

# Committee of the Whole

## Revised Meeting Agenda

Monday, January 11, 2021, 2:00 p.m.

Remote meeting live streamed  
on [guelph.ca/live](https://guelph.ca/live)

Changes to the original agenda are noted with an asterisk "\*".

To contain the spread of COVID-19, Committee of the Whole Meetings are being held electronically and are live streamed at [guelph.ca/live](https://guelph.ca/live)

For alternate meeting formats, please contact the City Clerk's Office at [clerks@guelph.ca](mailto:clerks@guelph.ca) or 519-822-1260 extension 5603.

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### Pages

#### 1. Notice of Electronic Participation

##### 1.1. Committee of the Whole

This meeting will be held by Electronic Participation in accordance with City of Guelph Procedural By-Law (2020)-20515.

#### 2. Call to Order - Mayor

##### 2.1. Disclosure of Pecuniary Interest

#### 3. Staff Recognitions

##### 3.1. 2020 Readers Choice First Place Water Delivery and Supply Award

Water Services Department

##### 3.2. Municipal Engineering Award

Reg Russwurm, Manager, Design and Construction

#### 4. Presentations

##### \*4.1. Wellington-Dufferin-Guelph Public Health - COVID-19 Vaccine Update

**\*4.2. Chief Administrative Officer - 2021 Objectives**

1

Scott Stewart, Chief Administrative Officer \*(presentation)

**5. Service Area - Infrastructure, Development and Enterprise Services**

Vice -Chair - Mayor Guthrie

**6. Consent Agenda - Infrastructure, Development and Enterprise Services**

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

**6.1. Sign By-law Variance for 225-245 Westwood Road - 2021-05**

10

**Recommendation:**

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.87m above the adjacent roadway at 225-245 Westwood Drive, be approved.

**6.2. Sign By-law Variance for 244-246 Willow Road - 2021-06**

16

**Recommendation:**

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 1.92m above the adjacent roadway at 244-246 Willow Road, be approved.

**6.3. Sign By-law Variance for 85-87 Westwood Road - 2021-04**

22

**Recommendation:**

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.23m above the adjacent roadway at 85-87 Westwood Drive, be approved.

## **7. Items for Discussion - Infrastructure, Development and Enterprise Services**

The following items have been extracted from Consent Agenda and will be considered separately. These items have been extracted either at the request of a member of Council or because they include a presentation and/or delegations.

### **\*7.1. Recommended Cultural Heritage Action Plan - 2020-143**

28

\* referred from October 13, 2020 Council Planning Meeting

#### **Staff Presentation:**

Stephen Robinson, Planner III, Senior Heritage Planner  
Melissa Aldunate, Manager, Policy and Urban Design

#### **Delegations:**

\*Susan Ratcliffe  
\*Bruce Weaver  
\*Susan Watson  
\*Alex Smith  
\*Lin Grist  
\*Brian Skerrett  
\*Hugh Whiteley (presentation)

#### **Correspondence:**

\*Dan Maitland  
\*Susan Ratcliffe  
\*Nancy Clarke

#### **Recommendation:**

1. That the Cultural Heritage Action Plan dated October 13, 2020 be approved.
2. That a heritage conservation district study be initiated for the Ward West candidate cultural heritage landscape (CCHL-23).

#### **7.1.1. Council Memo - Cultural Heritage Action Plan: Follow up to Council Referral - 2021-15**

143

#### **7.1.2. Council Memo - Heritage Guelph Committee Motions on the Recommended Cultural Heritage Action Plan - 2021-12**

147

## **8. Service Area Chair and Staff Announcements**

## **9. Service Area - Governance**

Chair - Mayor Guthrie

## **10. Consent Agenda - Governance**

The following resolutions have been prepared to facilitate Council's consideration of various matters and are suggested for consideration. If Council wishes to address a specific report in isolation of the Consent Agenda, please identify the item. It will be extracted and dealt with separately as part of the Items for Discussion.

### **10.1. Coalition of Inclusive Municipalities - 2021-08**

150

#### **Recommendation:**

1. That City Council requests to join the Coalition of Inclusive Municipalities and endorses the Coalition of Inclusive Municipalities' 10 Common Commitments.
2. That staff be directed to facilitate the Mayor's signing of a formal declaration to join the Coalition.
3. That staff be directed to take any additional measures necessary to join the Coalition of Inclusive Municipalities, including the development of a plan of action.

## **11. Service Area Chair and Staff Announcements**

## **12. Adjournment**

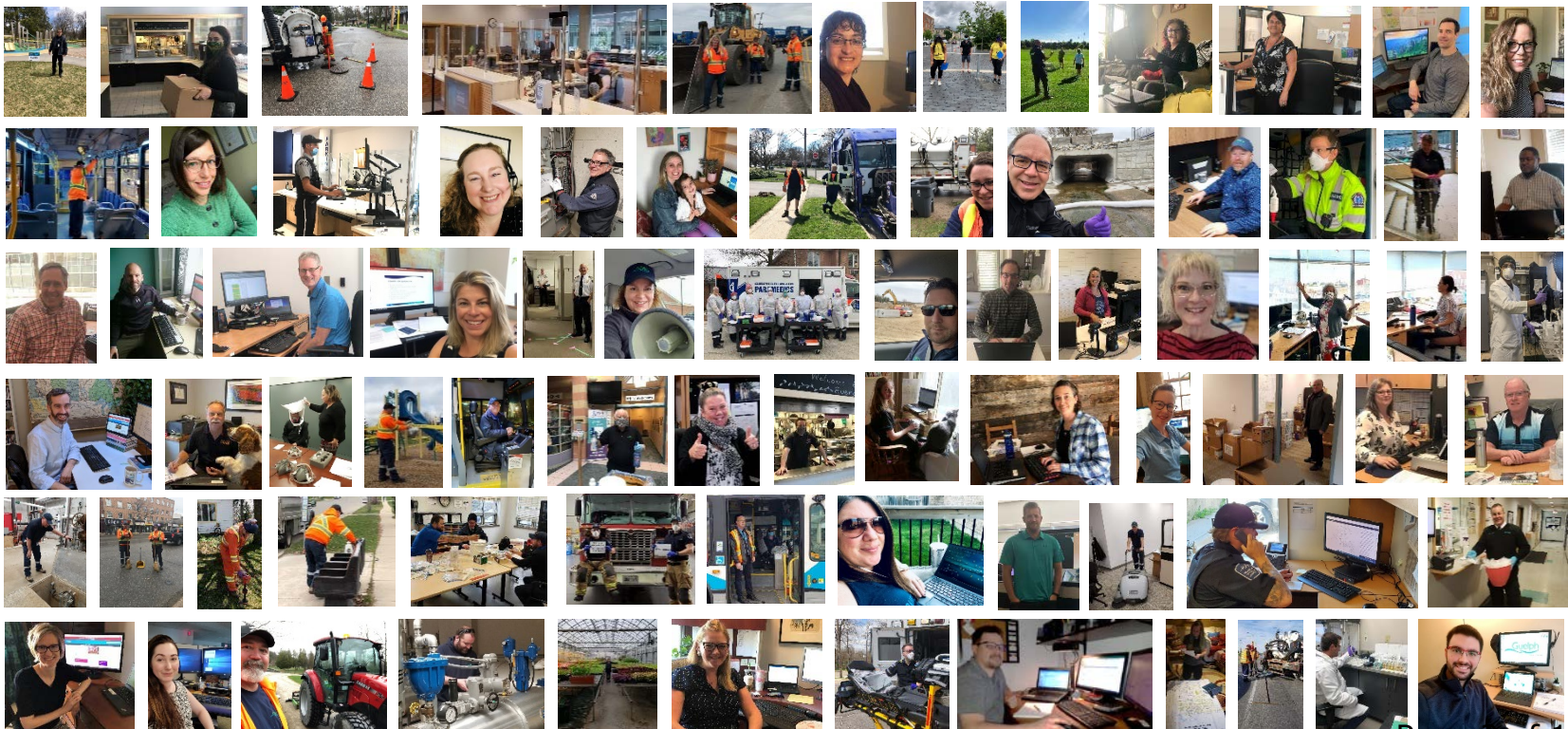


# CAO 2021 Performance Objectives

Council presentation: January 11, 2021

# CAO's foundation

To build a strong culture of accountability, service excellence and continuous improvement within the City





# City's vision

Guelph. An inclusive, connected, prosperous city where we look after each other and our environment.



# Powering our future

1. Continue to guide the organization through COVID-19 via timely action planning; mindful of the fiscal responsibilities of the City's budgets (with particular focus on Transit) while managing the provision of essential and non-essential services to our community, within factors under the CAO's control.

## **Sustaining our future**

2. Given the budget investment by Council, provide Council an annual report reflecting the City's operational successes for 2020 as part of our Strategic Plan by Q2 2021.

# Navigating our future

3. Bring forward a review of a consolidated City operations campus including the presentation of a detailed business case (which includes a sustainable financial plan) and staging plan by Q2 2021 for Council's consideration.

# Working together for our future

4. Through the work of our Service Level Assessments and integration of the Continuous Improvement Office, identify and action collaborative efficiencies that include financial measurement and reporting the outcomes to Council on a quarterly basis, in coordination with the Service Rationalization project. One such continuous improvement being the rollout of the staff led Customer Service and Digital Steering (CSDS) Committee including the committee's work plan towards customer service modernization.

## Building our future

5. Bring options/education to Council via information reports and/or workshop(s) over 2021 regarding the City's preparedness to achieve the provincial growth targets.





# Staff Report



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To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, January 11, 2021
Subject	<b>Sign By-law Variance for <a href="#">225-245 Westwood Road</a></b>

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## Recommendation

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.87m above the adjacent roadway at 225-245 Westwood Drive, be approved.
- 

## Executive Summary

### Purpose of Report

This report is to seek approval for a sign by-law variance for 225-245 Westwood Drive.

### Key Findings

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above and adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.87m above the adjacent roadway at 225-245 Westwood Drive

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 2.87m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign is replacing a larger existing sign on the property;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

### Financial Implications

Not applicable.

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## Report

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above an adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign at a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.87m above the adjacent roadway at 225-245 Westwood Drive (see "Attachment 1 – Location Map").

Table 1 - the requested variance is as follows:

	By-law Requirements	Request
Permitted height above the adjacent roadway	1.8m	2.87m

Please see "Attachment-2 Sign Variance Drawings".

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 2.87m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign will be replacing a larger existing sign;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

## Financial Implications

Not applicable.

## Consultations

Internal consultation with Planning Services.

External communication with the Applicant. A public notice will also be circulated to inform the public.

## Strategic Plan Alignment

Powering our future – Helping businesses to succeed and add value to the community.

## Attachments

Attachment-1 Location Map

Attachment-2 Sign Variance Drawings

## Departmental Approval

Patrick Sheehy, Program Manager, Zoning

Jeremy Laur, Chief Building Official

**Report Author**

Bill Bond, Senior By-law Administrator

**This report was approved by:**

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2395

krista.walkey@guelph.ca

**This report was recommended by:**

Kealy Dedman, P.Eng., MPA

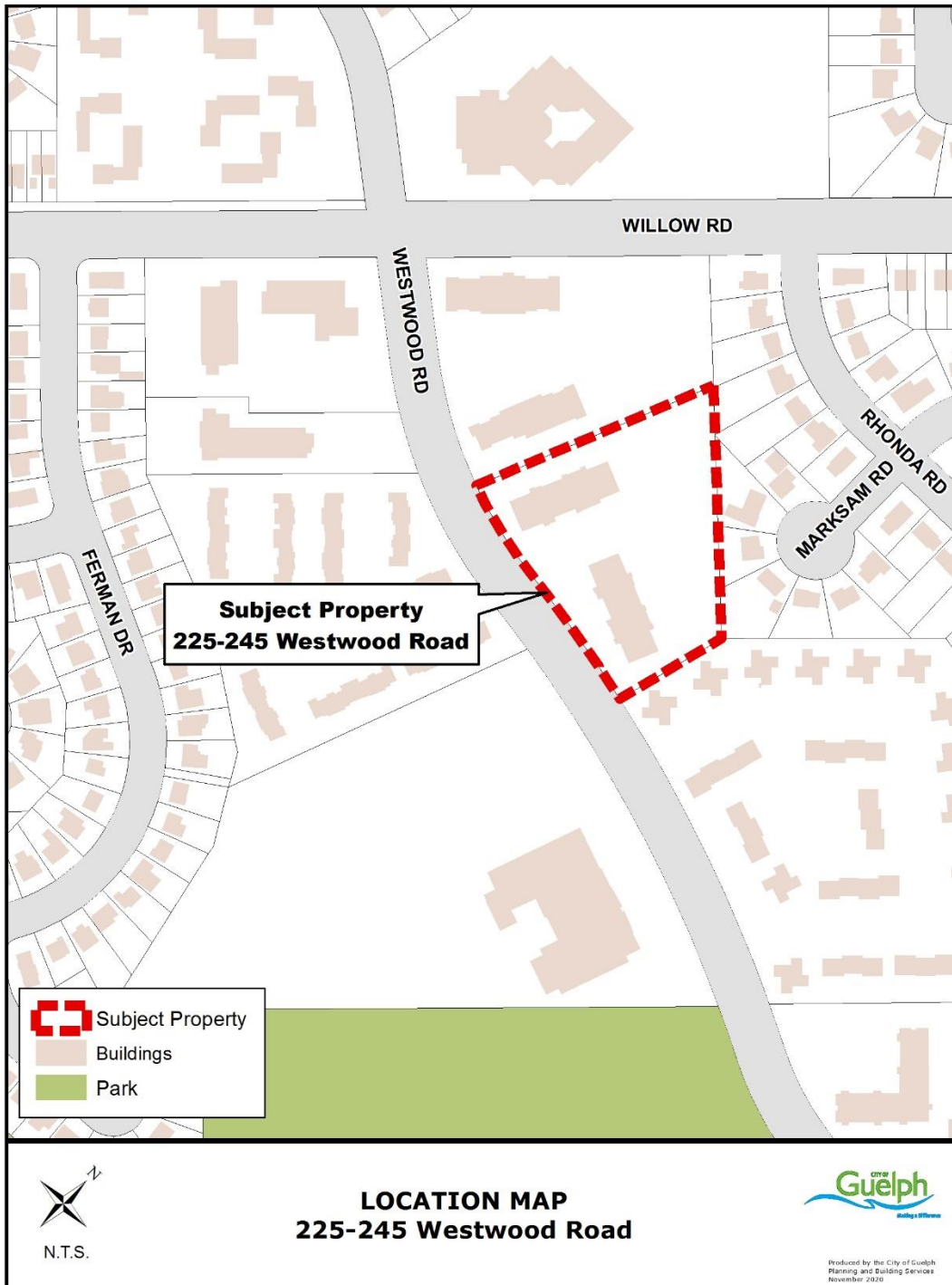
Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

519-822-1260 extension 2248

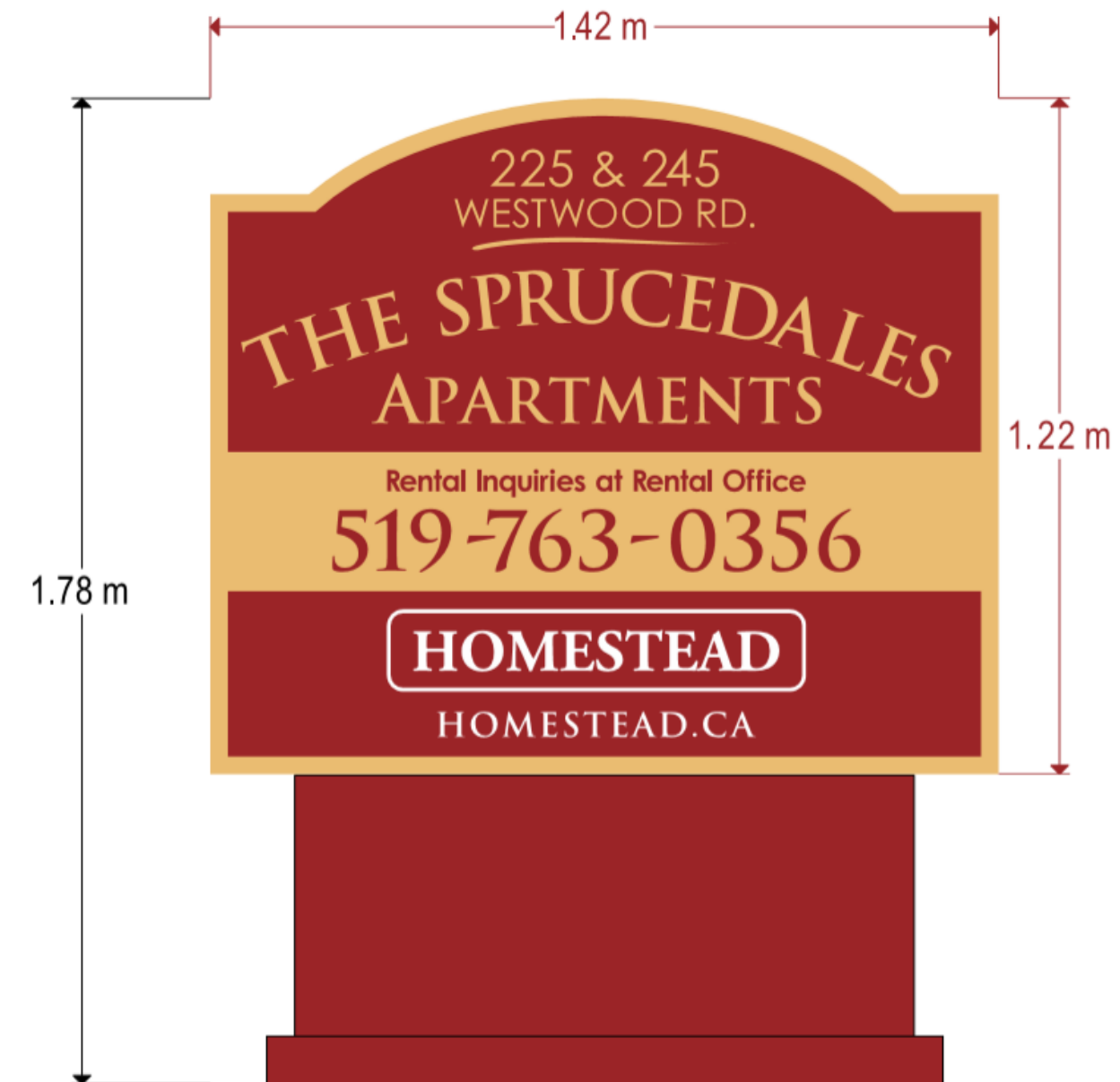
kealy.dedman@guelph.ca

## Attachment 1 – Location Map



## Attachment 2 - Sign Variance Drawings (provided by the Applicant)

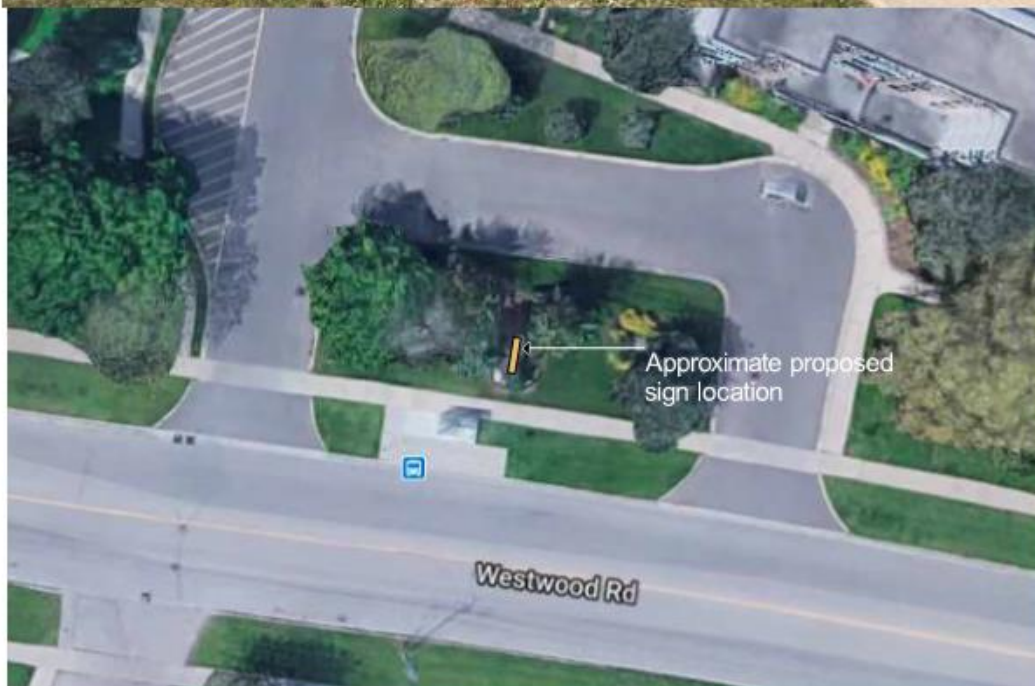
Sample of the proposed non-illuminated freestanding sign with a height of 1.78m above grade and a height of 2.87m above the adjacent roadway.





