold lands in Upper Canada, **Figure 4**. The first major undertaking of the Canada Company was the settlement of Guelph Township – under the direction of John Galt.

Figure 4: Early 19th century Map of the Huron Tract (Source: Johnson, 1977)

John Galt chose Guelph Township as it was one of the largest vacant blocks of land within reasonable distance to York for trade purposes and settlement on either side of the Township was well-established. The site was also located within close proximity to navigable waterways and as such, the site of the town provided advantages over others which were considerable distances away from the sea (Stelter, 1985).

John Galt arrived in January 1827 to take up residence as manager of the Canada Company. Galt's intent was to promote a ready-made settlement with infrastructure and services rather than allow settlement to happen more organically. He anticipated this would increase the value of the lands and maximize profits. Galt and officials of the Canada Company felled the first tree in Guelph Township after arriving at the future site of the Town, and the stump of that maple tree felled was fixed with a sundial.

According to Stelter (1985: 91), Galt chose Guelph as the name of the town '...in complement to the Royal family, both because I thought it auspicious in itself, and because I could not recollect that it had ever been before used in all the King's dominions.' Guelph's namesake is derived from a medieval family name, the 'Guelphs' who fought the 'Ghibellines' for dominance in Europe. The Guelph party ruled as crowned heads of small German states and their descendants became members of the British Royal Family. This is primarily why Guelph is still referred to as 'Royal City' (Johnson, 1977).

John Galt successfully marketed his plan for Guelph and constructed a road from the early settlement of Guelph to Waterloo Township and through the Huron Tract to Goderich, **Figure 4**.

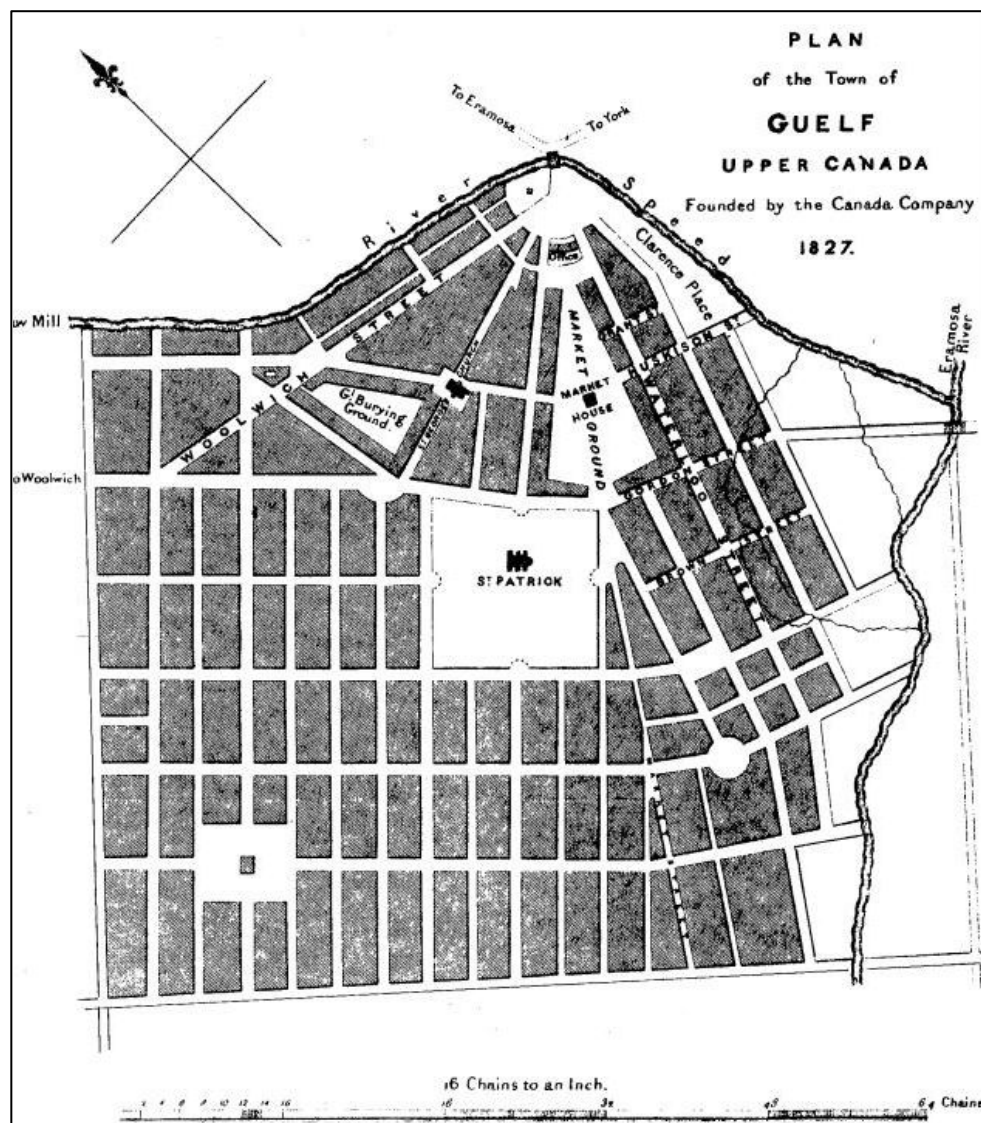
‘Under ordinary conditions in Upper Canada, agricultural settlement tended to spread slowly inland from the good natural harbours on the Great Lakes. As inland settlement increased, small villages gradually appeared where a local stream provided a good site for primitive saw or grist mill, or where main roads met.’ (Johnson, 1977: 13-14).

Galt’s plan was therefore the opposite of the typical formation of Canadian Townships and settlements. He supported this form of settlement financially with the resources of the Canada Company, intending to create a settlement with all the necessary goods and services of an advanced community based on agriculture.

As part of the marketing scheme, he proclaimed Guelph a city from the very beginning and laid it out as such. He set aside a beautiful central hill for the Catholics, led by Bishop Macdonell, lands for the Anglican Church for Archdeacon Strachan, and another for the Presbyterian congregation. These lands were usually set on rises of land with commanding views of the surrounding landscape. John Galt also set aside land for schools, parks, and a market square.