## Proposed location on the property

Note: The Applicant will be required to identify the property line and compliance with the required setback prior to the issuance of a sign permit.



# Staff Report



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To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, January 11, 2021
Subject	<b>Sign By-law Variance for <a href="#">244-246 Willow Road</a></b>

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## Recommendation

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 1.92m above the adjacent roadway at 244-246 Willow Road, be approved.
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## Executive Summary

### Purpose of Report

This report is to seek approval of a sign by-law variance for 244-246 Willow Road.

### Key Findings

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above an adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 1.92m above the adjacent roadway at 244-246 Willow Road.

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 1.92m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign is replacing a larger existing sign on the property;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

### Financial Implications

Not applicable.

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## Report

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above an adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 1.92m above the adjacent roadway at 244-246 Willow Road (see "Attachment 1 – Location Map").

Table 1 - the requested variance is as follows:

	<b>By-law Requirements</b>	<b>Request</b>
Permitted height above the adjacent roadway	1.8m	1.92

Please see "Attachment-2 Sign Variance Drawings".

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 1.92m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign will be replacing a larger existing sign;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

## Financial Implications

Not applicable.

## Consultations

Internal consultation with Planning Services.

External communication with the Applicant. A public notice will also be circulated to inform the public.

## Strategic Plan Alignment

Powering our future – Helping businesses to succeed and add value to the community.

## Attachments

Attachment-1 Location Map

Attachment-2 Sign Variance Drawings

## Departmental Approval

Patrick Sheehy, Program Manager, Zoning

Jeremy Laur, Chief Building Official

**Report Author**

Bill Bond, Senior By-law Administrator

**This report was approved by:**

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

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**This report was recommended by:**

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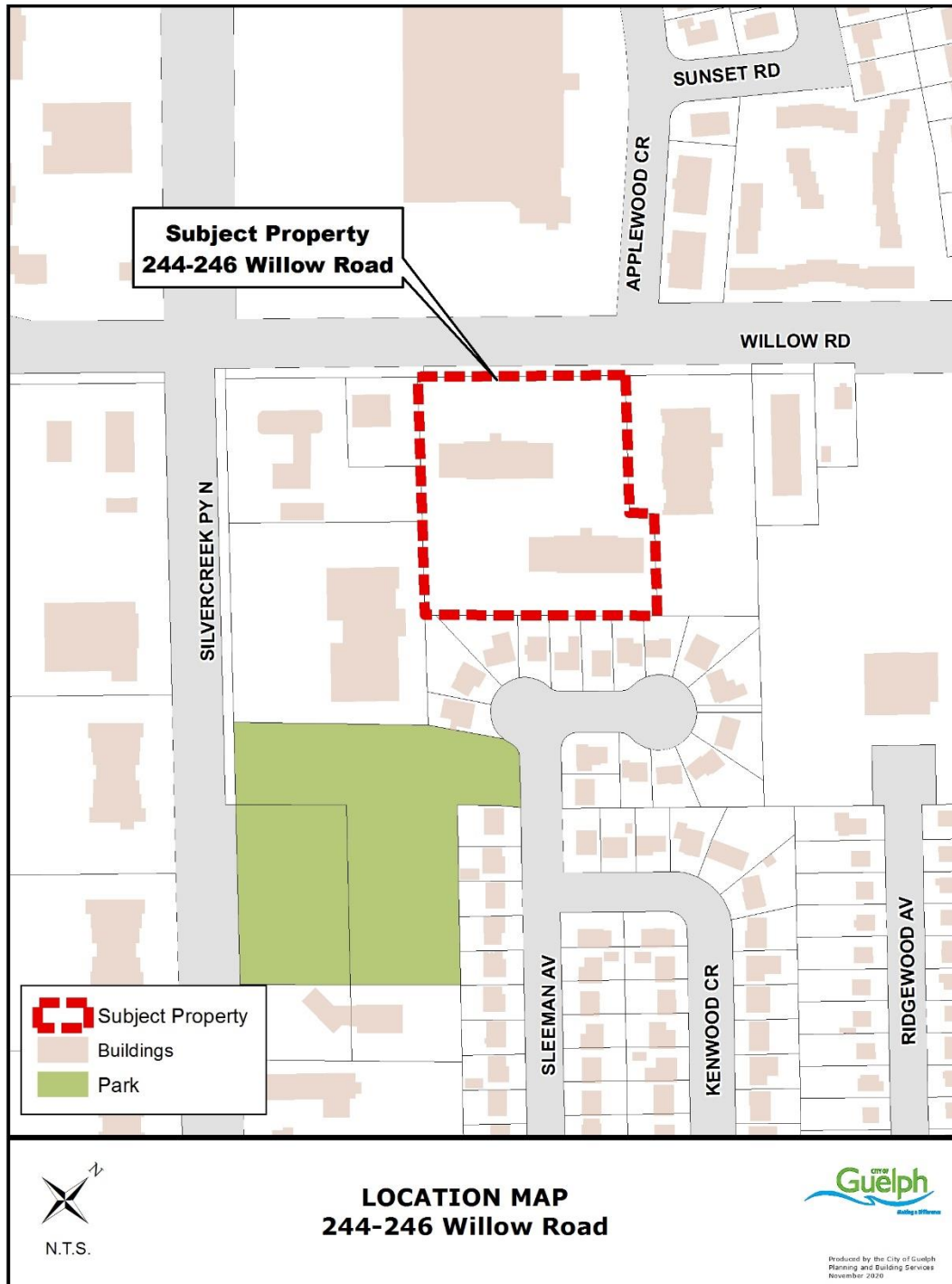
Deputy Chief Administrative Officer

Infrastructure, Development and Enterprise Services

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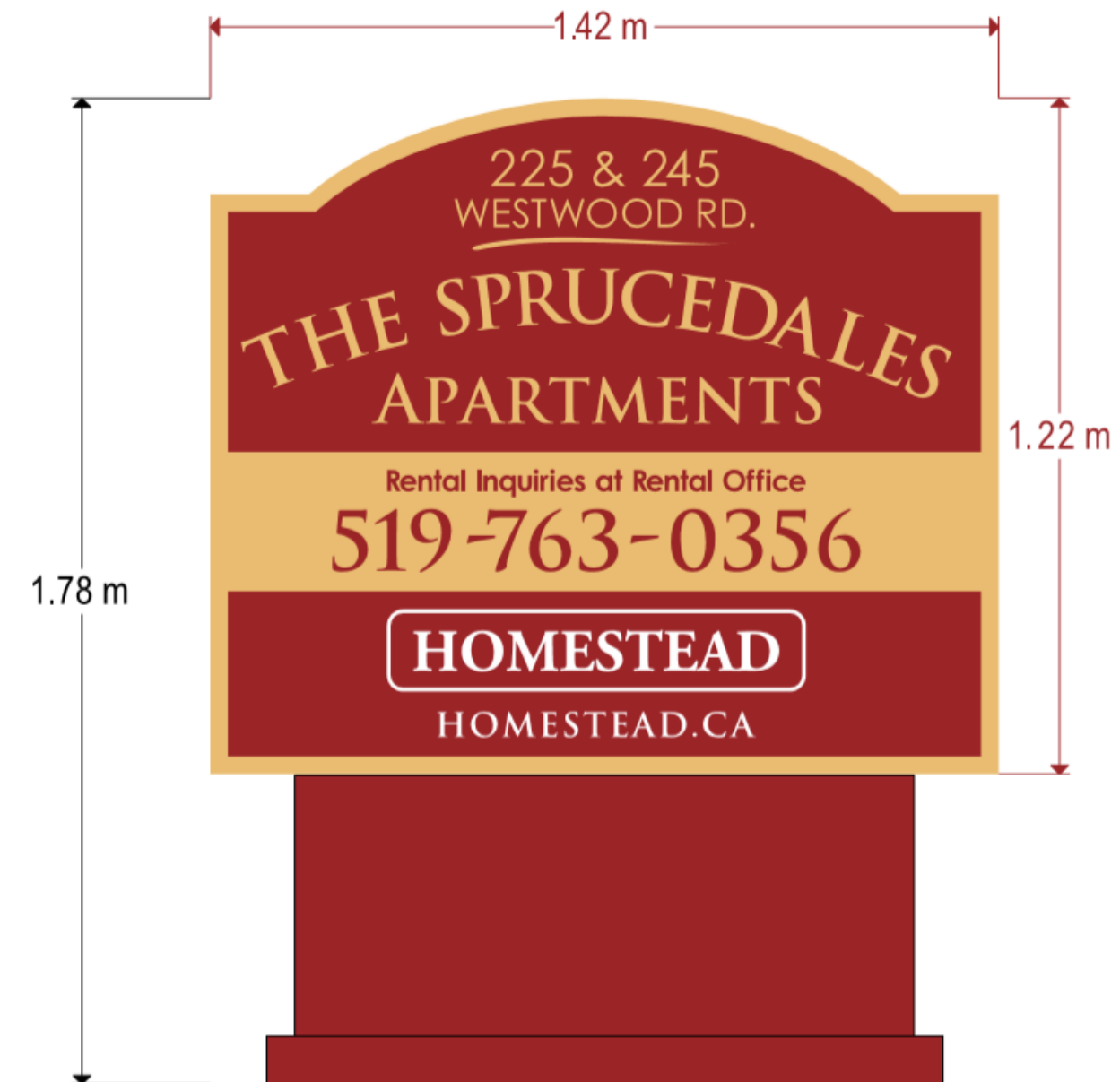
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## Attachment 1 – Location Map



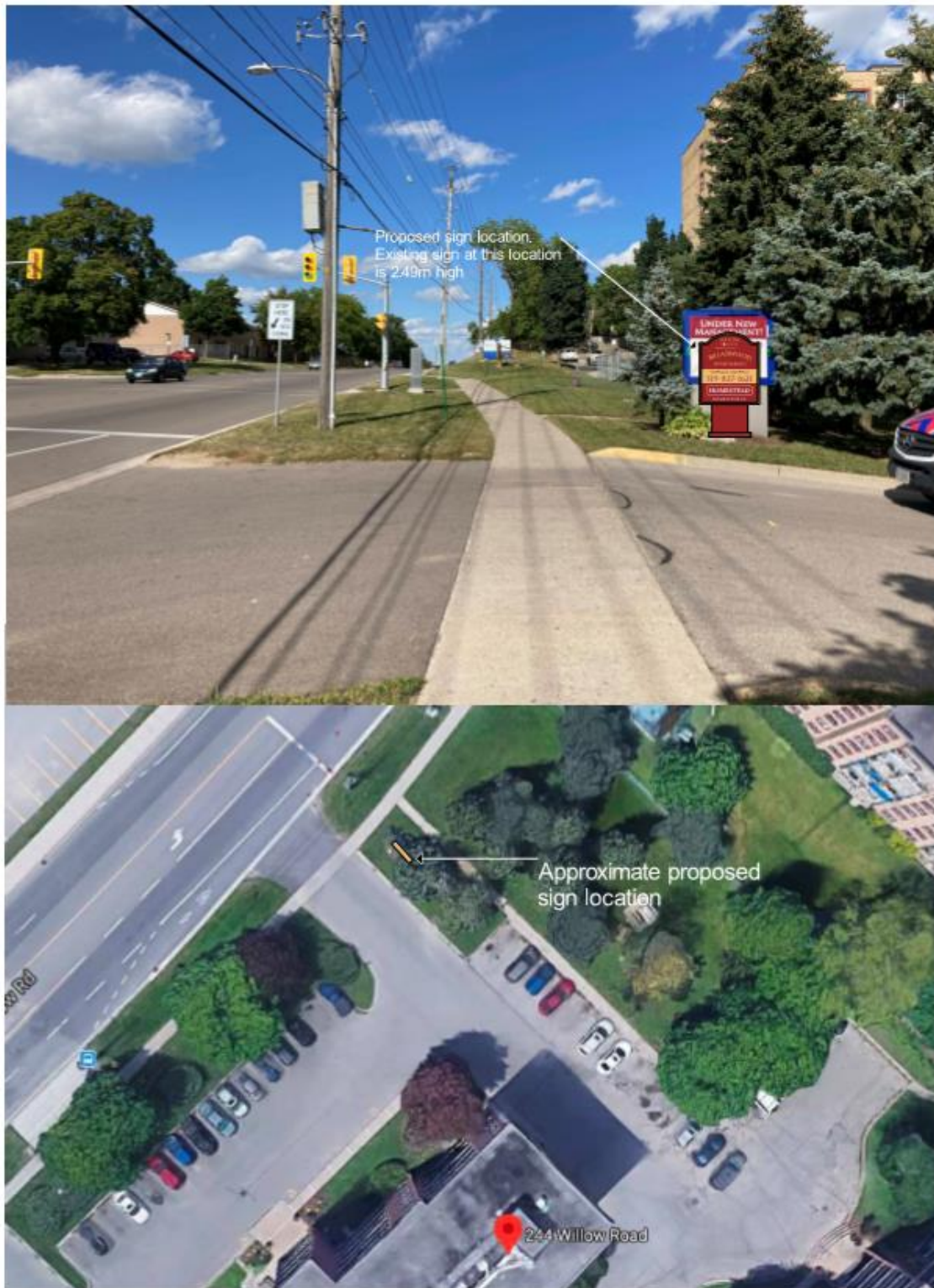
## Attachment 2 - Sign Variance Drawings (provided by the Applicant)

Sample of the proposed non-illuminated freestanding sign with a height of 1.78m above grade and a height of 1.92m above the adjacent roadway.



## Proposed location on the property

Note: The Applicant will be required to identify the property line and compliance with the required setback (including the driveway sightline triangle) prior to issuance of a sign permit.



# Staff Report



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To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, January 11, 2021
Subject	<b>Sign By-law Variance for <a href="#">85-87 Westwood Road</a></b>

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## Recommendation

1. That the request for variance from Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended, to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.23m above the adjacent roadway at 85-87 Westwood Drive, be approved.
- 

## Executive Summary

### Purpose of Report

This report is to advise Council of a sign by-law variance for 85-87 Westwood Drive.

### Key Findings

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above an adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.23m above the adjacent roadway at 85-87 Westwood Drive

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 2.23m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

### Financial Implications

Not applicable.

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## Report

Table 2, Row 8 of Sign By-law Number (1996)-15245, as amended restricts freestanding signs to a height of 1.8m above an adjacent roadway in an R.4 Residential Zone.

Fast Signs of London has submitted a sign by-law variance application on behalf of Homestead Land Holdings Inc. to permit a non-illuminated freestanding sign with a setback of 1m and an area of 1.73m<sup>2</sup> to be a height of 2.23m above the adjacent roadway at 85-87 Westwood Drive (see "Attachment 1 – Location Map").

Table 1 - the requested variance is as follows:

	By-law Requirements	Request
Permitted height above the adjacent roadway	1.8m	2.23m

Please see "Attachment-2 Sign Variance Drawings".

The request for variance is recommended for approval for the following reasons:

- The request is reasonable given that the sign is a height of 1.78m and it is the grade of the property that elevates the height of sign to 2.23m above the adjacent roadway;
- The Applicant reduced their original proposal of 2.15m above grade to 1.78m above grade;
- The proposed sign will be replacing a larger existing sign;
- The proposed sign will comply with all other provisions of the Sign By-law; and
- The proposed sign will not have a negative impact on the streetscape or surrounding area.

## Financial Implications

Not applicable.

## Consultations

Internal consultation with Planning Services.

External communication with the Applicant. A public notice will also be circulated to inform the public.

## Strategic Plan Alignment

Powering our future – Helping businesses to succeed and add value to the community.

## Attachments

Attachment-1 Location Map

Attachment-2 Sign Variance Drawings

## Departmental Approval

Patrick Sheehy, Program Manager, Zoning

Jeremy Laur, Chief Building Official

**Report Author**

Bill Bond, Senior By-law Administrator

**This report was approved by:**

Krista Walkey, MCIP, RPP

General Manager, Planning and Building Services

Infrastructure, Development and Enterprise Services

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**This report was recommended by:**

Kealy Dedman, P.Eng., MPA

Deputy Chief Administrative Officer

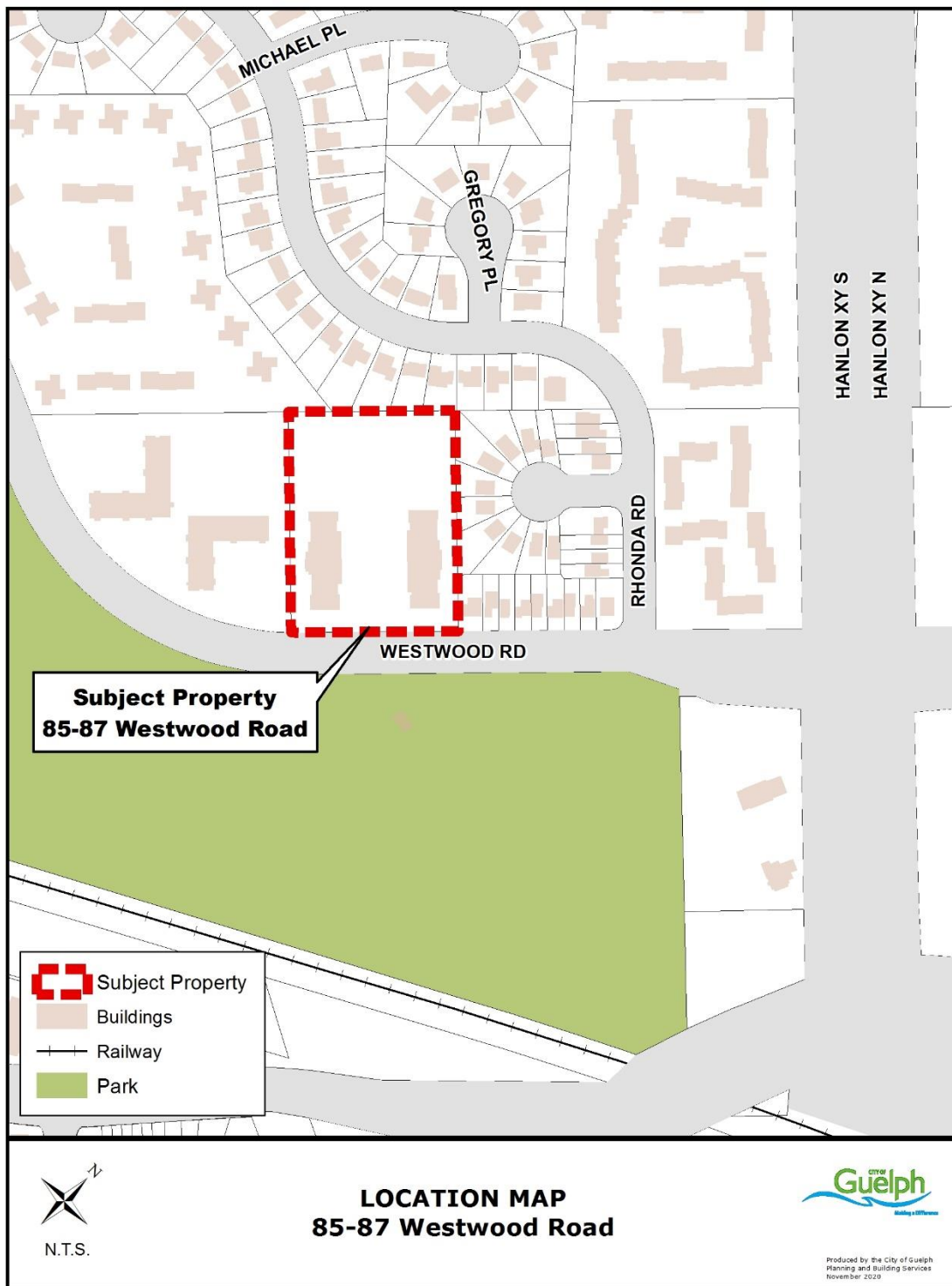
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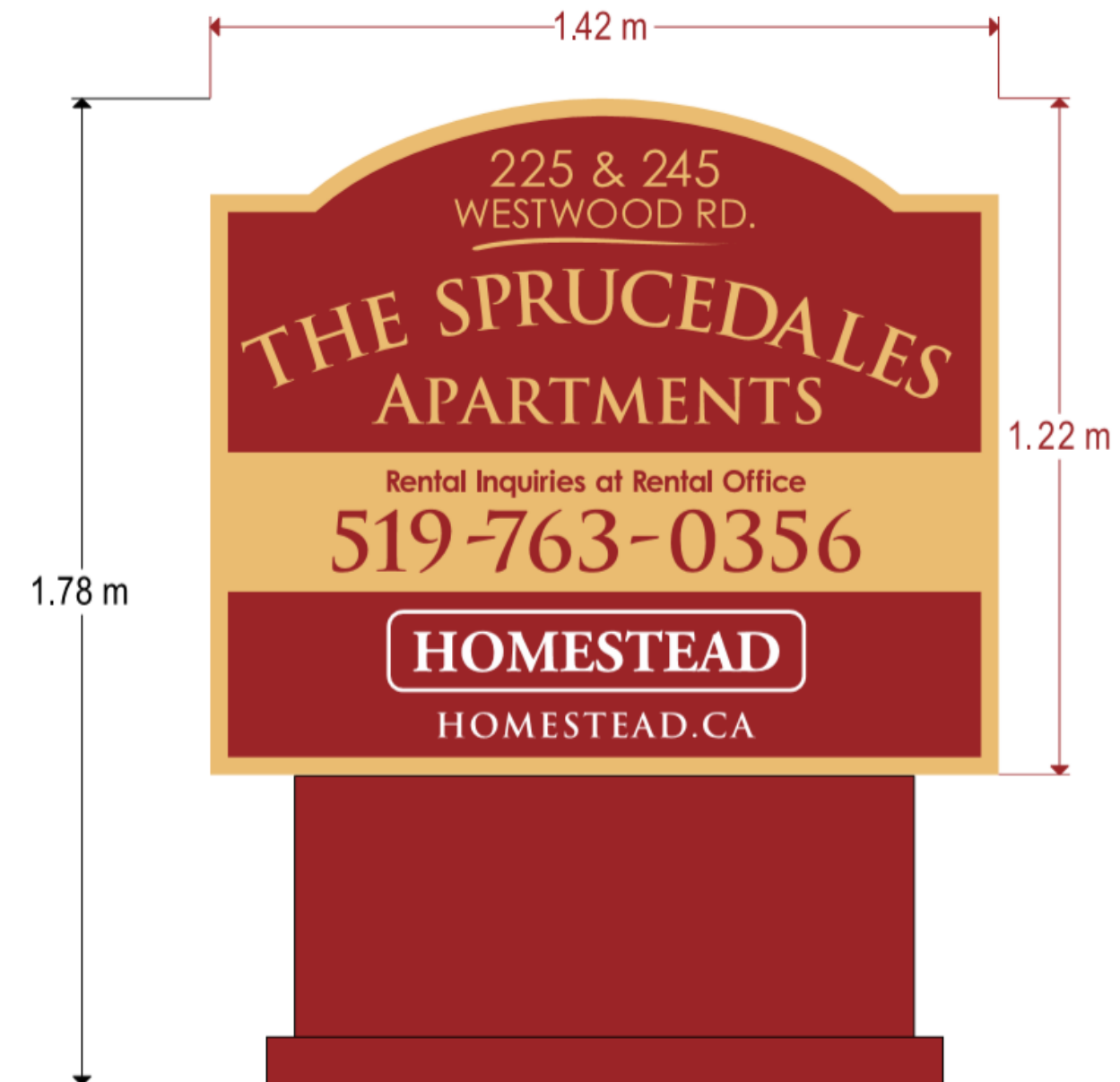