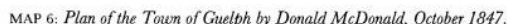
Galt designed the pattern of the Town to be laid out in the shape of a fan (see **Figure 5**) with streets converging at the location of the Town’s founding, believed to be the location of where the first tree was felled. While most town plans of British influence were based on a grid-like design (influenced by Classical traditions), not all Canadian towns were based on this tradition. Guelph was, however, unique in employing the fan-like plan. This was intended to provide easy access to the centre of the Town from all directions. However, the plan also resulted in some awkward turns, corners, and converging streets. While John Galt himself has never confirmed the rationale for the Town’s fan-like plan, it was likely influenced by several factors, including topography and the location of the Speed River (Stelter, 1985).

Figure 5: John Galt's 1827 Plan for the Town of Guelph (source: Johnson, 1977)



Galt and the Canada Company hired men to build the Town's infrastructure and constructed log houses for them to reside in. The market square and Gordon and Waterloo Streets were cleared and graded. Early buildings included 'The Priory' (demolished in the 1920s) which was John Galt's residence and housed the commissioners of the Canada Company as well as immigrant settlers, temporarily. A dam and mills were built shortly after work commenced in 1827. This created a booming settlement of workmen travelling with their families. Galt's city vision was successful, but also dependent on the considerable capital investments of the Canada Company.

Figure 6: 1847 Plan of the Town of Guelph (source: Guelph Historical Society, 1977)



John Galt's influence over the settlement of Guelph was short-lived, as Canada Company directors pushed him out in 1828/1829 primarily due to arguments over capital investments. The development of Galt's vision continued, but only partially survived. For example, it was never part of John Galt's plan to have the Grand Trunk Railway cut through priory place and market square (which obstructed the radiating street plan). Further, Galt intended public buildings to be constructed in grand Greek Revival architectural traditions, where the Canada

Company constructed buildings which were considerably less imposing (Stelter, 1985). Further, the development of Guelph was slowed by the waning of investments of the Canada Company investments which resulted in periods of boom and bust throughout the remainder of the 19th century (Johnson, 1977; Stelter, 1985).

The 1840s and 1850s saw settlement of the northern area of Guelph Township and increased agricultural production. Large scale immigration occurred after 1847, bringing labourers east of the Speed River. The act of putting 300 lots for sale in Guelph under Francis Kerr became the ‘first extension of Guelph since 1827’. Another 40 Town Lots fronting Woolwich and Strange Streets were put up for sale as per the survey made by Kerr. Guelph Council began discussions to support railroad development through Guelph in 1850 & 1851, and construction of the Grand Trunk Railway through Guelph began in the spring of 1853 and was complete by 1856. The Galt & Guelph Railroad opened in 1857. The coming of the railroad brought increased opportunities for industry, trade and settlement. Guelph was incorporated as a Town on January 1, 1856, and became a City in 1879 (Johnson, 1977).

During the latter parts of the 19th century and into the early 20th century, Guelph experienced periods of stable growth that fluctuated with the economy. The late 19th and early 20th century Guelph economy remained reliant on mixed farming and industry. Rural farmsteads typically included cattle, sheep, hogs, chickens, and garden and orchards. Farmers sold produce at the Guelph Farmers’ Market, which had been intended by John Galt and the Canada Company to be an area of focus in the town bordered by Carden Street, Wilson Street and Farquhar Street.

By the early 20th century, the population rose to approximately 11,000 people. Smaller mills gave way to larger factories and industrial mills. Some of the large industrial operations established and/or expanded at this time includes George Sleeman’s Silvercreek Brewery, the Standard White Lime Company, the Guelph Knitting Company, the Guelph Carpet Company, and many others.

Mid-late 1900’s

Like other areas of Ontario, growth slowed during periods of war and through the 1920’s & 1930’s. During the 1920s, less than half a dozen industries employed more than 35% of the population. Factory culture began to dominate the culture of the city. The industrial growth and expansion of Guelph in the first half of the 20th century had a significant impact on the built landscape. During this era, lack of profits for the Guelph Radial Street Railway led to its sale to Ontario Hydro. The first public bus service began in 1926. As the population grew during this time period, the city experienced difficulties maintaining infrastructure (such as water and sewage systems).

New areas of Guelph were laid out and accommodated growth related to residential, industry and commercial land uses. In general, as transportation patterns shifted to more automobile-dominated modes, industry moved from the core area to be along major transportation routes and residential development moved to newer suburban areas.

Between 1900 and 1945, a number of major civic projects were undertaken, including the construction of the Carnegie Library, the Armoury, the enlargement of the Guelph Fairgrounds on Carden Street, and the construction of the Provincial Reformatory. Veterans housing and small-scale subdivisions began to take a presence on the residential landscape after WWII.

A boom period began in the 1950s which had a lasting impact on the built environment. In 1952, City Council set aside 2,500 acres of land annexed from Guelph Township to create an 'industrial basin'. This was a significant change for the City as the previous 100 years of settlement were focused on a mix of residential, commercial and industrial uses. The use of large areas of land for one purpose meant further reliance on the automobile and the removal of an employment focus from the historic downtown. A large portion of land within the new industrial area was sold to the Canadian General Electric Company. By the 1970s, industry was geared towards the automotive industry and the retail sector of the economy saw the construction of malls. Townhouse and apartments also became more prevalent throughout the city (Matheson and Anderson, 2000).

7.1.4 Identification of themes

Based on the research and input to date, the following significant themes have been identified related to the history of the evolution and development of the Guelph area:

- **Residential**
 - Various periods of residential settlement and their architectural styles:
 - Early registered plans;
 - 19th century;
 - 20th century;
 - Veteran/Wartime housing.
- **Commercial**
 - Farmer's Market;
 - Downtown retail/commercial/economy.
- **Transportation**

- First Nations trails/waterways;
- Early roads connecting Guelph to other towns (supporting commerce);
- Roads providing access to rural lots to encourage settlement;
- Construction of railroads (after 1856/1957), which 'sliced through' the market square and impacted the heart of 'Galt's radial plan';
- Guelph Streetcar lines;
- Guelph's Junction Railway;
- Bridges.
- **Industry**
 - Periods of boom and bust which influenced construction/growth and hardship;
 - Early industry (mills, foundries, tanneries);
 - Sleeman Brewery, Bell Organ and Piano Company, Raymond Sewing Machine Company, Armstrong, McCrae and Co.
 - Quarries, mining, dams, aggregate.
- **Waterways**
 - Influence of the Grand River (and its tributaries) as well as other natural landforms on settlement.
- **Agriculture**
 - Presence of farms and agriculture in rural areas throughout the 19th and 20th centuries.
- **Institutional**
 - Churches and places of worship;
 - Education;
 - Government;
 - Public works and infrastructure;
 - Healthcare;
 - Memorials.
- **Recreational**
 - Parks and golf courses.

- **Planning**

- Unique and strategic settlement pattern of early Guelph (planned, rather than organic);
- Cultural historic settlements;
- Early roads, patterns of settlement, institutions, buildings, sites, remnants of the planning of the Canada Company and John Galt (i.e. Galt's fan-like radial plan);
- Early planning which set aside prominent sites for schools, open spaces, and places of worship;
- Use of the natural landscape (topography) to create vistas and settings for key buildings (i.e. churches).

These themes will assist in the identification of CHLs through the CHAP project, and may be refined further and added to as additional work is undertaken in subsequent project phases.

7.2 Community consultation

Community consultation during the first phase of the CHAP project consisted of providing a dedicated section on the City's website related to the CHAP process, consultation with key stakeholders through a workshop meeting, and presentation of project information at a Heritage Guelph meeting. Following completion of the CHAP Background Report, Heritage Guelph will be further consulted and the report will be made available to interested parties on the City of Guelph website.

7.2.1 Stakeholder workshop

A public consultation meeting/workshop for the CHAP was held at City Hall on January 25th, 2018. The workshop was well attended, with approximately 30 individuals of the local community representing various communities, organizations, and institutions including (but not limited to), the University of Guelph, the Architectural Conservancy of Ontario, the Heritage Guelph advisory committee, local First Nations groups, developers, local historians, residential groups, and property owners.

The purpose of the meeting was to introduce the CHAP and build an understanding of concepts related to the scope of the project. The format of the meeting included an introductory presentation followed by a workshop, both of which included live-action polling in order to

gauge the opinions of those who attended. Questions and responses are summarized in this section of the report, with the full results and data collected from this polling exercise provided in **Appendix A**. The presentation was followed by a group exercise, whereby the participants of the workshop were divided into four groups. Each of the four groups met at a table and were presented with a theme or topic for open discussion. The topics were as follows:

- Identifying candidate CHLs (utilizing maps);
- Financial Incentives;
- Awareness and Promotion; and
- Further Discussion.

Each of the four groups were facilitated by two members of the project team in order to provide direction, stimulate meaningful discussion, and take notes. At the end of the group discussions for each theme, the group selected what they thought were the top issues to be addressed during that discussion. At the end of the group discussions, a polling exercise was taken in order to identify trends and priorities regarding the issues identified through the overall group exercise.

At the end of each group discussion at the four tables the key issues identified by each group were submitted to the polling facilitator. At the end of all group discussions, all workshop attendees were asked to prioritize / rank these issues in order to identify the key themes.

The study has reviewed the results of the polling and issues raised. It is recommended that the topics identified through the community consultation efforts and stakeholder consultation be carried forward to the preparation of the CHAP. As such, the following items / categories will be further discussed in the development of the CHAP.

Identifying Candidate CHLs

The following areas were identified as potential CHLs:

- Speed and Eramosa riverscapes;
- Galt`s 1827 Plan;
- Registered Plan 8;
- London Road;
- `The Ward` (St.Patrick`s Ward);
- Woolwich Street (to Speedvale);
- Arthur Street N. (at the foot of the east drumlin);

- Downtown; and,
- University of Guelph campus.

The results of the polling exercise indicated that most workshop attendees identified their top three choices included a) Speed and Eramosa riverscapes (24%), b) Downtown (23%), and c) Galt`s 1827 Plan (14%). The study will review the above CHL suggestions and combine those with other areas identified through the fieldwork and research in order to arrive at a list of CHLs to bring forward for further discussion and review.

Financial Incentives

The following topics were identified regarding financial incentives:

- Municipal tax rebate;
- Grants for current/potential heritage properties;
- Tax Incremental Grants;
- Low interest Loans;
- Guaranteed Mortgages;
- Reduction in associated costs;
- Change in thinking;
- Property tax diversion to heritage pot; and
- Timing of projects related to adaptive re-use.

The results of the polling exercise indicated that most workshop attendees identified their top three choices included a) Grants for heritage properties (22%), b) Municipal tax rebates (16%), and c) Timing for projects related to adaptive re-use (15%).

Promotion/Awareness

The following topics were identified regarding promotion/awareness:

- Educating Council;
- Make business case for incentives;
- Explain why heritage is important/valuable;
- More signage programs;
- Branding Guelph's heritage;
- Promote Guelph's stories;
- Database of stories;

- Peer-to-peer support;
- Processes too long/complicated; and
- Needs a priority list to assign resources.

The results of the polling exercise indicated that most workshop attendees identified their top three choices as: a) Educating Council (22%), b) Branding Guelph's Heritage (13%), and c) Making a business case for financial incentives (11%).

Further Discussion

The following topics were identified in further discussion:

- Interdepartmental approach for heritage properties within the city;
- Inclusion of Indigenous heritage;
- Education for City staff;
- Timing;
- Design Guidelines;
- Zoning;
- Clarification: CHL vs. HCD;
- Property Standards By-law improvements;
- City needs better understanding of Building Code as it relates to heritage properties; and
- Prioritization of properties based on potential threat.