## Attachment 1 – Location Map



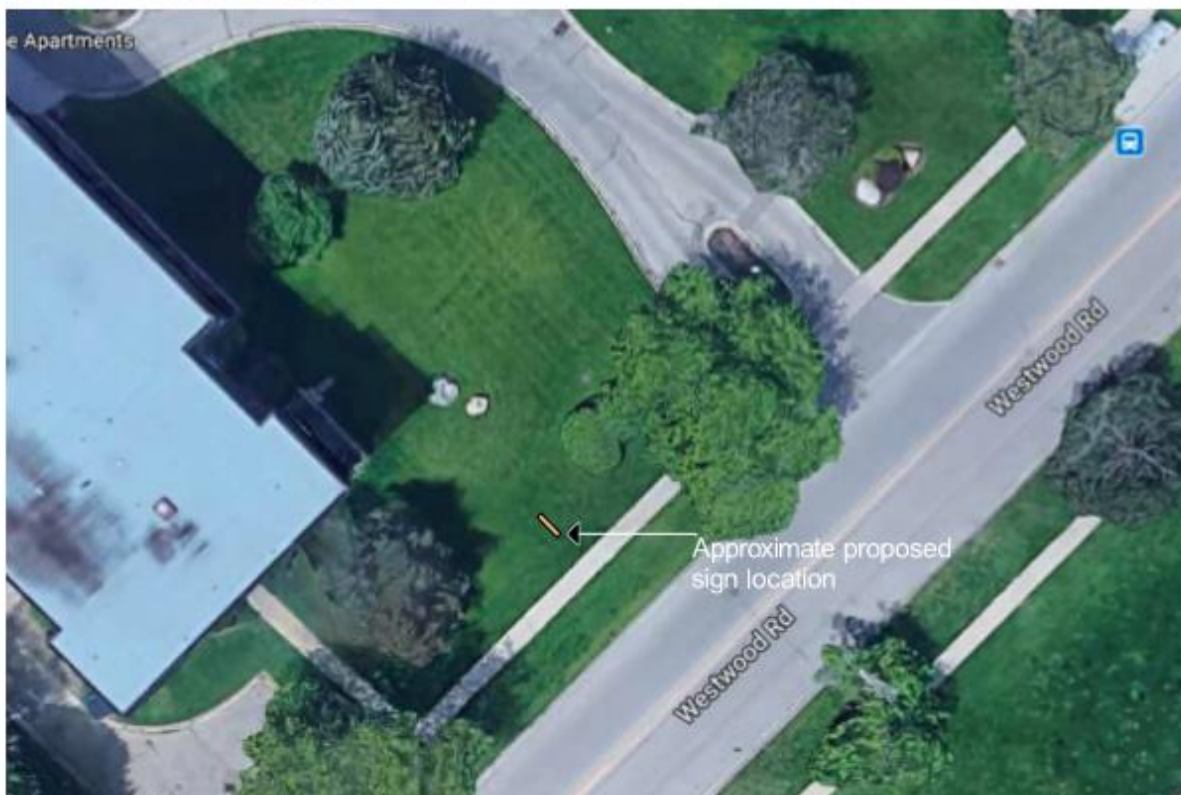
Attachment 2 - Sign Variance Drawings  
(provided by the Applicant)

Sample of the proposed non-illuminated freestanding sign with a height of 1.78m above grade and a height of 2.23m above the adjacent roadway.



## Proposed location on the property

Note: The Applicant will be required to identify the property line and compliance with the required setback prior to the issuance of a sign permit.



# Staff Report



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To	<b>City Council</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Tuesday, October 13, 2020
Subject	<b>Recommended Cultural Heritage Action Plan</b>

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## Recommendation

1. That the Cultural Heritage Action Plan dated October 13, 2020 be approved.
  2. That a heritage conservation district study be initiated for the Ward West candidate cultural heritage landscape (CCHL-23).
- 

## Executive Summary

### Purpose of Report

To seek Council approval for the Cultural Heritage Action Plan. The Action Plan provides the implementation framework to achieve the Official Plan vision, objectives and policies that support and enable the City's heritage planning efforts to conserve cultural heritage resources.

### Key Findings

Policy Planning and Urban Design has developed a Cultural Heritage Action Plan (CHAP) that identifies cultural heritage landscapes (CHLs) within the city and prioritizes actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved. The CHAP provides advice to help direct staff efforts and contains information to assist Guelph City Council as they make decisions that relate to cultural heritage conservation.

The final version of the action plan has been revised to address comments and feedback from Heritage Guelph and from the community consultation period from January 2018 to April 2019.

The CHAP provides direction for the long-term workplan for the City to fulfill its Official Plan objectives. The priority for initiation of a heritage conservation district study is the Ward West CHL; one of the three high-priority candidate cultural heritage landscapes identified by the CHAP for future study.

The CHAP also provides recommendations for communications and outreach, financial incentives, and the protection of extant farm barns.

### Financial Implications

The implementation of the Cultural Heritage Action Plan will be funded through the capital budget, Capital Account PL0024. Funding for the initiation of the short-term priority actions of the CHAP, which includes the Ward West heritage conservation district study, was approved through the 2019 Capital Budget. The 10-year capital



forecast includes funding in 2026 for implementation of a subsequent heritage conservation district study. Actions that will require future funding (i.e., financial incentives program described in this report) will be subject to their respective budget processes in the years they are identified.

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## **Background**

The City's Official Plan commits to maintaining and celebrating the heritage character of the city by promoting and fostering preservation, rehabilitation/adaptive re-use or restoration of built heritage resources and cultural heritage landscapes so that they remain in active use. The Official Plan objectives are to identify and conserve built heritage resources and cultural heritage landscapes in accordance with Part IV or V of the Ontario Heritage Act and to enhance the culture of conservation city-wide by promoting cultural heritage initiatives as part of a comprehensive environmental, economic and social strategy where cultural heritage resources contribute to achieving a sustainable, healthy and prosperous city.

On September 6, 2016 Council approved the project charter for the Cultural Heritage Action Plan through report IDE 16-62. As described in the project charter, the scope of the CHAP is to establish a prioritized list of candidate cultural heritage landscapes with potential for listing on the Municipal Register of Cultural Heritage Properties and possible designation through Part IV or Part V of the Ontario Heritage Act. The CHAP also provides options for municipal financial incentives that promote heritage conservation and guidance on promoting public awareness of heritage conservation in the community.

Phase 1 of the CHAP commenced with community engagement that included a Stakeholders Focus Group meeting in January 2018 and consultation with Heritage Guelph committee in February 2018. Phase 1 of the Cultural Heritage Action Plan project was completed with the presentation of the CHAP Background Report to Council within Information Report IDE-2018-127 on August 31, 2018.

Phase 2 involved the preparation of the draft CHAP. The draft CHAP document was presented for Council's consideration and input ([report IDE-2019-41](#)) on April 8, 2019 followed by two community consultation sessions held on April 24 of that year and a workshop with Heritage Guelph on May 27, 2019. An online feedback form was made available to the public on the City's website following the sessions until May 12, 2019 through the City's "Have Your Say" online forum. Feedback received from Heritage Guelph, Council and the community on the draft CHAP has informed the final recommended CHAP document included as Attachment 1 to this report.

## **Report**

The Cultural Heritage Action Plan (CHAP) identifies cultural heritage landscapes (CHLs) within the city and prioritizes actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved.

### **Cultural Heritage Landscape Priorities**

The CHAP identifies the following three candidate cultural heritage landscapes for study: Exhibition Park (CCHL-10), St. George's Park (CCHL-15), and The Ward – West (CCHL-23). These areas all contain a high number of listed properties, as well as a number of designated properties. All three neighbourhoods have also seen

relatively high levels of activity related to building permits and demolition permits in recent years, suggesting a high interest for potential development, major alterations to buildings and infill construction. Bringing these areas forward for consideration for future study will help to ensure that the historic character of the areas is conserved as continued investment is made in the areas by property owners.

It is recommended that the Ward West candidate CHL be initiated first as this would implement Policy 11.1.5..4.2 of the [Downtown Secondary Plan](#) which directs staff to investigate the potential for St. Patrick's Ward to be designated under the Ontario Heritage Act as a heritage conservation district. The Ward West portion of the St. Patrick's Ward is included in the Downtown Secondary Plan area, it is a neighbourhood that is under increasing development pressure, and it is one of Guelph's oldest residential neighbourhoods.

### **Designation of Individual Built Heritage Resources**

The scope of the Cultural Heritage Action Plan does not involve the evaluation of the cultural heritage value of individual built heritage resources. The City of Guelph maintains a municipal register of individually designated and listed heritage properties in accordance with section 27 of the Ontario Heritage Act. Staff continue to work on reviewing the 1970s era Couling Architectural Inventory to provide a recommendation to Council as to which of the properties on the Couling Architectural Inventory should be listed on the Municipal Register of Cultural Heritage Properties.

Research and recommendations relating to potential designations of individual properties under the Act is an ongoing task for heritage planning staff in consultation with Heritage Guelph. Each year, three to four properties are researched and considered for potential designation.

### **Community Feedback on the draft Cultural Heritage Action Plan**

Two community engagement sessions were held in April 2018, with a total of 28 people attending. The online survey resulted in 177 responses. Attachment 2 provides a summary of the community engagement comments along with staff response.

A workshop was held with Heritage Guelph to obtain members feedback on May 27, 2019 and a follow up discussion was held with the consulting team and Heritage Guelph on September 9, 2019. Minutes of these Heritage Guelph meetings are included as Attachment 3 to this report.

The most often cited comments from the engagement exercises were:

- That the use of risk as the primary determining factor when rating the priority cultural heritage landscapes not be weighted more than a cultural heritage landscape's cultural heritage value;
- That the priority for designation and protection should be the Catholic Hill cultural heritage landscape; and
- That the history section of the CHAP did not include an in-depth study of pre-settlement Guelph and that Indigenous history and cultural heritage value should have been addressed by the CHAP.

Overall the feedback received on the draft CHAP has been supportive of the City moving forward with approval and implementation of the plan. Community input

has supported the development of the CHAP by informing the project's identification of candidate cultural heritage landscapes and helping explore the community support for initiatives that would enhance the City's conservation of cultural heritage resources.

### **Revisions to the Draft Cultural Heritage Action Plan**

Revisions to the draft CHAP were made by the consulting team and City staff to address the comments received and to provide clarification where required.

The CHAP has been revised to clarify why risk to the integrity of cultural heritage resources was used as the most important factor when setting priorities for cultural heritage landscapes. It has also been clarified that those CHLs that are identified as being the most significant CHLs (such as Catholic Hill and the University of Guelph campus) already have plans in place for conservation.

Staff acknowledge that the history outlined in the Cultural Heritage Action Plan is limited to post-1827 settlement and does not include the history of Indigenous people in this area. The City is committed to continuing to learn about local Indigenous history and associated cultural heritage landscapes, and to continue to build partnerships with local communities to collaboratively identify significant cultural heritage landscapes.

### **Recommendation for a Financial Incentives Program**

The CHAP provides recommendations for a suite of financial tools to assist designated cultural heritage resource owners in making critical investments toward the conservation, restoration, or stabilization of buildings and landscapes. Of these tools, the CHAP advises that a municipal grants program for eligible costs to repair or restore heritage attributes of protected (designated) heritage properties is generally recognized as the most effective and most transparent means of encouraging property owners to achieve heritage conservation. Grant programs deliver funds (normally allocated through the annual operating budget planning process) to property owners that meet specific eligibility criteria to participate. Some of the recommendations will be considered through other processes and the consideration of funding through existing Tax Increment Based Grant programs.

The proposed grants program would provide support to designated property owners. Currently, there are 110 properties designated under Part IV and 160 properties designated within the Brooklyn and College Hill Heritage Conservation District. Upon completion of another heritage conservation district plan, there could be a further 100 to 200 (depending on the outcomes of the study) properties that could be eligible for support with conservation efforts.

Of the suite of tools outlined in the CHAP, staff recommend that the establishment of a grants program for designated heritage properties be considered in the next 3-5 years. Based on the findings of the CHAP's review of municipal practices, it is recommended that a grant program with total funding of \$150,000 per year be established and used to provide individual matching grants for up to \$15,000 maximum per designated property. The program is proposed to be brought forward to Council for consideration with a budget request for 2025. Staff would bring forward a grant program proposal with details including eligibility criteria and how this grant could be used to achieve other objectives for designated heritage properties such as attaining net zero. This timing is proposed due to current

circumstances and to coincide with the anticipated completion of the City's second heritage conservation district.

### **Recommendation for Extant Farm Barns**

All fourteen of the extant farm barns within the City of Guelph (Attachment 4) have been listed on the City's Municipal Register of Cultural Heritage Properties and three are now protected under Part IV of the Ontario Heritage Act. A listing on the Municipal Register of Cultural Heritage Properties signals the importance of the cultural heritage resource to the City of Guelph and also requires notice should a building be proposed for demolition so that the property can be evaluated further for potential designation. Designation under the Ontario Heritage Act is the strongest means by which a municipality in Ontario can protect cultural heritage properties.

Of the fourteen extant farm barns, the following three are seen to be at the greatest risk and therefore are recommended as priorities for individual designation under the Ontario Heritage Act:

- 2167 Gordon Street – James Kidd Barn
- 284 Arkell Road – Walsh Barn
- 1858 Gordon Street – Robinson/Mulvaney Barn

### **Financial Implications**

The implementation of the Cultural Heritage Action Plan including the initiation of a heritage conservation district study will be funded through the capital budget, Capital Account PL0024. Funding was previously approved for implementation of the CHAP in the 2019 Capital Budget. This funding will be used to initiate the priority heritage conservation district study, Ward West. The 10-year capital forecast includes funding in 2026 for implementation of a subsequent heritage conservation district study as these studies typically take 2-3 years to complete. All other recommended actions are proposed to be incorporated into work plans of existing staff and our summer contract staff. Where funds may be required to support actions (e.g., communications/outreach), the Planning Services operating budget includes funding for heritage initiatives such as advertising, printing, and consulting. Further program incentives will be brought forward through the budget process for 2025.

### **Consultations**

The project's internal stakeholder team provided further input and feedback into revisions and enhancements to the document. This included the service areas of Planning, Engineering, Finance as well as Culture, Tourism and Community Investment.

### **Strategic Plan Alignment**

#### **Priority**

Sustaining our future

#### **Direction**

Plan and design an increasingly sustainable city as Guelph grows



## **Alignment**

The Official Plan's vision is to plan and design an increasingly sustainable city as Guelph grows which includes the conservation of natural and cultural heritage resources. The recommendations in this report support the conservation of cultural heritage resources, including the identification of significant cultural heritage landscapes and setting priorities and actions for implementation of the Official Plan's cultural heritage policies. These actions support Guelph's planning for an increasingly sustainable City.

## **Attachments**

Attachment-1 Recommended Cultural Heritage Action Plan – October 13, 2020

Attachment-2 Summary of Community Feedback on the Draft CHAP

Attachment-3 Heritage Guelph Meeting Minutes (May 27 and September 9, 2019)

Attachment-4 Extant Farm Barns within the City of Guelph

Attachment-5 Staff Presentation – Cultural Heritage Action Plan

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# Cultural Heritage Action Plan

October 2020



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## **PART A – INTRODUCTION AND BACKGROUND**

### **1.0 Introduction**

The City of Guelph has embarked on the development of a Cultural Heritage Action Plan (CHAP) to identify cultural heritage landscapes (CHLs) within the city and to prioritize actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved. The CHAP will provide valuable advice to help direct staff efforts and contain information relevant to assist Guelph City Council as they make decisions that relate to cultural heritage.

The CHAP is being prepared to implement policies contained within the City of Guelph Official Plan, which provide direction for developing strategies that would assist with the conservation of cultural heritage resources. Cultural heritage resources are defined in the City of Guelph Official Plan as including built heritage resources, cultural heritage landscapes, and archaeological resources.

The scope of the Cultural Heritage Action Plan does not involve the evaluation of the cultural heritage value of individual built heritage resources. The City of Guelph already maintains a municipal register of individually designated and listed heritage properties in accordance with section 27 of the Ontario Heritage Act. Research and recommendations relating to potential designations of individual properties under the Act is ongoing for heritage planning staff in consultation with Heritage Guelph.

One of key functions of the CHAP is to assist the City in identifying cultural heritage landscapes and to provide guidance on how to establish priorities to ensure their conservation in the future. The City of Guelph is also required by the Provincial Policy Statement (PPS) to ensure that significant cultural heritage landscapes are conserved, and that the interests of Indigenous communities are considered in conserving cultural heritage and archaeological resources. The scope of the CHAP has not included the research or evaluation of archaeological sites. The City of Guelph would undertake such work in the context of an Archaeological Management Plan.

Staff acknowledge that the history outlined in the Cultural Action Plan is limited to post-1827 settlement and does not include the history of Indigenous people in this area. Staff are committed to learning more about local Indigenous history and associated cultural heritage landscapes, and to continue to build partnerships with local communities to collaboratively identify significant cultural heritage landscapes.



The City of Guelph consults with First Nations at a corporate level. Discussion and collaboration with Guelph area Indigenous communities is being coordinated by the office of the General Manager of Culture, Tourism and Community Investment, Public Services. It will be through this future interaction that City staff would learn about known or potential cultural heritage resources that are of value to Indigenous communities.

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.

The first phase of work on the project was the completion of the Background Report, which was finalized in July 2018. The Background Report contains information about the CHAP project scope and work being undertaken, a summary of Guelph's historical development and themes, an overview of the community consultation process, and direction for the preparation of this report.

## **2.0 Components of a Cultural Heritage Action Plan**

As the Province has created and strengthened policies related to the conservation of cultural heritage resources, and cultural heritage landscapes in particular, there has been a need for municipalities to further develop their policy guidance related to the conservation of CHLs. The purpose of the following section is to outline what the City of Guelph's Cultural Heritage Action Plan is and to summarize its key components.

### **2.1 What is a Cultural Heritage Action Plan?**

Some municipalities across Ontario have undertaken the preparation of studies to provide guidance specific to the conservation of cultural heritage resources. The Background Report reviewed recent similar studies that were applicable to the preparation of the Guelph CHAP. It found that while many studies use different titles, such as Cultural Heritage Action Plan (CHAP), a Cultural Heritage Landscape Study (CHLS), or a Cultural Heritage Master Plan (CHMP), the goal is to create a community-wide implementation framework for the conservation of cultural heritage resources including recommendations and strategies. A component of each of these studies was also the identification of cultural heritage landscapes.

A Cultural Heritage Action Plan or similar study was found to contain an overview of the existing known heritage resources, an overview of the existing management approaches to heritage resources, an overview of applicable policies, an overall vision

for cultural heritage conservation, development of criteria for CHL identification, a survey of candidate CHLs, and a number of strategic initiatives and directions for implementation consideration. Implementation items are often categorized and prioritized.

## **2.2 Components of Guelph’s Cultural Heritage Action Plan**

The City of Guelph CHAP is an important guidance document to assist with the management of cultural heritage resources, and in particular CHLs within the city. Key components of the CHAP project include:

- Review of related background work and comparable action plans undertaken in other municipalities (Background Report);
- Identification of key themes in Guelph’s development (Background Report);
- Development of an inventory of candidate CHLs;
- Review of recommended financial and non-financial incentives;
- Review of cultural heritage promotion; and
- Prioritization and advice related to key conservation actions and incentive options.

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. Community engagement was an important early component of the project in order to assist with defining resources and priorities. The results of the Background Report helped to guide efforts through the development of the draft CHAP.

### **Phase 2: Development of Draft Cultural Heritage Action Plan**

This phase has involved the development of a draft cultural heritage action plan that incorporates information obtained through the first phase of work on the project. Phase 2 work began with the inventory and mapping of candidate CHLs in the City and the identification of priority areas for staff to focus conservation efforts. An examination of potential financial and non-financial incentives, as well as options for cultural heritage promotion within the City was further developed in Phase 2.

### **Phase 3: Finalize Cultural Heritage Action Plan**

The last phase of the project has involved finalization of the Cultural Heritage Action Plan, incorporating input received through previous stages of the project. The March 2019 draft CHAP was made available on the City's website and also brought forward to City Council in April 2019. Community engagement, in person and online, and consultation with Heritage Guelph informed the development of the CHAP.

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## **PART B – CULTURAL HERITAGE LANDSCAPE IDENTIFICATION**

### **3.0 Introduction**

Identification of cultural heritage landscapes (CHLs) within the City of Guelph is a major component of the Cultural Heritage Action Plan (CHAP). The twenty-nine CHLs identified by the CHAP are those considered to have cultural heritage value based on preliminary review, based on a selection of key criteria. These CHLs are now considered as candidates for listing on the Municipal Register of Cultural Heritage Properties and possible designation under the Ontario Heritage Act.

Cultural heritage landscapes can be within a single property or consist of a number of properties within a defined geographical area. The type of CHL made up of a group of properties is usually referred to as a heritage conservation district or HCD being protected under the Ontario Heritage Act.

There are five cultural heritage landscapes within the city that have already been protected by designation under the Ontario Heritage Act. The Brooklyn and College Hill Heritage Conservation District designation by-law was approved by Council in 2014 and finally by the Ontario Municipal Board in 2015. Council has also approved an individual designation by-law for the Marcolongo Farm CHL at 2162 Gordon Street and for three CHLs that make up the Homewood property at 147, 148 and 150 Delhi Street. These five protected CHLs are presented with all identified CHLs in Guelph in Section 5.3.

The project team has conducted local fieldwork and research in order to identify and map CHLs and prioritize areas to focus conservation efforts. A more detailed evaluation of heritage value will be required if a CHL is to be listed on the Municipal Register of Cultural Heritage Properties or taken through the heritage designation process.

Work completed through the Cultural Heritage Action Plan Background Report (July 2018) reviewed existing provincial policy, as well as the City's existing cultural heritage resource management regime and other examples of CHL studies conducted by municipalities across Ontario. The purpose of this initial step was to provide direction for the development of the CHAP and identification of candidate CHLs. One of the primary outcomes of the Background Report is a high level overview of the history of Guelph since its founding as a town and the establishment of key themes. Key themes related to the evolution and development of Guelph have assisted in the identification of CHLs

by providing a context within which the various CHLs fit and also to assist in grouping CHLs within the different themes.

In order to assist in the identification of areas of interest for potential CHLs, a meeting and workshop was held in early 2018 with various stakeholders who had an interest in cultural heritage matters. Input was also sought from Heritage Guelph and City staff on many aspects of the project and in particular the identification of cultural heritage landscapes. A detailed summary of the initial input was provided in the Background Report, and further information is included in this report. It is important to note that the CHLs identified through this study are not meant to be an exhaustive list, and that further work may be undertaken in the future to identify additional CHLs as new information becomes available or additional important sites are identified.

### **3.1 Methodology**

The CHAP Background Report outlines the methodology used to identify candidate CHLs within the City of Guelph. The methodology was developed to ensure a consistent, comprehensive and defensible process for the identification of CHLs. It is intended that this methodology can also be used for the consideration of future CHLs in the City. The methodology guided the fieldwork, evaluation of areas, and overall development of the CHAP. The methodology used consists of three stages. The first two stages were carried out primarily by the study team, with direction provided for the third stage. It is anticipated that the third stage will be completed by City staff at their discretion, with input from Heritage Guelph. The stages of work are as follows:

#### **Stage 1 – Establish an inventory**

- Review previous work completed by City staff and Heritage Guelph to identify CHLs (could include mapping, reports, fieldwork results, or other studies)
- Review City of Guelph Municipal Register of Cultural Heritage Properties:
  - 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 (e.g. Couling Architectural Inventory)
- Review the evolution of Guelph's development through registered plans
- Undertake a general survey to identify CHLs:
  - Resident and / or stakeholder input (e.g. through workshops, community meetings)

- City of Guelph staff input
  - Consultant team research and input (guided by established historical themes)
- Prepare preliminary inventory of CHLs. The process consists of:
  - Establish worksheets for fieldwork and reporting (see **Appendix 2**)
  - Establish a GIS mapping format that can be used to produce publically accessible maps of identified CHLs

## **Stage 2 – Evaluation of identified CHLs**

- Review and evaluate heritage character-defining features, site context and possible preliminary boundaries of the identified CHLs
- Undertake preliminary evaluation to confirm identified CHLs, using guidance provided by the Ontario Heritage Tool Kit and the criteria for determining cultural heritage significance / value in Ontario Regulation 9/06 under the Ontario Heritage Act
- Organize an inventory of candidate CHLs based on type of resource and link to historic themes
- Initial presentation of draft CHAP to Council notifies property owners / interested parties of a site's potential as a CHL and flags properties for internal review by City staff prior to any future development

## **Stage 3 – Strategic guidance for implementation and future designation**

- Undertake individual detailed studies beginning with candidate CHLs identified as having high priority to confirm cultural heritage value (as either having design / physical value, historical / associative value, or contextual value), boundaries and appropriate method of conservation and designation
- List candidate CHLs on the Municipal Register of Cultural Heritage Properties if deemed to have cultural heritage value or interest based on O. Reg. 9/06 of the Ontario Heritage Act
- Provide recommendations and / or measures for conservation of each identified candidate CHL
- Develop a priorities list for conservation actions
- Develop incentives to assist with resource conservation
- Create recommendations related to promotion, awareness, and implementation to assist with overall cultural heritage resource conservation



### 3.2 What is a cultural heritage landscape?

As part of the work on the Background Report, various sources of information were reviewed to provide an overview of guiding policy and legislation related to cultural heritage landscapes (CHLs). This included guidance documents available from the province and other jurisdictions (e.g. UNESCO, Parks Canada's Standards and Guidelines and the Ontario Heritage Toolkit), as well as municipal planning documents.

A CHL is commonly defined as a geographic area that has heritage significance, has been modified by human activity and is valued by a community. CHLs can include a range of features, such as buildings, structures, natural features or landforms, where the whole is greater than individual features. CHLs are valued for the important contribution they make to our understanding of the history of a place, an event, an individual and/or a community.

The Provincial Policy Statement, 2020 (PPS) defines CHLs 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 Indigenous community. The area may involve features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Cultural heritage landscapes may be properties that have been determined to have cultural heritage value or interest under the Ontario Heritage Act, or have been included on federal and/or international registers, and/or protected through official plan, zoning by-law, or other land use planning mechanisms.”

There are generally three types of CHLs as identified by the Ministry of Culture in the Ontario Heritage Tool Kit (Infosheet #2) including designed, evolved and associative landscapes. CHLs are not always exclusively one type, but can have elements of one or more types. The three types of CHLs are defined as:

**Designed landscapes**, which are those that have been intentionally designed (e.g. a planned garden or downtown square). Examples from Guelph include Catholic Hill, Royal City Park and the Guelph Correctional Centre.

**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). Examples from Guelph

include Homewood Campus, the Brooklyn and College Hill HCD, and the Goldie Mill Ruins.

**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). Examples from Guelph include the John McCrae House and Memorial Garden, and the Speed and Eramosa riverscapes.

Candidate CHLs identified through the CHAP were categorized based on these three types of landscapes through the inventory work conducted.

### 3.2.1 Defining significance

Guidance regarding defining the significance of CHLs can be found in the 2020 PPS and in the Ontario Heritage Toolkit. With respect to cultural heritage resources, significant is defined as a resource that has been "... determined to have cultural heritage value or interest". The Ontario Heritage Toolkit takes this notion further and indicates that the significance of a cultural heritage landscape is identified by evaluation criteria that define the characteristics of the CHL that have cultural heritage value or interest, and suggests that the Ontario Heritage Act regulations can be used to further assist in evaluating cultural heritage resources.

Ontario Regulation 9/06 provides a useful context within which to examine and evaluate significance, and has been used in developing the inventory forms used by the project team to provide a record of the fieldwork and evaluation of the various candidate CHLs. As such, the significance of a candidate CHL can be assessed based on the combination of which historic themes the CHL relates to, what the cultural value is, and how the CHL is valued by the community.

### 3.2.2 Defining boundaries

Appropriate consideration should be given when defining CHL boundaries. The Ontario Heritage Tool Kit contains the following useful information with respect to boundary identification:

"Within a cultural heritage landscape, there are often heritage buildings, structures, ruins, trees, plantings, archaeological resources and other features or attributes that collectively illustrate a historical theme or activity. There is usually evidence of change over time, through site evolution and/or natural regeneration. There are also

historic and/or visual qualities that can include viewsheds or site lines from within the landscape area, as well as specific observation points from outside its boundaries. Defining the cultural heritage landscape boundaries can involve a range of considerations, including but not limited to the use of: roadways; rights-of-way; river corridors; fences; edges of tree lines and hedge rows; property lines; landforms; and lakeshores. It is therefore important for boundaries of a cultural heritage landscape to be clearly defined for conservation purposes within a land use planning context.”

Where possible, boundaries of candidate CHLs should follow easily-identifiable features as outlined above. The intent of the CHAP process is to identify candidate CHLs and preliminary boundaries. It is intended that refinements will be made to boundaries through further study (such as the listing and designation process) of a specific candidate CHL in the future.

### **3.2.3 Future management and adjacent lands**

Future management of heritage resources within a CHL can occur through several means, including land use designation under the Planning Act or cultural heritage designation under Ontario Heritage Act, identification in planning documents, implementation of a management plan (which may include the use of zones to guide development), and consideration of impacts from nearby development.

The policies contained within the Provincial Policy Statement (PPS) require the City to consider and assess impacts caused by development occurring adjacent to protected heritage property. In the case of cultural heritage resources, the City of Guelph Official Plan identifies adjacent properties as: immediately abutting; separated by a right-of-way; or within 30 metres for properties larger than 2.5 ha or resources within a road right-of-way. For any development adjacent to a protected heritage property<sup>1</sup> (including CHLs), recommendations as to how negative impacts could be avoided or mitigated would be required to be provided through applicable study and assessment (i.e. a scoped Cultural Heritage Resource Impact Assessment).

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<sup>1</sup> The City of Guelph Official Plan defines protected heritage property to mean real property designated under Parts IV, V, or VI of the Ontario Heritage Act; heritage conservation easement property under Parts II or IV of the Ontario Heritage Act; and property that is the subject of a covenant or agreement between the owner of the property and a conservation body or level of government, registered on title and executed with primary purpose of preserving, conserving and maintaining a cultural heritage feature or resource, or preventing its destruction, demolition or loss.

## 4.0 Key themes in Guelph's development

The work undertaken through the Background Report provided an overview of Guelph's history and how the city has developed since Galt's original town plan in 1827. Key themes in Guelph's history were developed to identify and evaluate candidate CHLs during the inventory phase. The following themes were developed:

- Residential
  - Various periods of residential settlement and their architectural styles (Early registered plans; 19<sup>th</sup> century; 20<sup>th</sup> century; Veteran/Wartime housing).
- Commercial
  - Farmer's market;
  - Downtown retail/commercial/economy.
- Transportation
  - Early trails, roads and waterways connecting Guelph to other towns and important areas (supporting commerce);
  - Roads providing access to rural lots to encourage settlement;
  - Construction of railroads, which 'sliced through' the Market Grounds and impacted the heart of 'Galt's radial plan';
  - Guelph streetcar lines;
  - Guelph Junction Railway;
  - Bridges (over rivers, roads and railways)
- Industry
  - Periods of boom and bust which influenced construction/growth and hardship;
  - Early industry (mills, foundries, tanneries);
    - e.g. Sleeman's breweries, Bell Organ and Piano Company, Raymond Sewing Machine Company, Armstrong, McCrae and Co.
  - Quarries, mining, dams, aggregate extraction.
- Waterways and landforms
  - Influence of the Speed and Eramosa Rivers (and their tributaries) as well as other natural landforms on settlement.
- Agriculture

- Presence of farms and agriculture in rural areas throughout the 19<sup>th</sup> and 20<sup>th</sup> centuries.
- Institutional
  - Churches and places of worship;
  - Education and schools (historically and today);
    - e.g. neighbourhood schools, University of Guelph, Ontario Agricultural College, Ontario Veterinary College
  - Government;
  - Public works and infrastructure;
  - Healthcare;
  - Memorials.
- Recreational
  - Parks;
  - 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).

## 5.0 Cultural heritage landscape inventory

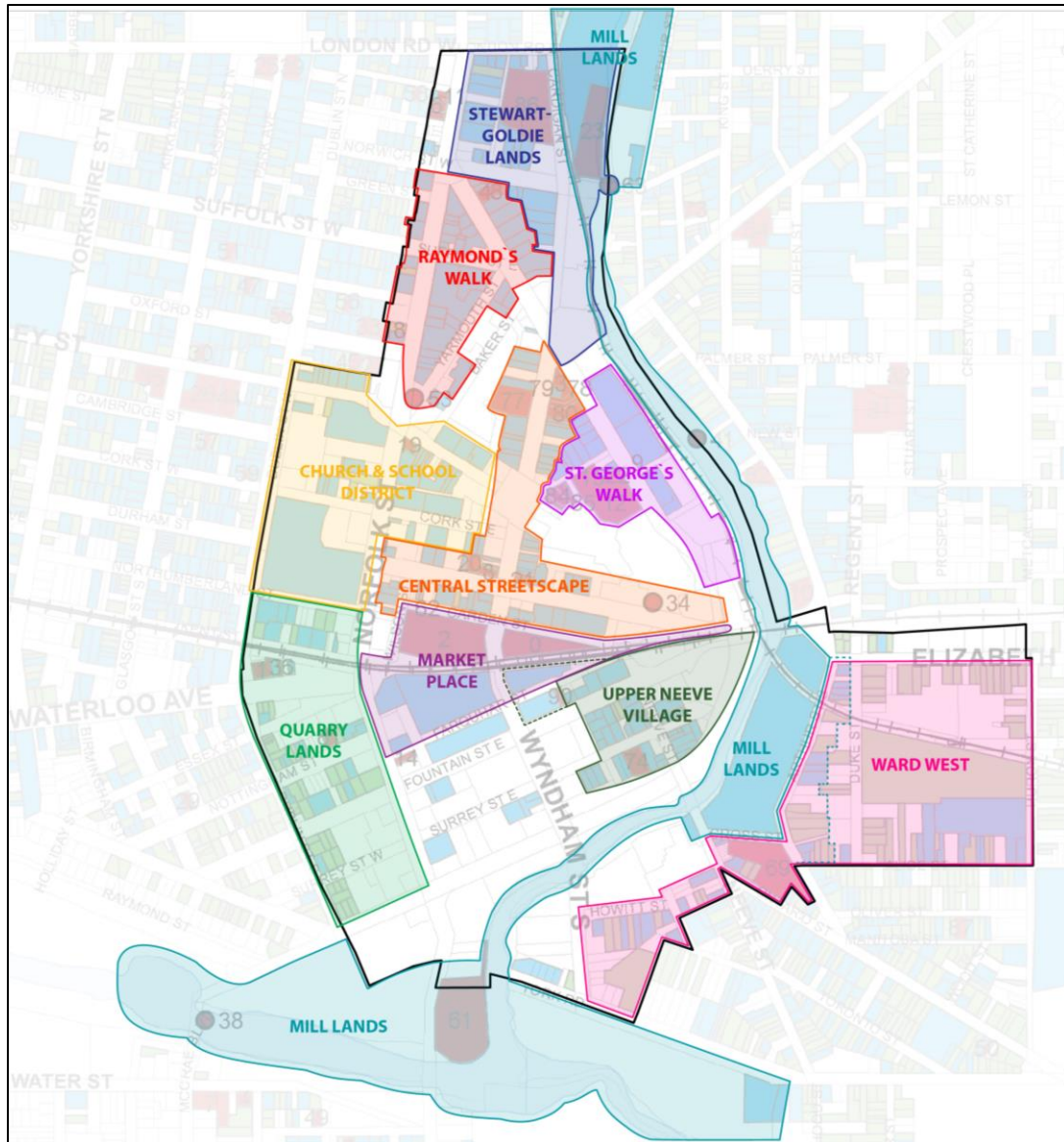
The following section outlines the results of the work undertaken to identify candidate CHLs within the City of Guelph. An inventory has been compiled to establish an initial record of candidate CHLs and to identify priority for the City to focus conservation efforts, based on the CHL's exposure to risk. The inventory of candidate CHLs will help

shape future policy and guideline development, and the potential conservation of CHLs under the Planning Act and/or Ontario Heritage Act, as further explored in Part E.