This item was not polled as part of the stakeholder workshop.

7.2.2 Heritage Guelph meeting

MHBC staff attended the Heritage Guelph meeting on February 12, 2018 in order to provide an overview of the project and next steps for the members of the Committee who were not in attendance at the stakeholder workshop meeting. A summary of the results of the workshop input was also provided, as well as a description of opportunities for Heritage Guelph to be involved further in the project through the various phases.

The outcome of the meeting was that Heritage Guelph will continue to be consulted regarding the CHAP as the project continues to progress, and input will be sought at appropriate and opportune times.

7.3 Key landmarks, areas and neighbourhoods

Based on the research completed and consultation that has occurred to date, the following have been identified as key landmarks, areas and neighbourhoods:

- Riverscapes: Speed/Eramosa confluence;
- First Nations / Metis history throughout Guelph;
- Galt`s 1827 Plan (an early fan-like plan of Downtown Guelph);
- Original city limits and plot laid out by John Galt (roughly square bounded to the north by London Road, to the east by the Speed River, to the west by Edinburgh Road);
- Registered Plan 8 areas;
- Properties (downtown) associated with the Francis Kerr Subdivision;
- Downtown`s urban form;
- Market Square Grounds area;
- Downtown Character Areas, as identified in consultation with Heritage Guelph through the Downtown Secondary Plan;
- Arthur Street North, Drumlin and Mill Area (topography);
- Early settlement patterns reflective of the visions of John Galt and the Canada Company;
- Strategic placement of church sites and parks on early plans of Guelph;
- Remnant buildings and landscape features of the Canada Company;
- ‘Scotch Block’ (now within the City of Guelph);
- ‘Paisley Block’ – part of the area in the third concession, Division B of Guelph Twp. (now within City of Guelph);
- Speedvale;
- Sir John A Macdonald’s land - 50 acres of land in St. Patrick’s Ward (1854);
- Essex Street (and areas associated with black settlement history);
- Veterans housing neighbourhoods;
- Development east of the Speed River bounded by Eramosa Road, Metcalfe Street, and Budd Street (first significant extension of Guelph since 1827);
- Importance of early main roads and others, connecting Guelph to surrounding towns, villages (e.g. Eramosa, Waterloo, and Dundas Roads);

- Woolwich Street;
- Delhi Street and hospital areas;
- Various sub-categories of buildings (religious/institutional, residential, commercial, bridges, streetscapes, industrial);
- Ontario's first free public library;
- University of Guelph (began as the Ontario School of Agriculture and Experimental Farm in 1874);
- The Arboretum;
- Public spaces and parks, places of gathering;
- Riverside Park (Carousel Hill);
- Jubilee Park (now Guelph Railway Station land);
- Remnant farmscapes, including buildings and layout of the farm complex;
- Guelph Correctional Centre lands.

These potential resources will help to further guide the identification of CHLs through the subsequent stages of the CHAP project.

8.0 Next steps

Following the release of the CHAP Background Report, the project team will receive input from Heritage Guelph, interested agencies / stakeholders / groups, and the community in the development of the CHAP.

The content of this background report will be used by the study team in developing the draft Cultural Heritage Action Plan for release to the community later in 2018.

9.0 Closing

The Cultural Heritage Action Plan Background Report provides an overview of the work being undertaken as part of the CHAP project, a summary of the city's historical development and themes, an overview of the results of the community consultation process that has occurred to date, and the direction to be considered by the study team during the preparation of the CHAP.

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Appendix A: Consultation Summary

1.1 Summary of polling exercise

The raw data collected from the polling exercise conducted as part of the January 25th, 2018 Focus Group Workshop is attached. The purpose of the following summary is to comment on themes and overall observations that can be drawn from the information which was collected.

The majority of workshop attendees agreed that Guelph residents are passionate about the heritage of their City. However, an equal number of workshop attendees identified that they believe people are undecided as to whether or not they are passionate about heritage issues. The majority of workshop attendees had mixed opinions on whether or not the City of Guelph has taken the necessary steps to protect Guelph's most prominent heritage resources. Almost an equal amount of attendees felt that the City of Guelph had not taken the necessary steps to protect Guelph's heritage resources.

The polling exercise identified that most people thought the residential areas were in the most immediate need for attention as it relates to heritage resources. This was followed by concerns related to commercial streets and institutional clusters.

When asked the most effective way to help conserve heritage resources in Guelph, the responses were divided across the board. However, the majority agreed, or had mixed opinions, that financial incentives were the most effective way to assist the conservation of heritage resources. Further, the workshop attendees identified that tax reliefs and grants were the most effective forms of financial incentives.

When polled on the current and effective efforts of the City of Guelph regarding heritage conservation, the majority of workshop attendees identified that this was related to policy development and processing applications. The workshop attendees identified that the City of Guelph needs to focus on a range of issues, which included education/awareness, building partnerships, and providing [financial] incentives.

1.2 Summary of group exercise

The following sub-sections of this report will provide a summary of the main themes identified by workshop attendees as it relates to each of the four (4) themes including a) awareness and promotion, b) financial incentives, further discussion, and identification of priority Cultural Heritage Landscapes. The following does not represent a word-for-word account of what was recorded, but is an accurate summary which has been re-worded in order to allow for greater understanding and ease of reading.