## 5.1 Preliminary candidate CHL identification

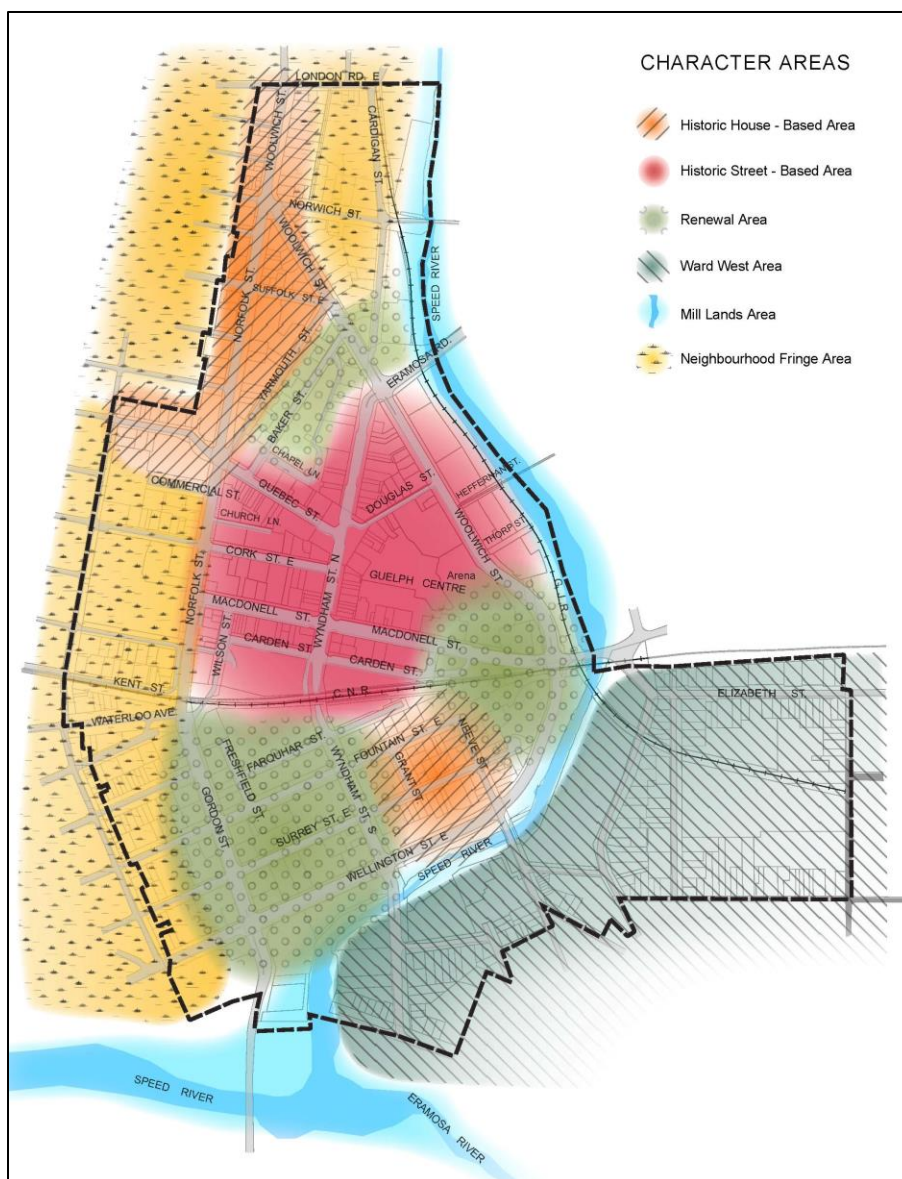
An initial stakeholder meeting and workshop was held at City Hall on January 25<sup>th</sup>, 2018 to introduce the project to key stakeholders and gather feedback to inform the CHAP process. One of four main topics of the workshop was the identification of CHLs. A mapping exercise was incorporated into the workshop in order to gather input from the attendees regarding possible CHLs. Preliminary mapping that included potential CHLs was generated by the project team prior to the workshop to provide context and examples to help generate discussion, and a number of preliminary areas were identified for further consideration and evaluation.

In addition to information gathered during stakeholder engagement, previous work conducted by City staff with input from Heritage Guelph for the Downtown Streetscape Manual and Built Form Standards was incorporated into the CHAP and helped to inform the project. Heritage character areas (**Figure 1**) were previously identified as part of a broader study which examined the core of Guelph and future policy direction. The areas identified were taken into consideration when identifying candidate CHLs, and helped to refine the Downtown Character Areas near the City's core as presented in the Downtown Streetscape Manual and Built Form Standards (**Figure 2**).



**Figure 1:** Downtown character areas identified by Heritage Guelph





**Figure 2:** Downtown character areas (source: Downtown Streetscape Manual & Built Form Standards)

Based on the input received from Heritage Guelph, stakeholders, City staff and the project team, the following key areas were identified for further consideration during the development of candidate CHLs:

- Riverscapes: Speed and Eramosa Rivers and their confluence;
- First Nations / Métis history throughout Guelph;
- Galt's 1827 Plan (an early fan-like plan of Downtown Guelph);
- Original town limits and plot laid out by John Galt (roughly square bounded to the north by London Road, to the east and south by the Speed River, to the west by Edinburgh Road);

- Plan 8, registered in 1856;
- Downtown's built form and character;
- Market Square Grounds area;
- Heritage Character Areas, as identified by Heritage Guelph through the Downtown Secondary Plan process;
- 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;
- 'Paisley Block' – part of the area in the third concession, Division B of Guelph Twp. (now within City of Guelph);
- Speedvale Avenue;
- 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) and Ontario Veterinary College;
- The Arboretum at the University of Guelph;
- 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.

All information gathered during the earlier stages of the CHAP project has been considered in the identification of candidate CHLs and development of draft recommendations.

## 5.2 Fieldwork approach

The approach to the fieldwork component of the CHL identification was based on the detailed methodology developed through the Background Report. The study team compiled potential CHLs developed through consultation with City staff, and stakeholders, as well as research conducted through a mapping exercise. The study team conducted a visual inventory of the various areas of Guelph in order to gain a better understanding of the CHLs flagged during initial consultations. Site visits were undertaken and notes prepared in order to assist in documentation and preparation of inventory forms for each candidate CHL. In many cases, candidate CHLs and draft boundaries were refined based on the results of the fieldwork and historical review. Additional candidate CHLs were also added based on site review and further research.

Once the fieldwork component was completed by the study team, a revised map of CHLs was prepared taking into account fieldwork results. Meetings were held with City staff and Heritage Guelph to discuss results and obtain feedback.

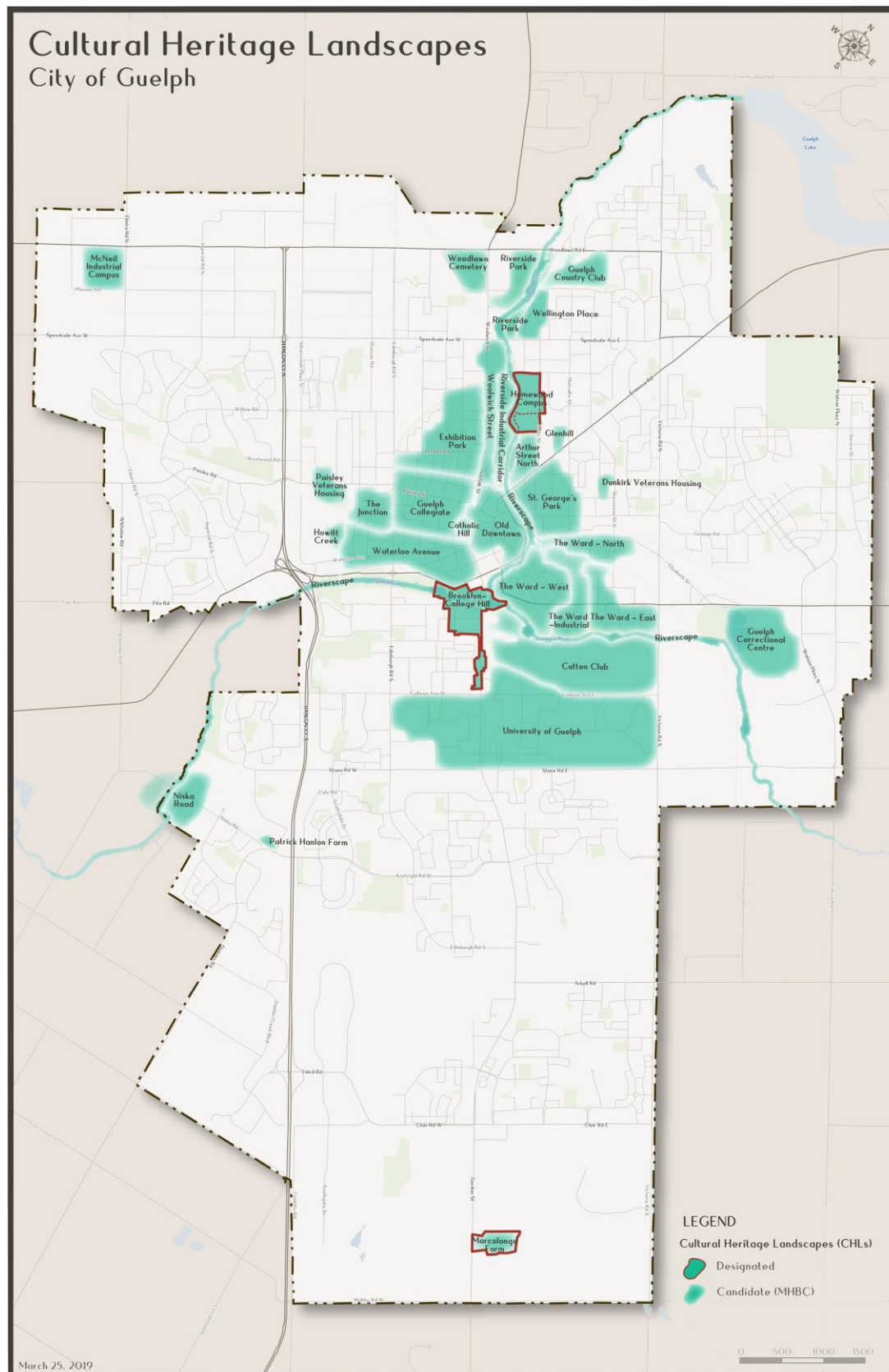
## 5.3 Candidate CHLs in Guelph

The inventory of candidate CHLs includes a total of 29 areas across the City of Guelph, exemplifying a range of heritage resources that characterize the city's history. The candidate CHLs contain a mixture of built heritage resources, landscape features, and environmental features and all contribute to an understanding of Guelph's history. Particular importance is placed on Plan 8, as a very formative planned element that shaped the physical evolution of the city. Nearly all of the Plan 8 area is captured as part of smaller recommended candidate CHLs.

The five cultural heritage landscapes already protected by designation under the Ontario Heritage Act are indicated with a solid red boundary: The Brooklyn and College Hill Heritage Conservation District; the Marcolongo Farm CHL on Gordon Street; and three CHLs that make up the Homewood Healthcare Centre on Delhi Street.

It is important to note that the boundaries of the candidate CHLs are intentionally shown as conceptual, with the understanding that they will be confirmed and possibly refined through future detailed study. The current inventory of candidate CHL resources is depicted on **Figure 3** on the following page. Some additional areas were initially flagged

by the project team as being of interest (e.g. south Guelph agricultural area, Guelph Turfgrass Institute, southern tributaries), but have not been carried forward to the candidate CHL stage because the important components have been or are being addressed through other studies by the City of Guelph.



**Figure 3: Candidate CHLs within Guelph**

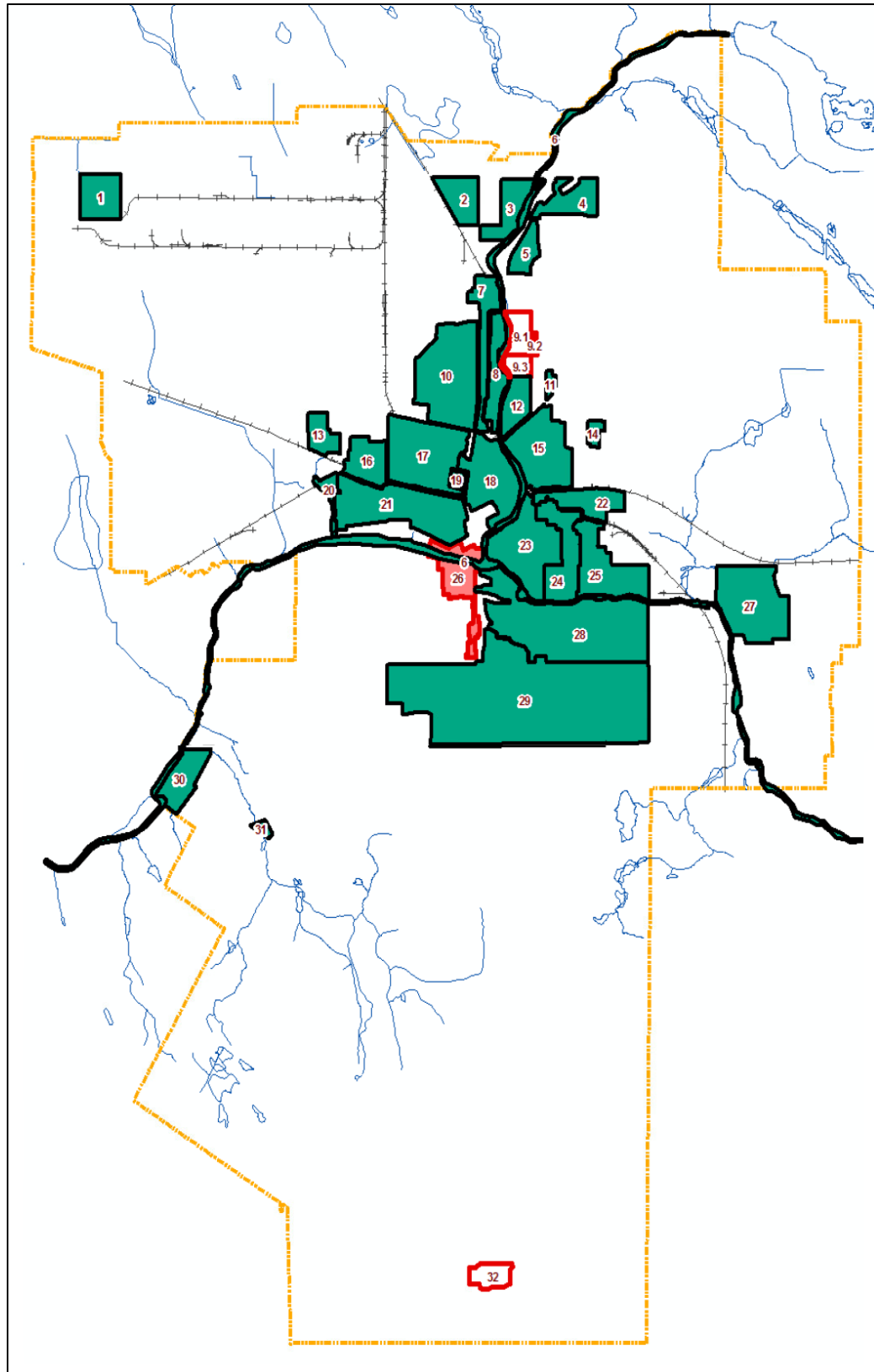


Figure 4: Candidate and designated CHLs within Guelph (numbered as in Table 1)

**Table 1** (below) provides a list of the candidate CHLs, the five designated CHLs and a very brief summary of the components of each. These CHLs are presented in the order that they were assessed – from the northwest corner of the city to south. A detailed inventory form for each of the candidate CHLs, including photos, site visit notes, and an assessment of significance is included in **Appendix 2**.

**Table 1: List of Candidate CHLs and Designated CHLs (in grey) in Guelph**

ID	Name	Type of landscape
CCHL-1	McNeil Industrial Campus	- Mid-20 <sup>th</sup> century designed industrial office campus.
CCHL-2	Woodlawn Cemetery	- Cemetery / park setting.
CCHL-3	Riverside Park	- Park and recreational area along river.
CCHL-4	Guelph Country Club	- Golf course and clubhouse.
CCHL-5	Wellington Place	- Residential neighbourhood adjacent to riverscape and park area.
CCHL-6	Speed and Eramosa Riverscape	- River landscape (banks, channel, historic crossings and structures).
CCHL-7	Woolwich Street	- Early transportation route in Guelph; residential neighbourhood.
CCHL-8	Riverside Industrial Corridor	- Mix of industrial uses adjacent to river. - Contains Goldie Mill Ruins and the Norwich Street Bridge.
CHL-9	Homewood Campus	- Institutional landscape with three parts (Therapeutic Landscape; Ancillary Landscape; Riverslea Estate Landscape) now protected under three separate Part IV heritage designation by-laws.
CCHL-10	Exhibition Park	- Residential neighbourhood and early designed park.
CCHL-11	Glenhill	- Residential enclave.
CCHL-12	Arthur Street North	- Primarily residential neighbourhood near river and early industrial lands.
CCHL-13	Paisley Veterans Housing	- Post-WWII residential neighbourhood.



ID	Name	Type of landscape
CCHL-14	Dunkirk Veterans Housing	- Post-WWII residential neighbourhood.
CCHL-15	St. George's Park	- Residential neighbourhood near river, early industrial lands and park.
CCHL-16	Junction	- Mixed residential and industrial area characterized by intersecting rail lines.
CCHL-17	Guelph Collegiate	- Residential neighbourhood developed near important early institutional use.
CCHL-18	Old Downtown	- Core area of Guelph with mix of uses.
CCHL-19	Catholic Hill	- Early church building complex developed on a rise of land.
CCHL-20	Howitt Creek	- Natural area with early milling history.
CCHL-21	Waterloo Avenue	- Residential neighbourhood located adjacent to early transportation corridor.
CCHL-22	Ward - North	- Mixed residential area developed between two rail lines.
CCHL-23	Ward - West	- Mixed residential and industrial area adjacent to and linked to Downtown.
CCHL-24	Ward - Industrial	- Primarily industrial area centred on rail.
CCHL-25	Ward - East	- Residential area adjacent to river and near early industry in east Guelph.
CHL-26	Brooklyn and College Hill	- Mixed residential area, park, and early transportation route now protected under a Part V heritage designation by-law as a heritage conservation district
CCHL-27	Guelph Correctional Centre (GCC)	- Remains of former self-contained correctional facility located east of Guelph. - Identified by Province as a CHL of Provincial Significance under O.Reg. 10/06.
CCHL-28	Cutten Club	- Golf course and clubhouse.
CCHL-29	University of Guelph Campus and the Arboretum	- Educational campus containing resources spanning 19 <sup>th</sup> and 20 <sup>th</sup> centuries.
CCHL-30	Niska Road	- Early road and historic crossing.

ID	Name	Type of landscape
CCHL-31	Patrick Hanlon Farm	- Remnant agricultural farmstead complex.
CHL-32	Marcolongo Farm	- Remnant early agricultural farmstead complex now protected under a Part IV heritage designation by-law.

## 6.0 Recommendations

The province has provided some direction related to implementation and conservation as part of the Ontario Heritage Tool Kit, and notes that there are a variety of potential methods by which a municipality can conserve a significant CHL. Options include: heritage conservation district policies, guidelines and studies; area design guidelines; height and setback restrictions / site plan control; landscape impact assessments; secondary plan policies for special areas; special zoning by-laws with heritage criteria overlay; subdivision development agreements; community improvement plans; stewardship financial incentives; landscape conservation plans; and park area / corridor area management plans. It is noted that the municipal Official Plan or other planning policy tools can further identify, manage and conserve significant CHLs.

In addition to the above, a review of actions taken by other municipalities across Ontario who have recently undertaken an inventory of CHLs was conducted through the Background Report work.

The following actions have been identified as potentially being pursued for the conservation of candidate CHLs and are appropriate for the City of Guelph:

- Listing on the Municipal Heritage Register of Cultural Heritage Properties
- Designation in a municipal Official Plan, with associated policies to guide conservation of the applicable cultural heritage resources
- Zoning By-law regulations to conserve important features
- Preparation of guidelines or a management plan that addresses cultural heritage landscape conservation
- Designation under either section 29, Part IV (for individual properties) or section 41, Part V (for groups of properties) of the Ontario Heritage Act
- Entering into a heritage conservation agreement to guide conservation and management of a specific cultural heritage landscape
- Requirement for the preparation of a Cultural Heritage Resource Impact Assessment and possibly a conservation plan when contemplating redevelopment within a listed or designated CHL.

For the candidate CHLs, Part E of the CHAP outlines specific priorities for each of the CHLs identified so that City of Guelph staff and Council have some advice on how future work related to CHL conservation should occur, as well as a recommended timeline to focus conservation efforts.

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## **PART C – INCENTIVES REVIEW**

### **7.0 Introduction**

The legal authority for municipalities to provide financial incentives to privately-owned heritage resources is established under both the Ontario Heritage Act and the Municipal Act. Sections 39 and 45 of the Ontario Heritage Act 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. The delivery of direct financial incentives for the purposes of heritage preservation may also be supported and implemented through the creation of area-specific or municipal-wide Community Improvement Plans as provided under Section 28 of the Ontario Planning Act.

Over the years, the City of Guelph has delivered various targeted grants programs designed to facilitate the uptake of private, third-party efforts to rehabilitate, restore, preserve and beautify properties that convey special historic and/or cultural meaning. Municipal incentive programs in Guelph have included: tax increment-based programs (i.e. a financial program where the value is determined by the difference in pre and post property tax levels); downtown activation grants (i.e. municipal funds geared directly to mid-sized buildings requiring major investment to help protect) and façade improvement and feasibility study grants that have supported the revitalization of key local heritage resources.

Direction from Council resulting from discussion of the Brooklyn and College Hill Heritage Conservation District in 2014 included an expectation that recommendations regarding financial incentives for designated heritage properties would be provided to Council at a future date, and were therefore contained in the scope of work outlined in the CHAP Project Charter endorsed by Council on September 6<sup>th</sup>, 2016.

As part of the CHAP consultation process, community stakeholders expressed a strong desire for the City of Guelph to implement heritage conservation policies that include a suite of financial incentives for owners of designated cultural heritage resources. Stakeholders also reaffirmed the importance of encouraging a broad cross-section of heritage property owners to take proactive steps in preserving the enduring legacy of their assets. It was determined that financial incentives must also be accompanied by non-financial incentives that should be implemented by the City of Guelph.

This section of the CHAP reviews the topic of financial and non-financial incentives as they relate to cultural heritage resource conservation, and provides recommendations for the City to pursue.

## **8.0 Types of financial and non-financial incentives**

The following section outlines the various types of incentives that a municipality in Ontario can consider, and discusses the options as they relate to the City of Guelph.