Financial Incentives

The following themes were identified by workshop attendees as it relates to financial incentives:

- Need for tax-based incentives:
 - Land-use specific tax breaks;
 - Need for incentives for current/potential property owners;
 - 'Managed forests' tax incentives;
 - Municipal tax breaks;
 - Tax increment grants;
 - Subsidies;
 - Municipal tax back grants;
 - Property tax diversion to 'heritage pot';
 - Reduction in taxes for designated properties; and
 - Vacant properties tax rebate.
- Need for availability of loans:
 - Low interest loans
 - Targeted loans; and
 - Facade improvement loans.
- Need for availability of grants:
 - Energy based grants;
 - Direct cash grants;
 - Direct cash grants for rehabilitation and restoration projects;
 - Cyclical grant program with matching investment;
 - Availability of federal grant programs;
 - First Nations heritage grants;
- Need for guaranteed mortgages;
- Associated cost reduction:
 - Reduction in costs associated with the designation and working with Heritage Buildings;
 - Efficiency in progress and timing to keep money and momentum going for projects;
 - Reduction in stagnant policies and resulting inefficiencies;

- Need to reduce financial-related fears for those who own or could potentially own heritage properties;
- Need to reduce time/costs/processes related to heritage alterations/conservation/rehabilitation; and
- Need for bureaucratic efficiency.
- Further understanding needed as it relates to the Building Code (Part II);
- Need for free consultation with heritage professionals;
 - Efficiency through knowledge/understanding;
 - Need for further/improved co-operation with heritage staff and programs; and
 - Need for guidelines regarding adaptive re-use/conservation/redevelopment.
- Need for marketing examples to 'spark/trigger' investment in heritage:
 - Awards programs.
- Need to change thinking/attitudes towards investing in cultural heritage.

Continued Discussion/Other

The following themes were identified by workshop attendees as it relates to financial incentives:

- Best tools to manage CHLs:
 - Site Plan Agreement;
- Landscapes change culture;
- City Processes/Involvement/Management:
 - Processes should be interdepartmental;
 - Define process for heritage re-development in pre-consultation with building, landscape planners, heritage, fire, etc.;
 - Increased and working knowledge of Part II of Building Code;
 - Interference of legal liabilities;
 - Accommodation for different style of governance;
 - Charitable status;
 - Education for staff and community outreach;
 - List of heritage contractors and heritage professionals made available;
 - City should support heritage education and outreach; and
 - Better co-ordination between planning and building departmental staff.

- Drainage for heritage areas;
- Priorities (heritage designation and policy):
 - Need to designate Speed Valley Lands/Niska CHL ASAP;
 - Catholic Hill CHL designation;
 - Timing of designations;
 - Design guidelines for heritage buildings to protect character (i.e. windows, roofs, signage);
 - Zoning to incorporate heritage ;
 - Recognition that heritage is not standard – every case is unique;
 - Property standards by-law scoped to heritage;
 - CHLs includes city infrastructure (roads, lights, etc.);
 - Zoning that allows for adaptive reuse;
 - Clarification of CHL vs. HCD and built heritage resources;
 - Need for prioritization – what are the current threats;
 - Focus resources on threats to loss of heritage resources;
 - Need for focus on incentives/assistance for residential properties; and
 - Need to focus on streets (i.e. Essex, Stuart).
- Recognition for heritage neighbourhoods;
- Solutions for recognition of indigenous heritage;
- Site design for landscapes;
- Salt use guidelines and management;

Promotion and Awareness

The following themes were identified by workshop attendees as it relates to promotion and awareness of cultural heritage:

- Need for heritage programs, events, etc.:
 - Heritage tours;
 - Self-directed and guided tours;
 - Jane's walks;
 - Mentoring program for people who are dealing with heritage renovations;
 - Programs that promote places in Guelph – and their stories (Murmur (Toronto initiatives) – branded- hear about stories at random places);

- Awards to home owners (i.e. ACO awards);
 - Chamber of commerce heritage awards;
 - Festivals;
 - Doors Open;
 - Need to stimulate a culture of conservation – heritage is valuable;
 - Heritage plaques program (City initiative);
 - Wood plaques for each property (i.e. Aurora, Newmarket);
 - More heritage signage;
 - Signage with QR codes/links to websites, etc.;
 - Walking tours;
 - Arts council;
 - People need to be stimulated to go to/visit heritage resources in person to appreciate them;
 - Guelph's heritage needs to be co-ordinated, branded, marketed;
 - Guelph should base its identity on heritage character (whole city as well as individual communities have their own heritage character);
 - Tourism and economic development programs should include heritage;
 - Advice sharing between neighbours (heritage property owner to heritage property owner); and
 - Need for heritage conferences and workshops.
- Need for City Management/Leadership role:
 - City doesn't currently do awareness/promotion;
 - City needs to reduce redundancy in process between planning and building departments;
 - Lack of knowledge with building inspections;
 - City should commit more funds/resources to promotion/education;
 - Developers having difficulties with the City;
 - Need for re-zoning (change uses, adaptive re-use);
 - No incentives to preserve heritage;
 - No incentives to avoid demolition by neglect;
 - Poor information on City website;
 - City should take a leadership role in awareness/promotion;
 - Need for better partnerships between organizations and the City/volunteer groups;

- Municipal Register needs to be better organized/more accessible;
- City needs a broad-based outreach program;
- Cambridge provides examples of outreach/promotion (online, social media);
- City-led heritage recognition programs (i.e. awards);
- The city's role and involvement should support and co-ordinate the existing efforts of volunteers and organizations, and not be a detriment;
- Heritage promotion of the 'dos' and 'don'ts'; and
- City's heritage processes are generally too long and complicated.
- Education
 - School education – students (i.e. examples in Australia);
 - Education of City staff and Councils, Committees, lawyers, etc.;
 - Dissemination of misinformation is a priority;
 - Further education/awareness of issues regarding heritage and insurance;
 - Need to educate the building departments – awareness in application of building code policies to heritage properties;
 - Education of City staff; and
 - Neighbourhood conservation awareness.
- Other issues;
 - Property owners are stewards of their own properties;
 - Inappropriate landscaping in heritage neighbourhoods (i.e. parks, community gardens, victory gardens);
 - Volunteers/other organizations (not the City) currently does most of the promotion;
 - Guelph MHAC mandate is not based on promo/awareness – this should be a City initiative;
 - Guelph needs to promote its own examples ;
 - Guelph should promote its own best examples of heritage;
 - Programs to honour the efforts of home owners;
 - Online mapping is needed – trees, promotes destinations;
 - Proper utilization of peoples, groups, and their special skills;
 - Heritage resources are hard to access (fire insurance plans, historic maps);
 - Need for heritage-based economic development and tourism;
 - Under-utilization of public art initiatives;
 - Public art can assist with heritage commemoration, identification;

- Resources should be placed where it makes the biggest affect/change;
- Students should be utilized to help with inventory and research;

Identification of Potential Cultural Heritage Landscapes

Workshop attendees were asked to provide feedback in regards to the identification potential Cultural Heritage Landscapes or areas/communities which may be of cultural heritage value or interest. This included marking-up and identifying areas using maps and writing down the names of areas and taking notes. This information will be taken into consideration as it relates to the final Guelph Cultural Heritage Action Plan and the identification of geographical areas of cultural heritage value or interest. Therefore, the list of areas identified below does not culminate in a final list of areas of cultural heritage value or interest, but are those which have been identified by the stakeholders at the workshop held on January 25, 2018.