### **8.1 Financial incentives**

In Ontario, there are three basic types of financial incentives (sometimes referred to as “financial tools”) available to support and advance heritage-based investments by private property owners - grants, loans and municipal tax-relief incentives. The allocation of financial incentives to private interests are generally restricted to owners of cultural heritage resources that are designated under Part IV or V of the Ontario Heritage Act. These programs are used widely by Ontario municipalities, in many cases in combination with one another in order to encourage heritage building conservation.

In addition to the ‘traditional’ financial incentives programs available to municipalities, there are some additional programs that are available and have been used in some cases across Ontario. These include matters such as façade improvement programs, development charges rebates, and permit fee reductions.

#### **8.1.1 Grant programs**

In the experience of the study team, municipal grants are generally recognized as the most effective and most transparent means of achieving heritage conservation goals. Grant programs are established by an upfront commitment by Council to deliver funds (normally allocated through the annual capital planning process) to individuals and community organizations that meet the specific eligibility criteria to participate.

Grant programs, particularly those supported by taxpayers, are normally operated over a fixed period (i.e. four to five years), and are accompanied by an annual application process. Eligible owners are invited to apply to the program, with funding decisions ultimately determined by an internal committee of heritage experts or a senior staff heritage lead.

The following are some examples of heritage grant programs from across Ontario:

<b>Municipality</b>	<b>Amount</b>	<b>Total annual budget</b>
City of Kingston	\$5,000 / application	\$50,000
Town of Port Hope	\$25,000 / application	\$36,000
City of Cambridge	\$5,000 / application	not specified
City of Kitchener	\$3,000 / application	not specified
Town of Oakville	\$15,000 / application	\$90,000

Some municipalities rely on municipal parking revenues to fund their heritage grant programs. Municipalities with downtown heritage districts, may, for example, earmark a certain share of metered-parking revenues – usually collected within the district itself - to help fund the municipal grant program on an annual basis. Depending on the market attractiveness or appeal of the heritage district, parking revenues have the potential to provide a stable, year-over-year funding for municipal heritage grant programs.

Funds are distributed to eligible/qualified heritage property owners to undertake specific work that leads to a defined set of outcomes which would ultimately benefit both the property owner and public interest. Grants are typically offered on a dollar-to-dollar matching basis, up to a maximum threshold (i.e. \$20,000). In order to encourage participation, grant programs are typically offered on a limited-time basis or until the funding package agreed to by Council is fully exhausted.

### **8.1.2 Loan programs**

Loans are used by many municipalities to support and encourage private investment in heritage conservation by property owners. Loans – typically offered by the municipality at below-market interest rates - are intended to be used specifically for projects that preserve or restore the integrity of the resource. By nature, loan programs can be significantly more cumbersome to administer because of the legal and financial accountability issues that are involved in its oversight. Loan programs are typically more prescriptive in nature and apply to a narrow range of building improvements. In certain programs, applicants may encourage to partner with specific trades people or architects to ensure that municipal heritage guidelines and standards are fully safeguarded.

### **8.1.3 Municipal tax relief programs**

Tax relief programs are offered by some municipalities in Ontario as a means to encourage heritage property owners to restore and/or rehabilitate their structures in exchange for reductions or refunds to their municipal property tax bill. Municipalities that choose to offer heritage property tax relief programs are required to establish their programs within a prescribed range of 10 to 40 percent. The Province is also a key participant in this process, extending heritage property owners relief from the education portion of their tax bill.

Heritage Tax Relief programs, while popular with heritage property owners, can be difficult and costly to administer due to the legal obligations that need to be fulfilled and monitored on a property-by-property basis, and require individual easement agreements with the City. Moreover, Heritage Tax Relief programs also require greater internal (interdepartmental) and external (MPAC) co-ordination efforts, and also require routine inspection and monitoring efforts to ensure that properties receiving rebates or refunds have appropriately allocated those monies to heritage-specific improvements rather than routine repairs and general property maintenance.

### **8.1.4 Façade improvement programs**

Some municipalities across Ontario (e.g. Cobourg, Peterborough, Kitchener and Meaford) have used façade improvement programs in order to assist with the conservation of heritage buildings. Guelph has also used this program in the past within the Downtown Community Improvement Plan (CIP) area. In order to be eligible, buildings need to be located within a CIP in order to have funding available, but do not necessarily have to be designated under the Ontario Heritage Act.

Façade programs are typically used in downtown commercial areas in order to spur investment and target specific types of repairs. Guidelines are prepared to provide building owners with the information necessary to help with repair efforts, and programs tend to be run similar to a typical heritage grant program. Funding amounts provided are often 50% of the cost of the repair work.

### **8.1.5 Development charge and permit fee rebates**

In order to encourage development within certain areas, municipalities are able to use development charge or permit fee rebates to assist applicants. Development charge rebates can be applicable to certain areas, and can be targeted to certain types of development such as those involving heritage buildings. For example, the Town of



Cobourg offers a program whereby building and planning fees are waived for interior and exterior work within the downtown area, and offers a discount of 50% for other properties designated under the Ontario Heritage Act (either Part IV or V). By offering these types of rebates, municipalities can offer assistance to property owners within targeted areas of the municipality.

## **8.2 Non-financial incentives**

In addition to providing financial incentives, most successful municipally-led heritage programs in Ontario are supported by strong corporate communications, coordinated interdepartmental response and a commitment to recognize the efforts of committed groups and individuals. Together, these non-financial incentives should help increase local awareness and focus public attention around the importance of preserving local cultural heritage resources.

### **8.2.1 Corporate communications**

Efforts to preserve and protect cultural heritage resources must include a clear municipal strategy that emphasizes the role and value that heritage plays in the day-to-day lives of residents. Heritage conservation efforts require leadership and collaboration between elected officials, municipal staff, engaged citizen groups, preservation experts, architects, building trades and private property owners.

Programs aimed at conserving cultural heritage must be able to convey why specific resources are important to the community, and at the same time clearly explain how individuals and groups – whether they own these heritage resources or not – can play a direct role in protecting, preserving or enhancing them.

Clear corporate communication is essential for helping interested heritage parties navigate municipal programs, including the financial avenues and support programs described above. The City's website, for example should maintain up-to-date information and links to best practices in Ontario. Financial programs should be supported by calculators and worksheets that allow eligible properties to evaluate the benefits of participating in specific heritage programs.

### **8.2.2 Streamlining municipal approvals for heritage resource conservation**

Programs introduced to support cultural heritage preservation must be accompanied by a commitment to make the approvals process as streamlined and efficient as possible. While cultural heritage preservation measures may take time, there is clear benefit for a co-ordinated team response to cultural heritage conservation efforts that involve large and diverse resource groupings such as: streets, blocks, neighbourhoods, campuses, greenspaces, and important natural landscapes.

### **8.2.3 Consultation services**

Municipal heritage planning staff play an important role in helping bridge the knowledge gap that exists between various parties interested in cultural heritage preservation. Heritage staff play a role in helping property owners make informed decisions on appropriate restoration techniques and service providers (skilled trades) that have the expertise to deliver high-quality outcomes. Some municipalities offer a 'one-stop' contact venue and resource that people can tap into for advice. By offering this expertise to applicants, the knowledge that City staff have can be shared with members of the public in order to assist them in the decision-making and application process.

## 9.0 Recommendations

Based on the review undertaken to date, the following recommendations are provided related to incentives within the City of Guelph:

### Financial incentives

The City of Guelph should implement a suite of financial tools to assist designated cultural heritage resource owners in making critical investments toward the conservation, restoration, or stabilization of buildings and landscapes that preserve the legacy of human settlement activity in Guelph.

- A grants program should be established, which includes a schedule (preferably multi-year so expectations are clear), level of funding, and clear eligibility criteria to be determined by Council. Uptake of the program should be monitored, and consideration be given to increasing funding should eligible projects go unfunded.
- A façade improvement program should be further investigated for key areas of the city (e.g. Downtown CIP), should it be determined that additional funding beyond the grant program for designated buildings is desired by City staff. This could build on the success of previous similar programs offered by the City.
- A program to waive / reduce fees should be investigated as a way to assist designated heritage property owners with conservation efforts.
- The City should implement a legal framework and annual budget process for heritage funding that is available to owners of designated cultural heritage resources identified within priority areas of Guelph.
- The City should establish a monitoring program to ensure that the costs of delivering heritage-based financial incentives are achieving the stated goals and desired outcomes.

### Non-Financial incentives:

- The City of Guelph should support and encourage cultural heritage initiatives through a robust program that communicates the impacts that residents, property owners, community leaders and other partners can play in the conservation of the city's enduring legacy of cultural heritage value.

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## **PART D – CULTURAL HERITAGE PROMOTION**

### **10.0 Introduction**

The promotion of cultural heritage conservation helps to spread greater awareness about the resources that exist within a municipality, and is also a means to signal to the community that cultural heritage is valued by the municipality. Promotion of cultural heritage may also help to increase pride in heritage buildings and fuel investment in heritage properties, as property and business owners become interested in increased conservation and the desire to be in a heritage building.

Some promotion efforts are best coordinated by the municipality itself, while other efforts may be best coordinated by other groups in partnership with the municipality. As part of the CHAP consultation process, community stakeholders discussed potential options for cultural heritage promotion within the City of Guelph. A number of ideas were discussed and generated by the groups, which have helped to inform the discussion and review contained within this section of the CHAP.

### **11.0 Approaches to promotion**

The following reviews the various types of cultural heritage promotion activities that are currently in use by the City of Guelph, as well as those that were either raised through stakeholder consultation or were identified as potential options to pursue.

#### **11.1 Current City of Guelph actions**

The City of Guelph presently undertakes a number of initiatives related to the promotion and conservation of cultural heritage resources. These range from general promotion, to sharing of information about heritage events and happenings around the city, providing useful information to heritage property owners and interested parties, and participating in cultural heritage related events.

### 11.1.1 Website and information sharing

The City of Guelph website contains information about cultural heritage resources and various heritage-related initiatives undertaken by the City of Guelph. The City is developing online interactive mapping providing detailed information related to cultural heritage resources listed and designated under the Ontario Heritage Act, and will allow users to click on a location to learn more about what heritage resources are present.

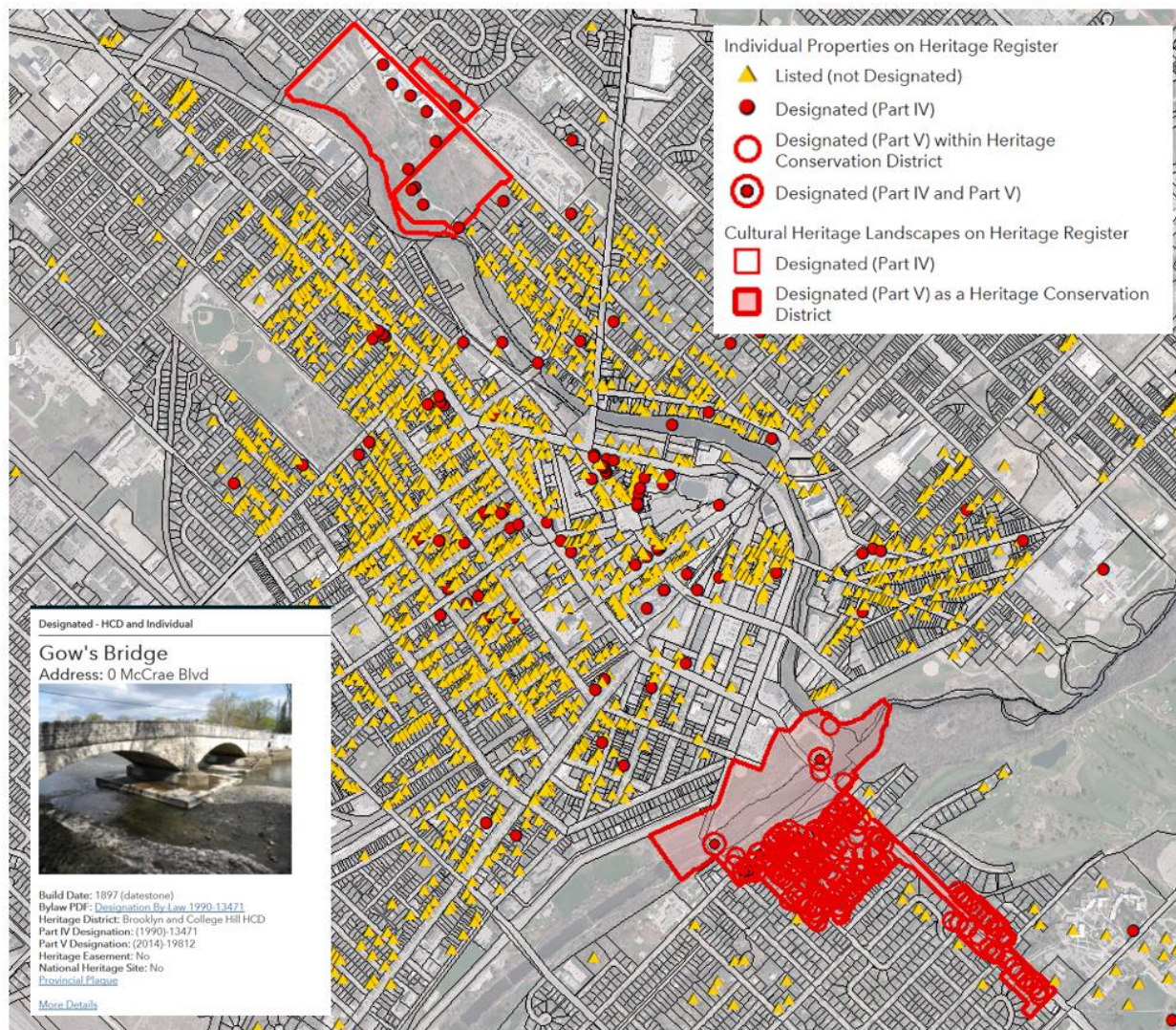


Figure 5: Mapping of listed and designated heritage resources (source: City of Guelph GeoDataHub).

Detailed information is available for each resource, including photos, designation bylaw and reasons for the property being important to the City of Guelph.

In addition to the mapping of heritage resources, the City website also promotes the Brooklyn and College Hill Heritage Conservation District through a section of the website.



Information about the project is listed, including staff contacts should website viewers have questions about the District. Resources are available on the website as well for those who own property within or adjacent to the District. Finally, there is a Frequently Asked Questions section and information on heritage terms.

**11.1.2 Doors Open**

Municipalities across Ontario participate in the Doors Open program, which is organized under the umbrella of the Ontario Heritage Trust. Events occur throughout Ontario and occur throughout the year, generally from April through October. The events are way to showcase unique and interesting places within communities, which often include heritage buildings.

Within Guelph, the event is organized by the Guelph Arts Council, which is partly funded by the City of Guelph. The event features buildings across the city, containing a mix of heritage buildings and those not typically made available to the public for access.

#### THIS YEAR'S EVENT - SATURDAY, APRIL 27, 2019, 10AM - 4PM\*





\*The last tour departs at 3:40pm or earlier if required by lineup, in order to allow sites to close at 4pm.

Doors Open is a free community event and no tickets or registration are required. The hours are 10 – 4, and you can begin at any featured site and visit as many as you like over the course of the day. There may be line-ups at some sites.

This year Doors Open Guelph will be enhanced by *Telling Guelph's Stories*, an event-within-an-event that will increase the role the arts play in Doors Open. Visitors can experience dramatic storytelling at the Gow Bridge with artist Jay Wilson, guided public art and downtown gallery walks, and arts activations at Doors Open sites.

#### What buildings will be open for Doors Open Guelph?

2019 site information will be published on Doors Open Ontario's website <http://www.doorsopenontario.on.ca/> and below.

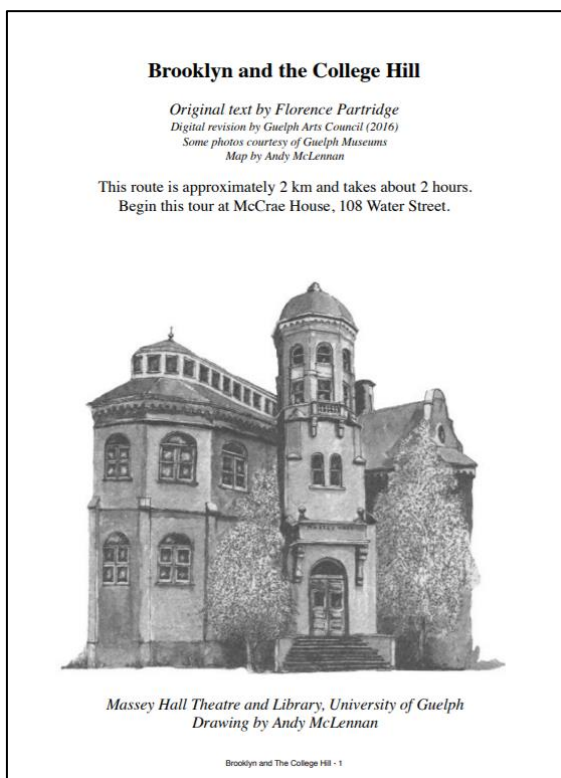
<p><b>The Victory School</b> 135 Exhibition Street</p>  <p>Built due to a population spike, the school was named after the Allied victory that ended the First World War. It opened in 1919, with an addition in 1953. Its original brass rails and wooden floors enhance the gracious image presented by its red brick exterior and park setting.</p>	<p><b>92 Speedvale Avenue</b> Greenbriar</p>  <p>Built circa 1865 - 67, this Neo-Classical Vernacular house set on its lot of heritage trees is a treasure trove of antiques and art. The house features original woodwork and glass. Art by local artists as well as many unique collections are displayed through the house.</p>	<p><b>125 Norfolk Street</b> Lornewood Mansion</p>  <p>Lornewood was built by Charles Raymond in 1867 and enlarged later with the Tuscan bays and tower. It was named after an 1879 visit from the Marquis of Lorne and his wife Princess Louise. The house has been restored with its original ornate black walnut trim, ceilings, lead-glass windows, carpets and elaborate furniture.</p>	<p><b>2162 Gordon Street</b> Marcolongo Heritage Farm</p>  <p>Settled in 1833, this was one of the first farms in Puslinch. In 1878, James Blair built the granite fieldstone house. The original timber-framed small barn and the large bank barn built in the 1880s or 90s have been restored. The farm property has been designated as a Cultural Heritage Landscape.</p>
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2019 Doors Open information for Guelph ([source](#): Guelph Arts Council).

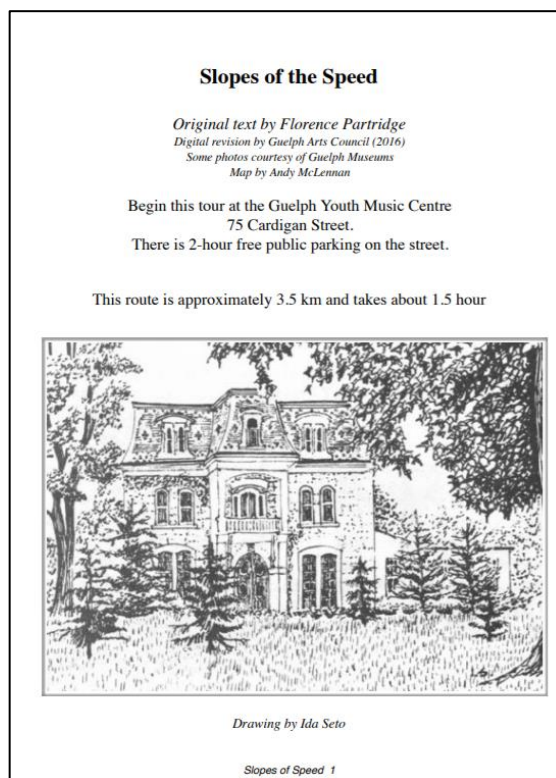
### 11.1.3 Walking tours

Heritage walking tours are offered in some municipalities across the province in order to promote certain areas as important for cultural heritage reasons. Often, maps are provided that feature suggested walking routes and stops with information about certain properties.

Within Guelph, the Guelph Arts Council offers six different walking tours that include: Where Guelph Began; Ward One; Slopes of the Speed; Downtown Walkabout; Altar and Hearth - Exhibition Park; Altar and Hearth - Catholic Hill; and Brooklyn & the College Hill.



(source: Guelph Arts Council)



Walking tours are available to download for self-guided purposes, and the Guelph Arts Council also offers guided tours on weekends through the spring and summer months.

#### 11.1.4 Heritage Guelph

Heritage Guelph plays an important role in the conservation of built heritage resources and cultural heritage landscapes within Guelph. The Committee provides advice to City Council and heritage property owners regarding heritage conservation best practices and the potential to list or designate properties of cultural heritage value or interest within the city.



Co-operation between City Council, City staff, Heritage Guelph and heritage property owners has resulted in over 265 sites being designated under the Ontario Heritage Act.

## 11.2 Other approaches to promotion

Through the work completed as part of the project, additional means of cultural heritage promotion were investigated by the project team and also noted by the stakeholders and Heritage Guelph through the consultation efforts.

### 11.2.1 Signage and wayfinding

Signage and wayfinding are important features that help people to navigate an area, and well-designed features are also welcoming for visitors and residents alike. Successful wayfinding is especially important to be able to guide tourists, visitors and local residents along safe and interesting pathways that showcase important places, heritage buildings, cultural features, streetscapes and parks. Successful wayfinding not only provides for pedestrian traffic, but also vehicular traffic (e.g. directions to parking).

Programs specific to cultural heritage resources can help to direct people's attention to particular aspects of an area and also promote and create awareness of cultural heritage. Many municipalities across the Province have signage programs related to designated heritage buildings / properties, which helps to identify noteworthy properties. Some municipalities also offer sign programs to note where heritage conservation districts are located, supplementing existing street signs.



Examples of heritage signage from the City of Mississauga (left) and Wilmot Township (right)

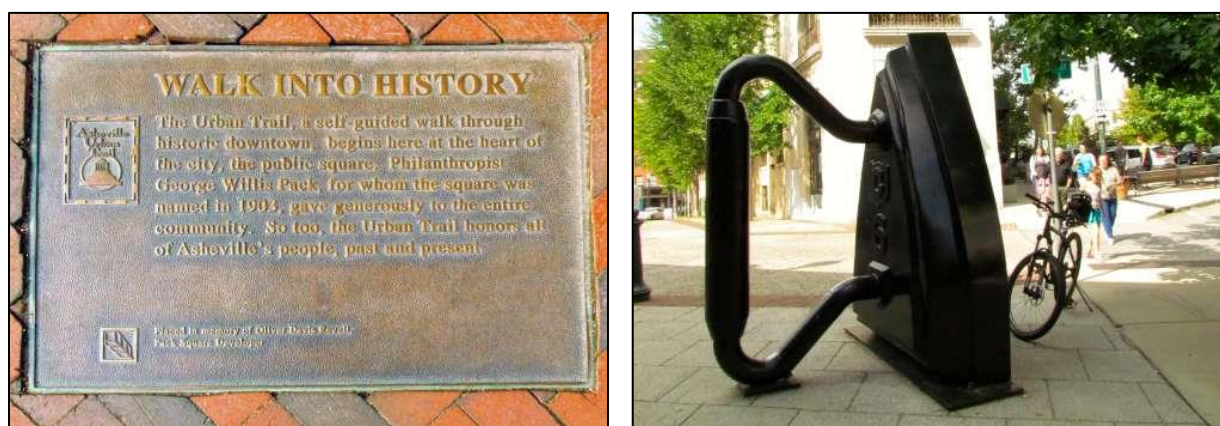
In addition, signage programs have also been developed in order to tie to noteworthy events, such as Canada's 150<sup>th</sup> anniversary. For this occasion, the City of Kitchener developed a program identifying buildings that existing before 1867. The program

consisted of lawn signs that identify the link to Canada 150, combined with mapping on the City of Kitchener website about the program (see below).



Photo of lawn sign and website excerpt regarding Canada 150 program ([source](#): City of Kitchener)

Other jurisdictions have also taken the approach of linking history and art into wayfinding endeavours. As an example the project team is familiar with, the City of Asheville, North Carolina has developed an [Urban Trail](#), which is marketed as a walk through the city's history. The trail features various stops which are linked to a historical moment or achievement, and combines historic plaques, art installations and notable places. The City's website has information about each station online, as well as an audio tour of each station, printable map, and educational resources so that the information can be linked to school curriculums.



Photos of walking tour stations noting the start of the trail, as well as celebrating an iron used by a local business as well as [flat iron architecture](#).

### 11.2.2 Heritage awards

Recognition of efforts to conserve cultural heritage resources is a way to help promote cultural heritage resources within an area as well. Some municipalities and heritage organizations offer a regular heritage awards program to recognize notable projects or individuals for their contribution to heritage conservation. Municipal examples include programs from the City of Kitchener (Mike Wagner Heritage Awards), Wilmot Township (Heritage Day Awards), City of Toronto (Heritage Toronto Heritage Awards), City of London (London Heritage Awards), and Thunder Bay (Arts and Heritage Awards). Provincial examples include organizations such as the Architectural Conservancy of Ontario (ACO) and Ontario Heritage Trust. In addition, national organizations such as the Canadian Association of Heritage Professionals (CAHP), and National Trust for Canada (Prince of Wales Prize, Ecclesiastical Insurance Cornerstone Awards) offer heritage awards programs that are tied to conference events. A benefit to heritage awards is that they may spur investment in heritage properties, as interested parties may 'compete' to do a great job and potentially win an award.

Categories of awards noted include matters such as, restoration, adaptive reuse, individual contributions, writing, and research. Awards are typically presented at a public event so that the broader community can also share in the celebration. Should Guelph undertake such a program, categories could be developed that are specific to the City of Guelph.

### **11.2.3 Heritage Day celebration**

Each February, Heritage Day is celebrated in Ontario on the 3<sup>rd</sup> Monday of the month, with events occurring throughout the Province during that week. The Ontario Heritage Trust typically promotes events on their website with links for where additional information can be obtained. As noted on the Ontario Heritage Trust website:

Many heritage organizations and municipalities have used Heritage Day and Ontario Heritage Week as vehicles to stimulate awareness of heritage resources and heritage-related issues within their communities, and to honour the organizations and volunteers who have worked to protect Ontario's irreplaceable heritage resources.

Some municipalities across Ontario organize events to celebrate Heritage Day, often with themes specific to a period of time or type of heritage resource within the municipality. Events sometimes have speakers to give short presentations, and are paired with heritage awards to offer a well-suited public venue to present the awards. The events are often a good time for like-minded exhibitors to gather together and promote cultural heritage within or near their community.





Example advertisement and photos from Heritage Day events in Wilmot Township

#### 11.2.4 Heritage tourism

A topic examined by MHBC through the Brooklyn and College Hill HCD Plan process was that of heritage tourism. The analysis undertaken concluded that it would be prudent to approach heritage tourism by the promotion of a network of several conserved and enhanced cultural heritage assets, linked together by well-marked and welcoming routes through the Brooklyn and College Hill Heritage Conservation District. It was noted that a network provides enhanced variety in available visitor experiences, and also helps to achieve the objectives of sustainable tourism. This strategy could be undertaken not only for the HCD area, but more broadly throughout the City of Guelph within important areas.

Some areas in Ontario and across Canada are tourism destinations based on their historic building stock and are marketed for this purpose. Examples include Québec City, Niagara-on-the-Lake and more locally, St. Jacobs. Rather than try to market Guelph as a tourism destination solely based on the historic buildings within the city, it is

recommended that an integrated approach be taken where history and heritage is part of an overall marketing strategy.

The Guelph area has an [active tourism website](#) which markets to visitors of all types that may come to the area. It would be prudent to build on this success, and there is potential to promote a network of conserved and enhanced cultural heritage assets. These areas could be linked together by well-marked and welcoming routes through the downtown (and elsewhere), and would assist in providing enhanced variety in available visitor experiences. As noted in the Brooklyn and College Hill HCD, a co-ordinated system of electronically linked web pages and social media could be developed that would connect and create a network of various disparate attractions (e.g., What to do? Heritage and History, Where to eat? Bistros and Cafés, What to do? Arts and Culture).

## 12.0 Cultural heritage promotion recommendations

Based on the review undertaken to date, it is concluded that while the City of Guelph currently undertakes some efforts related to the promotion of cultural heritage resources, there are some things that could be done to bolster current efforts.

Accordingly, the following recommendations are provided related to incentives within the City of Guelph:

- The City of Guelph should develop an enhanced sign program to promote important areas of the city. This could include early registered plan areas, the existing Heritage Conservation District, early industry or important early buildings. This could be coordinated with walking tours to provide an integrated experience.
- The City of Guelph should include heritage conservation as a criteria in the Urban Design Awards program.
- The City of Guelph should consider hosting an event (or events) to celebrate Heritage Day on an annual or semi-annual basis, perhaps in collaboration with other heritage organizations currently active in the City. Events could also coincide with other important milestones within the City, such as the upcoming 200<sup>th</sup> anniversary of the founding of Guelph.
- Further analysis should be completed by the City of Guelph regarding heritage tourism, so that an enhanced program can be offered by current organizations that would promote Guelph's rich history.
- The City should investigate ways to further enhance the corporate website to offer additional information about cultural heritage news and events, or develop

new content to highlight stories about Guelph and its historic sites. Links to social media could also be explored.

Many of the above items could be undertaken as a partnership between City staff, advisory committees such as Heritage Guelph, and community-based organizations such as the Architectural Conservancy of Ontario or tourism associations. Part E of the CHAP will provide a summary of the set of recommendations for the City of Guelph to consider regarding the promotion of the city's cultural heritage.

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## **PART E – IMPLEMENTATION RECOMMENDATIONS**

### **13.0 Introduction**

Previous sections of the Cultural Heritage Action Plan (CHAP) included discussion and review regarding the main topic areas covered through this project. These are:

- candidate Cultural Heritage Landscape (CHL) identification
- review of incentives (financial and non-financial)
- review of promotion of cultural heritage resources.

This section of the CHAP provides an action plan, consisting of implementation recommendations for Guelph Council, City staff, Heritage Guelph, and the community. The Action Plan will aid in decision making regarding budget allocation, priority projects, allocation of staff resources, and Heritage Guelph priorities. In addition, a draft prioritization of the various action items into various timeframes is provided for convenience.

### **14.0 Recommended action items for the City of Guelph**

The following section includes the various action items that have been identified for the City of Guelph staff and Council to consider with respect to implementation of the CHAP project, grouped by topic area. It is anticipated that implementation will be staged and also intended that any items acted on would be part of the implementation. As such, City staff and Council may elect to not follow the specific order listed for the items.

#### **14.1 Cultural heritage landscape recommendations**

The CHL areas identified through this study have been confirmed as having characteristics of a cultural heritage landscape but without being fully defined geographically. These CHLs are now considered as candidates for listing on the heritage register and possible protection by designation under the Ontario Heritage Act or by other appropriate means identified in the CHAP.

Priorities have been assigned to the candidates (as 'high', 'medium' and 'low') based on current knowledge of the area, actual and potential development activity level, and the perceived risk to the heritage attributes and character-defining elements of the candidate CHLs. Recommendations for action have been included where applicable.



- Areas with a ‘high’ priority are those at risk, those where existing studies are ongoing that will help to inform the conservation of cultural heritage resources, or areas that have been identified as important to pursue additional conservation efforts in the immediate future. These areas should be considered for additional study, so that important resources can be conserved. The following provides some discussion about each ‘high’ priority area and the reasons for being ‘high’ priority for future action.

Three residential areas have been identified as ‘high’ priority, and these are Exhibition Park (CCHL-10), St. George’s Park (CCHL-15), and The Ward – West (CCHL-23). These areas all contain a high number of listed properties, as well as a number of designated properties. All three neighbourhoods have also seen relatively high levels of activity related to building permits and demolition permits in recent years, suggesting a high interest for potential development, major alterations to buildings and infill construction. Bringing these areas forward for consideration for future study in the short term will help to ensure that the historic character of the areas is conserved as continued investment is made in the areas by property owners.

Development in the Old Downtown (CCHL-18) is already guided by the Downtown Secondary Plan, the Downtown Streetscape Manual and Built Form Standards as well as the Site Plan Review Process. This overarching policy framework provides a high level format for the City to begin to conserve this complex cultural heritage landscape. The Implementation Strategy for the Downtown Secondary Plan requires an in-depth study (including communication consultation) be carried out to consider the boundary of the Old Downtown candidate CHL area and how its component heritage character areas could be conserved within one or more heritage conservation districts. This future work will be key in the confirmation of the important components of the Old Downtown and putting in place policies and guidelines to conserve the area.

It is important that this work is sensitive to the historic character of the Old Downtown, particularly streetscape and historic building fabric, recognizing that the area is expected to accommodate continued infill development and redevelopment as the Urban Growth Centre of Guelph. Key defining elements such as the streetscape and overall building form should be primary considerations in guiding future study.

Although the downtown overall is a high priority to study further, there are areas that are essential to ensure are conserved. Based on a review by the study team, the key areas to conserve are the main spines of the core (i.e. Wyndham Street and Macdonell Street) and the related “Historic Street-Based Areas” as identified

on Figure 2 of this report. Other supporting areas around the periphery remain important, and will be explored further through other related studies.

Also, as directed in the implementation of the Downtown Secondary Plan, the City would initiate a heritage conservation district area study that would provide recommendations as to the geographic boundaries of the Ward-West (CCHL-23) area to be designated, the objectives of the designation, the content of the HCD Plan required, and any necessary changes to the Official Plan and Zoning By-law.

The Guelph Correctional Centre (CCHL-27) is a historic complex that has been identified by the Province of Ontario as containing a significant cultural heritage landscape of Provincial significance. The property is currently undergoing a transition period, as the Province represented by Infrastructure Ontario is proceeding through plans to divest ownership of the property. Given the activity involving the property and the current status, it has been assigned a high priority. It is important that as this work continues, plans for the property ensure that the CHL's significant heritage attributes and heritage character-defining elements are conserved.

- Areas with a 'medium' priority are generally areas where change and development is expected within the candidate CHLs, and those that have been identified as being quite important for potential future study and conservation guidance. These areas should be considered in the longer term for additional study and monitoring, so that important resources can be conserved.

For example, Catholic Hill (CCHL-19) contains a very prominent cultural heritage resource within Guelph, as well as four other significant supporting buildings. The Basilica is identified as a National Historic Site, and prominent views of the property are currently protected through City of Guelph policies and Zoning Bylaw. Work is also ongoing to pursue individual designation of the property under the Ontario Heritage Act. The setting of these cultural heritage resources are iconic within the City and the site itself is generally considered to be at low risk given that successful rehabilitation of most of the buildings is continuing on the property. The Catholic Hill CHL is also adjacent to Old Downtown and areas experiencing redevelopment, and requires oversight and review as adjacent areas undergo development to ensure that heritage resources are conserved. As a result, this candidate CHL has been assigned a 'medium' priority.

- Areas with a 'low' priority are those identified as not being exposed to any apparent risk or development pressure. Monitoring of low priority areas should continue, and they should be considered for potential addition to the City's heritage register as non-designated properties. Some areas that are identified as

low priority may be part of a plan already in place to conserve the area's cultural heritage value.

As an example, the University of Guelph campus (CCHL-29) contains some of the city's most significant built heritage resources and iconic cultural heritage landscapes, such as Johnston Green. The University has developed a comprehensive Campus Master Plan that has identified these resources and the manner in which their heritage character-defining elements are to be conserved. Many of the University's historic buildings have already been listed on the City's heritage register and several have been individually designated under the Ontario Heritage Act. For these reasons, the University of Guelph campus and Arboretum are seen as a 'low' priority for further action related to cultural heritage conservation. City Planning staff are encouraged to continue the current collaborative approach to heritage conservation with the University of Guelph.

Table 2 on the following page provides an overview of the priority listing for each of the CCHLs identified, and provides a brief description of the recommended action items.

**Table 2: Priority listing for candidate CHLs in Guelph**

Name	Priority	Action	ID
Exhibition Park	High	Consider for further study.	CCHL-10
Guelph Correctional Centre (GCC)	High	Provincially significant CHL subject to Conservation Plan. Also subject to GID Secondary Plan policies.	CCHL-27
Old Downtown	High	Further study required to determine best conservation approach.	CCHL-18
St. George's Park	High	Consider for further study.	CCHL-15
Ward - West	High	Consider for further study as part of Old Downtown.	CCHL-23
Arthur Street North	Medium	Consider for future study.	CCHL-12
Catholic Hill	Medium	Consider for further study.	CCHL-19
Dunkirk Veterans Housing	Medium	Consider for further study.	CCHL-14
Glenhill	Medium	Consider for further study.	CCHL-11
Guelph Collegiate	Medium	Consider for further study.	CCHL-17
Junction	Medium	Consider for further study.	CCHL-16
Paisley Veterans Housing	Medium	Consider for further study.	CCHL-13
Patrick Hanlon Farm	Medium	None at present (listed).	CCHL-31

Name	Priority	Action	ID
Ward - East	Medium	Consider for further study.	CCHL-25
Ward - Industrial	Medium	Consider for further study.	CCHL-24
Ward - North	Medium	Consider for further study.	CCHL-22
Waterloo Avenue	Medium	Consider for further study.	CCHL-21
Wellington Place	Medium	Consider for future study.	CCHL-5
Woolwich Street	Medium	Consider for future study.	CCHL-7
Cutten Club	Low	None at present.	CCHL-28
Guelph Country Club	Low	None at present.	CCHL-4
Howitt Creek	Low	None at present.	CCHL-20
McNeil Industrial Campus	Low	None at present.	CCHL-1
Niska Road	Low	None at present.	CCHL-30
Riverside Industrial Corridor	Low	None at present. Goldie Mill ruin and Norwich Street Bridge designated through OHA.	CCHL-8
Riverside Park	Low	Heritage attributes can be conserved in park renewal.	CCHL-3
Speed and Eramosa Riverscape	Low	None at present.	CCHL-6
University of Guelph Campus and the Arboretum	Low	Subject to University of Guelph Master Plan.	CCHL-29
Woodlawn Cemetery	Low	None at present. Subject to Woodlawn Cemetery Master Plan.	CCHL-2
Brooklyn and College Hill HCD	Protected	Protected by Part V heritage designation bylaw and subject to HCD Plan and Guidelines	CHL-26
Homewood Campus	Protected	Three related CHLs protected by individual Part IV heritage designation bylaws: Therapeutic Landscape; Ancillary Landscape; Riverslea Estate Landscape	CHL-9
Marcolongo Farm	Protected	Protected by Part IV heritage designation bylaw	CHL-32

### 14.1.1 Options for further study of candidate cultural heritage landscapes

There are various options available to municipalities with respect to the conservation of cultural heritage resources, including cultural heritage landscapes. These include:

- Listing (as non-designated) on the Municipal Register of Cultural Heritage Properties
- Designation in a municipal Official Plan, with associated policies to guide conservation of the applicable cultural heritage resources (e.g. riverscape)
- Zoning By-law regulations to conserve important features, such as viewsheds, building height and setbacks
- Preparation of guidelines or a management plan that addresses cultural heritage landscape conservation
- Designation under either section 29, Part IV (for individual properties) or section 41, Part V (for groups of properties, such as neighbourhoods) of the Ontario Heritage Act
- Entering into a heritage conservation agreement to guide conservation and management of a specific cultural heritage landscape
- Requirement for the preparation of a Cultural Heritage Resource Impact Assessment and possibly a Conservation Plan when contemplating redevelopment within a listed or designated CHL.

The typical approach to conserve areas of cultural heritage resources is either Part IV or Part V designation under the Ontario Heritage Act. Depending on the complexity of the area and the type of resources involved, a different strategy (or strategies) may be desirable and effective for the conservation of the heritage resources that are present. A variety of strategies may be desirable in locations such as Guelph's Old Downtown. In other areas, such as parks (e.g. Riverside Park) or institutional areas (e.g. University of Guelph), master plans can be a valuable tool and guide conservation efforts.

It would be determined through further study as an area is reviewed in greater detail, what the recommended conservation measures are or will be. However, for a number of the areas which contain many properties it is likely that designation through the Official Plan as a special policy area, or designation as a heritage conservation district under the Ontario Heritage Act will be recommended should further guidance regarding cultural heritage resource conservation be desired.

Monitoring is an important activity to be undertaken, as through monitoring it will be determined which area(s) have the potential for future study as additional heritage conservation districts or special policy areas. As an example, through monitoring it

would become apparent whether or not change is occurring within the area(s) that would benefit from the guidance and oversight of a heritage conservation district or special policy area. This change could be consistent with the character of the area or potentially detrimental to the area. In either case, there is the potential for additional policy guidance to assist in conserving the candidate cultural heritage landscape.

In addition, community support will be a key consideration as areas are moved forward for further study and consideration. Although not formally required, community support and neighbourhood cohesion can be key to proceeding with bringing in additional policies to guide development and manage change within an area. Guelph has a rich tradition of public engagement and residents that are proud of their community identity. Community organizations such as the Guelph Neighbourhood Support Coalition, which seeks to nurture neighbourhood identity both within individual neighbourhoods and as part of the larger city fabric, could be a potential partner to assist in creating an area identity and establishing a link to heritage conservation goals.