The following themes were identified by workshop attendees as it relates to the identification of potential Cultural Heritage Landscapes (CHLs):

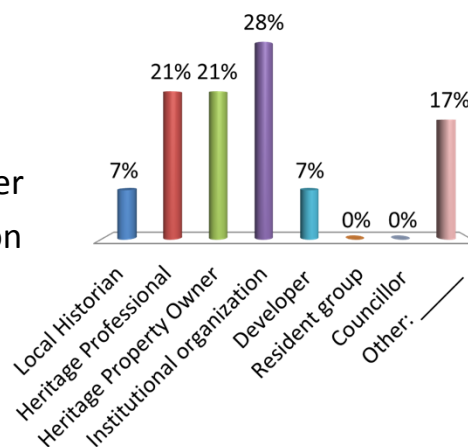
- Areas identified:
 - First Nations/Metis interest in Eramosa River;
 - The Ward (St. Patrick's);
 - Woolwich Street
 - Speedsvale
 - Downtown
 - Essex (areas associated with black history)
 - Delhi Street and hospital areas;
 - Arthur Street North, Drumlin Mill Area (topography);
 - Riverscapes: Speed/Eramosa conference, Stratford, Huron, 1827 Plan areas, Plan 8 areas, Landen Road, Waterloo River, East Side, University of Guelph;
 - Downtown's urban form;
 - Arboretum;
 - Veteran's neighbourhood.

Maps were also collected from each of the four groups discussing identifying potential CHLs. These maps are also being analyzed in order to formulate recommendations in regards to the identification of potential CHLS in the final Guelph Cultural Heritage Action Plan.

Excerpts from the January 25th presentation, including a summary of the polling exercise results are attached to this summary (see next page).

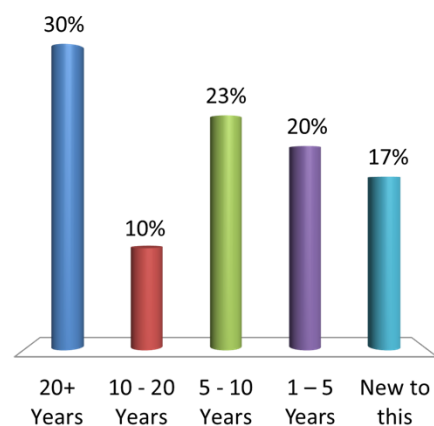
I am here tonight to share my insights as
a: “_____”

1. Local Historian
2. Heritage Professional
3. Heritage Property Owner
4. Institutional organization
5. Developer
6. Resident group
7. Councillor
8. Other: _____



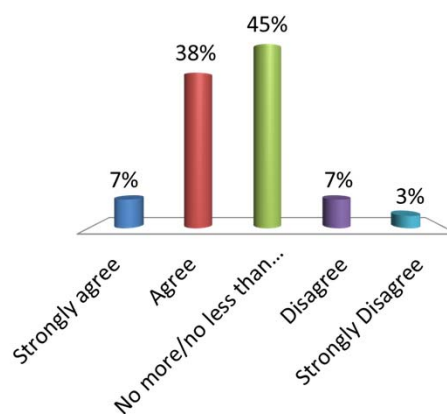
How long have you been active in
local heritage matters in Guelph?

1. 20+ Years
2. 10 - 20 Years
3. 5 - 10 Years
4. 1 – 5 Years
5. New to this



IYO: Guelph residents are passionate about the heritage of their City?

1. Strongly agree
2. Agree
3. No more/no less than other communities
4. Disagree
5. Strongly Disagree



Which of these Guelph properties is not protected by municipal designation?

1



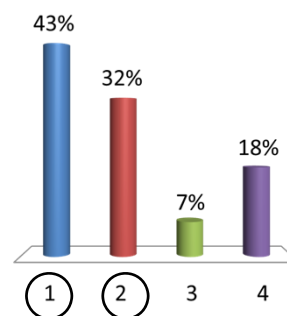
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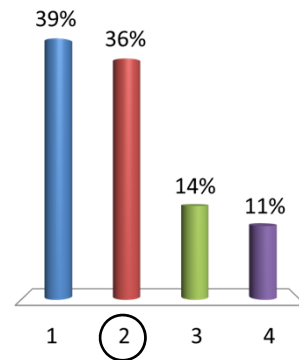
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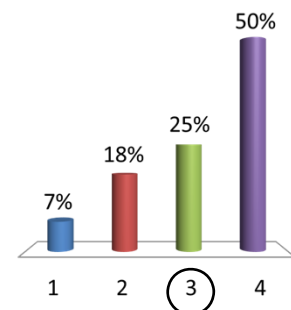
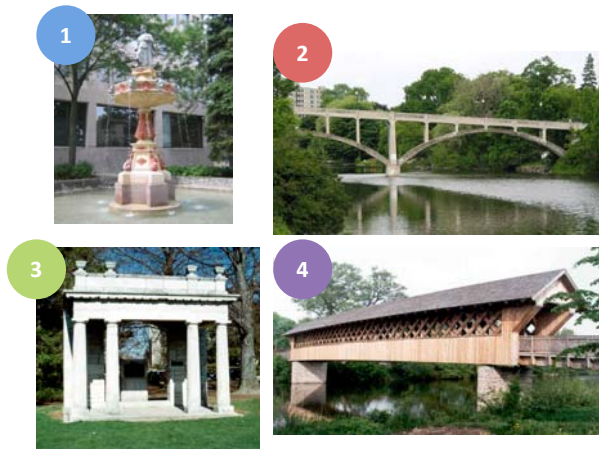
4



Which of these Guelph properties is not protected by municipal designation?

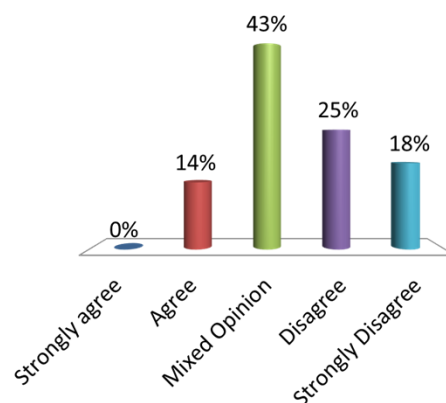


Which of these Guelph properties is not protected by municipal designation?



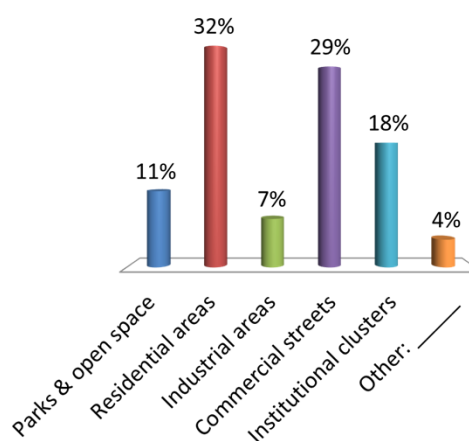
The City of Guelph has taken the necessary steps to protect Guelph's best heritage resources.

1. Strongly agree
2. Agree
3. Mixed Opinion
4. Disagree
5. Strongly Disagree



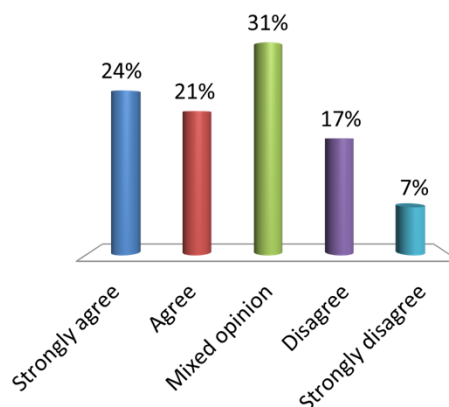
In charting an Action Plan, what heritage resources in Guelph require the most immediate attention?

1. Parks & open space
2. Residential areas
3. Industrial areas
4. Commercial streets
5. Institutional clusters
6. Other: _____



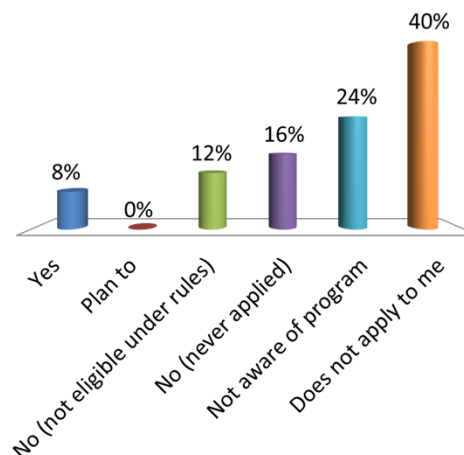
Financial incentives are the most effective way to help conserve heritage resources in Guelph?

1. Strongly agree
2. Agree
3. Mixed opinion
4. Disagree
5. Strongly disagree



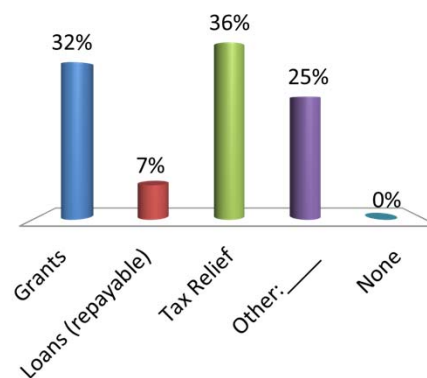
Have you (your organization) received financial support under the City's heritage grants program?

1. Yes
2. Plan to
3. No (not eligible under rules)
4. No (never applied)
5. Not aware of program
6. Does not apply to me



What financial incentives would you like to see Guelph offer to support cultural heritage conservation?

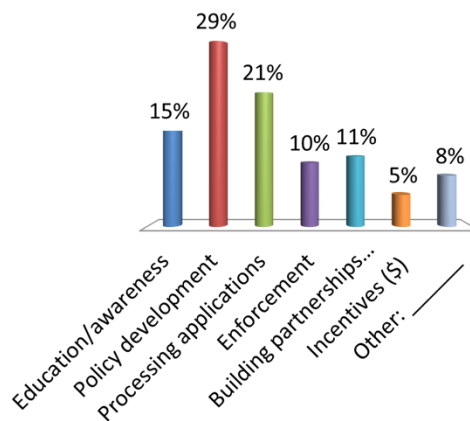
1. Grants
2. Loans (repayable)
3. Tax Relief
4. Other: _____
5. None



With respect to heritage conservation efforts, **what does the City of Guelph do well?**

Select Top-3

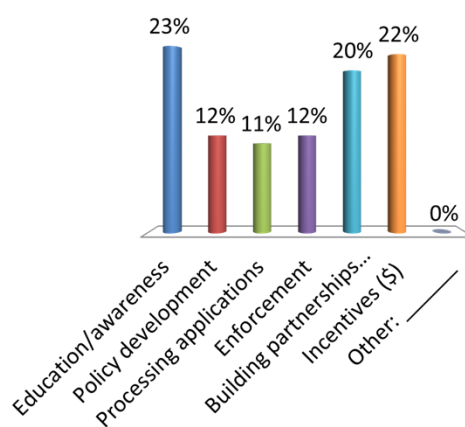
1. Education/awareness
2. Policy development
3. Processing applications
4. Enforcement
5. Building partnerships with asset owners
6. Incentives (\$)
7. Other: _____



With respect to heritage conservation efforts,
what does the City of Guelph need to improve?

Select Your Top-2 Choices

1. Education/awareness
2. Policy development
3. Processing applications
4. Enforcement
5. Building partnerships with asset owners
6. Incentives (\$)
7. Other: _____



IYO: Which of these municipalities demonstrate strong leadership in managing cultural heritage resources?

1. Cambridge
2. Cobourg
3. Collingwood
4. Guelph
5. Hamilton
6. Kitchener
7. London
8. Niagara-on-the-Lake
9. Stratford
10. Other: _____

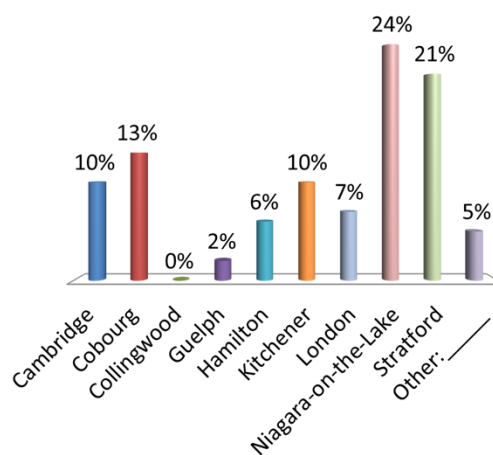


Table 1

CHAP Map –Priority CHLs

Select your Top-3 Choices

1. Speed./Eramosa
2. 1827 Plan
3. Plan 8
4. London Rd (Waterloo res nabe)
5. The Ward
6. Woolwich St (speedvale
7. Arthers St. N (Drumlin)
8. Downtown
9. UofG
10. Riverscapes

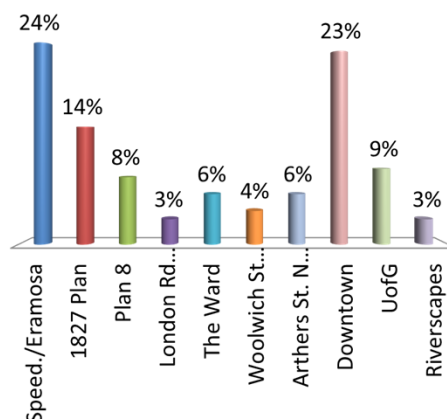


Table 2

Financial Incentives

Select your Top 3 Choices

1. Municipal tax rebate
2. Grants for current/potential heritage properties
3. Tax Incremental Grants
4. Low Interest Loans
5. Guaranteed Mortgages
6. Reduction in associated costs
7. Change in thinking
8. Prop. Tax diversion to heritage Pot.
9. Timing of project adaptive reuse

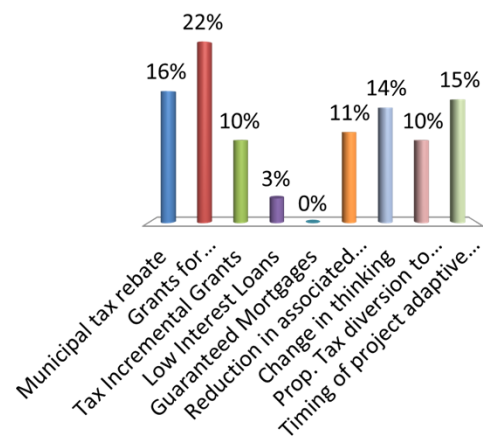


Table 3

Promotion & Awareness

Select your Top 3 Choices

1. Educating Council
2. Make Business case for incentives
3. Explain why its important
4. More Signage
5. Branding Guelph's heritage
6. Promote Guelphs Stories
7. Database of Stories
8. Peer-to-Peer Support
9. Process Too Long/Complicated
10. Need a priority list to assign resources

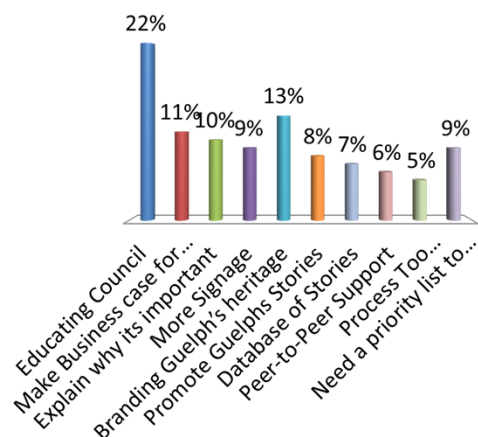
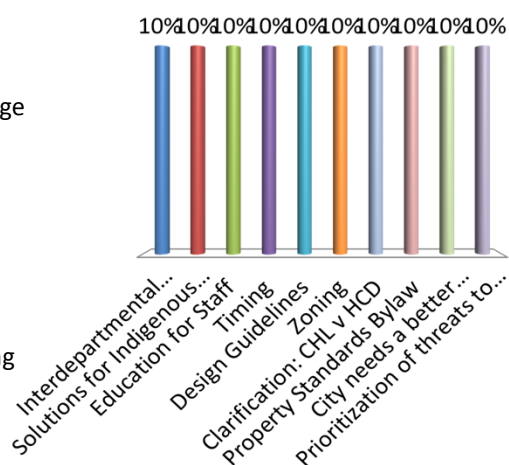


Table 4

Continued Discussion

Select your Top 3 Choices

1. Interdepartmental approach in City to heritage
2. Solutions for Indigenous heritage
3. Education for Staff
4. Timing
5. Design Guidelines
6. Zoning
7. Clarification: CHL v HCD
8. Property Standards Bylaw
9. City needs a better understanding of Part II building code.
10. Prioritization of threats to heritage resources.



NB: Item Not Polled