#### **14.1.2 Cultural heritage landscape recommendations**

Based on the foregoing, it is recommended that the City of Guelph pursue the following with respect to candidate cultural heritage landscapes:

- HL1<sup>1</sup> Review high priority areas where current studies are ongoing (CCHL-27), to ensure that cultural heritage resources are appropriately conserved through the detailed work being undertaken.
- HL2 For Old Downtown (CCHL-18) and The Ward–West (CCHL-23), undertake a comprehensive strategy, including community consultation, to direct future cultural heritage conservation efforts and planned change.
- HL3 For other high priority areas (CCHL-10, CCHL-15), consultation with community and other City Departments will help to identify the recommended conservation strategy.
- HL4 Continued monitoring by City staff with advice from Heritage Guelph should be undertaken, in order to determine when it is appropriate to move forward with additional detailed study of the areas.
- HL5 Candidate CHLs identified as having a low priority should continue to be monitored, and if risk becomes apparent they may be moved upward in priority.

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<sup>1</sup> 'HL' refers to 'Heritage Landscape' recommendations.

- HL6 Capital budgeting should allocate funds to set aside for further evaluation of candidate CHLs and determination of appropriate conservation measures.

### **14.1.3 Other cultural heritage recommendations**

Through the work completed as part of the CHAP process, there were several items identified that were related to the conservation of cultural heritage resources within the City of Guelph.

#### **Extant barns**

The topic of farm barns that are still extant within Guelph's rural areas was raised through the consultation process as an issue to review further. There was concern that the city has a number of such buildings within areas slated for future development, and are therefore not actively being used for agricultural purposes. Given this change, there is concern as to how these significant built heritage resources may be conserved.

A review of the farm barns was undertaken by the study team, in consultation with City staff, in order to understand the current situation and level of risk associated with the buildings. From this review, it was confirmed that all 12 of the extant farm barns are listed on the City's Municipal Register of Cultural Heritage Properties and three are now protected under Part IV designation bylaws under the Ontario Heritage Act. A listing on the Municipal Register of Cultural Heritage Properties signals the importance of the cultural heritage resource to the City of Guelph, and also requires notice should a building be proposed for demolition so that the property can be evaluated further for potential designation. Designation under the Ontario Heritage Act is the strongest means by which a municipality in Ontario can protect cultural heritage properties.

While the identified farm barn resources currently have some level of protection through actions taken by the City of Guelph, it would be beneficial to continue to monitor these resources to ensure that they continue to be appropriately conserved. This action could be undertaken in part through studies currently being undertaken by the City of Guelph (e.g. Clair-Maltby Secondary Plan) or through the review of development applications. The staff report for the final CHAP recommends which farm barns should have priority to be considered for individual designation under the OHA.

#### **Comprehensive Zoning By-law review**

The City of Guelph is currently pursuing an update to the Zoning By-law. It is possible that there may be the opportunity to introduce zoning regulations through this process that would assist in the conservation of the character of candidate CHLs.

Regulations for building height, front / rear / side yard setbacks, and lot coverage are items that should be reviewed to ensure that existing zoning regulations are aligned with neighbourhood character. Detailed studies such as those undertaken through a heritage conservation district study can better define character and potential refinements, however there may be some appropriate interim controls that could be put in place through the Comprehensive Review of the Zoning By-law process.

### **Property standards**

Municipalities have Property Standards By-laws that help ensure that all properties are kept up to a minimum standard. The City of Guelph currently has a Property Standards By-law (2000-16454), which provides general direction related to property maintenance. Various matters related to the interior and exterior of buildings are covered, including outdoor maintenance, structural, electrical, plumbing, heating, and elements such as porches and windows.

Some municipalities have taken advantage of a provision that allows for an enhanced level of protection in property standards by-laws related to listed heritage buildings. Such provisions may cover matters with respect to the heritage character-defining elements of buildings and property maintenance to ensure protection of the heritage attributes. Where a property does not comply with the standard, the City can require the property to be repaired and maintained to meet the standard.

This topic was previously reviewed through the Brooklyn and College Hill Heritage Conservation District project, and at the time it was recommended that the City of Guelph monitor property standards related to designated heritage properties, and investigate an enhanced Property Standards By-law if required. Given the passage of time since that work was completed, it would be beneficial to conduct a further in-depth review of the topic by applicable City of Guelph staff.

### **Recommendations**

Based on the foregoing, it is recommended that the City of Guelph pursue the following with respect to additional cultural heritage matters:

- HL7 Maintain listing of extant farm barns on Guelph's Municipal Register of Cultural Heritage Properties, monitor the resources, and encourage potential designation under the Ontario Heritage Act as appropriate.
- HL8 Participate in Zoning By-law update process and consider zoning regulations that assist with conservation of area / neighbourhood character within candidate CHLs.



- HL9 Research topic of expanding Guelph's Property Standards By-law to provide additional protection for designated cultural heritage resources.

## **14.2 Incentive recommendations**

Through the work completed as part of the CHAP project, various types of incentives were reviewed by the project team for consideration within Guelph. Based on this review, a number of recommendations have been developed with respect to incentives.

### **14.2.1 Financial incentives**

It is recommended that the City of Guelph consider pursuing the following with respect to financial incentives:

- IN1<sup>2</sup> Establish a comprehensive grants program to provide financial assistance to owners of designated properties within Guelph. The program should include a schedule, level of funding, clear eligibility criteria, and monitoring program to review uptake and use of funds.
- IN2 Review the potential of re-establishing a façade improvement program for key areas of the City (e.g. Downtown CIP) in order to encourage conservation efforts.
- IN3 Investigate a program to reduce permit fees as a way to assist designated heritage property owners with conservation efforts.
- IN4 Implement a legal framework and annual budget process for heritage funding that is available to private owners of designated cultural heritage resources identified within priority areas of Guelph.
- IN5 Establish a monitoring program to ensure that the costs of delivering heritage-based financial incentives are achieving the stated goals and desired outcomes.

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<sup>2</sup> 'IN' refers to 'Incentive' recommendations.

### **14.2.2 Non-financial incentives**

It is recommended that the City of Guelph pursue the following with respect to non-financial incentives:

- IN7      Establish a robust program that communicates the impacts that residents, property owners, community leaders and other partners can play in the preservation and conservation of the City's enduring legacy.
- IN8      Review potential ways to build on current initiatives (e.g. Building Partnerships) to streamline the approvals process for heritage property owners. This could include coordination between departments, sharing knowledge and expertise, and focusing on efficient review practices.

### **14.3 Heritage promotion recommendations**

Through the consultation undertaken as part of the CHAP project and the review conducted by the project team, the topic of the promotion of cultural heritage resources was explored. It was determined that while the City of Guelph currently has several programs and methods through which promotion is undertaken, there are some areas that the City should explore to build on this success.

It is recommended that the City of Guelph pursue the following with respect to the promotion of cultural heritage resources and the history of Guelph:

- PR1<sup>3</sup> Develop signage to promote important areas of the City, such as planned areas, boundaries, early industry and important early buildings.
- PR2 Undertake a heritage awards program with a public ceremony, perhaps combined with other heritage events or with the City's Urban Design Awards program.
- PR3 Participate in hosting an event to celebrate Heritage Day in late February, in collaboration with Heritage Guelph and other heritage organizations or groups (e.g. Architectural Conservancy of Ontario, Guelph Arts Council, and Guelph Civic Museum).
- PR4 Coordinate with City tourism staff to promote Guelph's rich history through enhanced tourism materials.
- PR5 Build on the success of the City's website to offer additional information about heritage events, sites, and stories. Links to social media could also be explored.
- PR6 Look for ways to participate directly in the organization and running of events such as Doors Open and historic walking tours.

## 15.0 Prioritization of action items

The purpose of this section of the CHAP is to take the various action items identified previously and allocate a priority to them for City staff, Council and Heritage Guelph to consider as recommendation actions.

The prioritization will assist as budgets are assigned and projects determined within staff, Council and Heritage Guelph workplans.

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<sup>3</sup> 'PR' refers to 'Promotion' recommendations.

## 15.1 Immediate action items (<2 years)

The following action items are recommended to be pursued in the immediate future:

**Table 3: Immediate action items**

Priority Action		Topic	Cost factor
	Review high priority areas where current studies are ongoing (i.e. CCHL-27), to ensure that cultural heritage resources are appropriately conserved through the detailed work being undertaken.	HL1	\$
	For Old Downtown (i.e. CCHL-18), undertake a comprehensive strategy, including community consultation, to direct future cultural heritage conservation efforts and planned change.	HL2	\$\$\$
	Consult with the community and other City Departments regarding other high priority areas (CCHL-10, CCHL-15), to help identify priority and conservation strategy.	HL3	\$\$
	Allocate funds through capital budgeting process to undertake further evaluation of candidate CHLs (recommend 1 every 3 years).	HL6	\$\$
	Maintain listing of extant barns on Guelph's Municipal Register of Cultural Heritage Properties, monitor the resources, and encourage potential designation under the Ontario Heritage Act as appropriate.	HL7	\$
	Coordinate with City tourism staff to promote Guelph's rich history through enhanced tourism materials.	PR4	\$
	Build on the success of the City's website to offer additional information about events, sites, and stories. Links to social media could also be explored.	PR5	\$
	Participate in Zoning By-law update process and consider zoning regulations that assist with conservation of area / neighbourhood character within candidate CHLs.	HL8	\$

Priority Action		Topic	Cost factor
	Research topic of expanding Guelph's Property Standards By-law to provide additional protection for designated cultural heritage resources.	HL9	\$\$
	HL = Candidate Cultural Heritage Landscape IN = Incentives (financial and Non-Financial) PR = Cultural Heritage Promotion		

## 15.2 Short-term action items (2-5 years)

The following action items are recommended to be pursued in the short-term:

**Table 4: Short-term action items**

Priority Action		Topic	Cost factor
	Continued monitoring by City staff with advice from Heritage Guelph should be undertaken, in order to determine when it is appropriate to move forward with additional detailed study of the areas.	HL4	\$
	Review the potential of re-establishing a façade improvement program for key areas of the City (e.g. Downtown CIP) in order to encourage conservation efforts.	IN2	\$\$
	Investigate a program to reduce permit fees as a way to assist designated heritage property owners with conservation efforts.	IN3	\$
	Review potential ways to build on current initiatives (e.g. Building Partnerships) to streamline the approvals process for heritage property owners. This could include coordination between departments, sharing knowledge and expertise, and focusing on efficient review practices	IN8	\$\$
	Implement a legal framework and annual budget process for heritage funding that is available to private owners of designated cultural heritage resources identified within priority areas of Guelph.	IN4	\$\$
	Establish a comprehensive grants program to provide financial assistance to owners of designated properties within Guelph. The program should include a schedule,	IN1	\$\$\$

Priority Action		Topic	Cost factor
	level of funding, clear eligibility criteria, and monitoring program to review uptake and use of funds.		
	Establish a robust program that communicates the impacts that residents, property owners, community leaders and other partners can play in the preservation and conservation of the City's enduring legacy.	IN7	\$
	Develop signage to promote important areas of the City, such as planned areas, boundaries, early industry and important early buildings.	PR1	\$\$
	Undertake a heritage awards program with a public ceremony, perhaps combined with other heritage events.	PR2	\$
	Participate in hosting an event to celebrate Heritage Day, in collaboration with Heritage Guelph and other heritage organizations or groups (e.g. Architectural Conservancy of Ontario, Guelph Arts Council, and Guelph Civic Museum).	PR3	\$
	HL = Candidate Cultural Heritage Landscape IN = Incentives (financial and Non-Financial) PR = Cultural Heritage Promotion		

### 15.3 Medium to long-term action items (5-10 years)

The following action items are recommended to be pursued in the medium to long-term:

**Table 5: Medium to long-term action items**

Priority Action		Topic	Target start	Cost factor
	Candidate CHLs identified as having a low priority should continue to be monitored, and if risk is apparent they may be moved upward in priority.	HL5	Ongoing	\$
	Establish a monitoring program to ensure that the costs of delivering heritage-based financial incentives are achieving the stated goals and desired outcomes.	IN5	Ongoing	\$
	Examine ways to participate directly in the organization and running of events such as Doors Open and historic walking tours.	PR6	Ongoing	\$
	HL = Candidate Cultural Heritage Landscape			

Priority Action		Topic	Target start	Cost factor
	IN = Incentives (financial and Non-Financial) PR = Cultural Heritage Promotion			

## 15.4 Bi-annual review

It is recommended that a bi-annual review (i.e. every two years) be undertaken regarding the recommendations of the CHAP. The review should include a summary of the status of the implementation of the various action items included within the CHAP, as part of their regular update cycle to Council. This will allow for a periodic assessment of progress and success, as well as direction regarding budgeting for various items.

The bi-annual review should also serve as an opportunity for City Planning staff to review (with advice from Heritage Guelph) the various candidate CHLs in order to identify which ones have a high priority to proceed with further study, as a result of monitoring activities and knowledge of current activities within the various candidate CHLs.

## ATTACHMENT 2 – Community Feedback on the Draft CHAP

The draft CHAP was presented for Council’s consideration and input ([report IDE-2019-41](#)) on April 9 2019 followed by two community consultation sessions held on April 24 of that year. The community consultation sessions were followed up by an online feedback form made available to the public on the City’s website following the sessions until May 12 2019 through the City’s “Have Your Say” online forum. The two community engagement sessions drew a total of 28 people attending. The online survey resulted in 177 responses.

A workshop was held with Heritage Guelph to obtain members feedback on May 27, 2019 and a follow up discussion was held with the consulting team and Heritage Guelph on September 9, 2019. (Minutes of the September 9 Heritage Guelph meeting is included as Attachment 3 to this report.)

The following comments were received on the questions posed through the engagement sessions and the online forum:

### Question 1

#### **Do you feel that all the cultural heritage landscapes in Guelph are identified on the map and Table 1 of the CHAP?**

- There should be an area along south Gordon Street that recognizes former agricultural communities that existed in what is now Guelph. (This may be a way to address the extant farm barns in that area.)
- Perhaps the Guelph Arts Council’s historic walk guides already define many of the CHL’s
- From the lens of Indigenous Voices, from pre-contact with visitors (since time immemorial), during settler initial contact, and from post-contact colonialism to now, individual and community Indigenous Voices are missing completely.
- I know of First Nations archaeological sites in the vicinity of the Guelph Airpark, Turfgrass Institute, Hillcrest Park and Prospect Avenue

### Question 2

#### **Do you agree with the five cultural heritage landscapes as high priority in Part E – Table 2?**

- The Waterloo Avenue CHL and the Junction CHL should be higher priority or Exhibition Park should also be a medium priority.
- Old University; cut off for the Gordon Street corridor is too narrow. Should also include University Avenue and further into the housing on the west.
- Catholic Hill to be made a high priority for designation, not medium. It is THE most iconic and important landscape in the community.



- Catholic Hill must be a high priority – it is the most significant cultural heritage feature and landscape in Guelph...it is an icon and has been a central part of how we plan our downtown. Guelph Collegiate, Old Downtown and Exhibition Park should all be high priority.
- The top 3 threatened landscapes are Catholic Hill – high threat from adjacent inappropriate development [...] The Correctional Centre lands: high threat from York Road widening – the Kortright /Niska lands: high threat from sale of lands by GRCA for development – Clair/Maltby barns: high threat from inappropriate demolition and development

#### Question 3

##### **Are there additional types of incentives that the City should offer heritage property owners beyond those outlined in Part C – Incentives?**

- To maintain these buildings, it is important to consider the financials of the owners. Likely, these buildings could be repaired and made into higher value housing, thus preserving their cultural heritage.
- Love the incentives in general! [...] Could the City put on a workshop to help owners locate old images, knowledge and better understand all the cultural assets that a property offers? [...] These incentives would help owners get engaged with their cultural history and excite participation.

#### Question 4

##### **Are there other actions that the City should take to promote cultural heritage resources?**

- Heritage Planning should work with the Guelph Civic Museum when heritage-related interpretive panels are needed
- An education strategy to inform WHY CHL are worth preserving.
- Tourism: Emancipation scenic tour promotion targeting US tourists through a collaboration with Ontario Heritage Trust, and various towns along the Underground Railroad routes of southern Ontario, along with microbreweries, wineries, Bed & Breakfast associations and University of Guelph students in arts, hospitality and tourism [...]
- 
- Information sessions run by certified heritage conservation professionals such as CAHP members and skilled trades that can consult on appropriate practices for conservation of our landscapes and buildings.

#### Question 5

##### **Additional comments?**

- Landscapes that are no longer evident need recognition. First Nations use of pre-settlement land, early settlement landscapes (sadly many early form houses neglected with development, then demolished.) Afro-Americans arriving via Underground RR and their settlement history. More recognition of preserving, restoring and interpreting.
- Much good work has been done on the building of this guide to date! Much work is still to be done! It will all depend on respect, responsibility, reciprocity and relationships with All Our Relations.
- The Ward is being overdeveloped quickly without any consideration for its existing character. The so-called "factory designs rising up on the old Biltmore site are aesthetically annoying but less invasive than the massive development taking place and going to take place on the former Wood property. [...] This will alter the entire character of the neighbourhood. Gentrification is one thing; utter annihilation of a neighbourhood's character and history is another.
- There is an urgency to designating St. George's and Exhibition Parks as heritage landscapes. There has already been quite a lot of erosion of these neighbourhood and their character. The sooner this is addressed, the better off Guelph will be. It is a rich blend of mixed housing that makes Guelph so great. I feel this is besieged [...] this is a very valuable and worthy endeavor
- The obvious individuals to reach out to would be the elders of various First Nations who know the locations of burial sites (eg. Baker Street parking lot) [...]
- The City needs a solid statement that addresses a commitment to Indigenous community and their heritage in Guelph. It should include pre-contact, the present day presence on the land to show continued and constant cultural and physical existence here in Guelph. Under the Truth and Reconciliation Commission this is really important.
- I think that the tree canopy in central Guelph is slowly reducing and the replacement trees are not good enough. I think this should be a consideration in heritage neighbourhoods. I also wonder whether the heritage districts are too small and broken up? I think you will encounter opposition when you attempt to designate every heritage area, and so why not designate in a bigger area/swath and fight the battle once? But I want to say that basically I am in full support of this plan and I think it's well done. I think it provides a great framework for moving ahead – and when I look at the construction and reno activity in Guelph, it's just in time.

Staff's response to the main comments received:

**Comment: Are the CHL boundaries in the CHAP presented as conceptual or final?**

Staff response: The intent of the CHAP process is to identify preliminary CHL areas that are considered candidates for conservation. The preliminary boundaries are conceptual and it is intended that refinements will be made to these boundaries through further study (such as the listing and designation process) of a specific candidate CHL in the future. Through the CHL study, the exact boundary for a proposed heritage conservation district will be determined.

**Comment: Members of Heritage Guelph have expressed concern that the consultants and staff have used the current level of risk as the determining factor when ranking the candidate CHLs in priority. It was suggested that the level of risk should only be one factor in ranking the CHLs in terms of when to move toward designation and that heritage significance be the ultimate deciding factor.**

Staff response: Priorities have been assigned to the candidates (as 'high', 'medium' and 'low') based on current knowledge of the area, actual and potential development activity level, and the perceived risk to the heritage attributes and character-defining elements of the candidate CHLs.

Risk to heritage attributes is the main factor that the consultants used to rank CHLs in order to advise the City as to when to conduct further study that would move CHLs closer to becoming protected property. The consultant used a variety of sources of information to help them understand the type of pressures for change being experienced by CHL areas that could lead to loss of heritage resources including building permit applications submitted to the City (either approved or not approved). Cultural heritage value or significance is always an important factor in the study of CHLs but it is also prudent to be prepared to take appropriate action when the level of risk to heritage attributes is high.

Three keys to understanding the ranking process used in the CHAP are:

- all candidate CHLs identified by the CHAP have cultural heritage value and significance, and
- Guelph's current capital budget and staff resources affords one CHL study being carried out at a time, and
- when deciding how to prioritize which CHLs the City should deal with first, it makes sense to start with those CHLs where the perceived or actual risks to loss of the CHL's heritage attributes is greatest, and
- many of the owners of our most significant built heritage resources are choosing not to put their property's heritage attributes at risk and it is felt that their pride in heritage property ownership or stewardship will continue until such time as the City has the resources to proceed

with further study of their properties to fully understand, protect and celebrate these cultural heritage resources through heritage designation bylaws.

**Comment: Members of Heritage Guelph and the public expressed an opinion that Catholic Hill be one of the top priority CHLs for further study and potential designation.**

Staff response: Catholic Hill is already a top priority for individual designation as a cultural heritage landscape but not because of any current risk to its heritage attributes. City staff continue to discuss individual heritage designation as a CHL under Part IV of the Ontario Heritage Act with the owner. The owner (the Roman Catholic Diocese of Hamilton) demonstrates a strong commitment to the conservation of the Basilica and its associated buildings.

The Catholic Hill cultural heritage landscape extends across an entire city block and is one property owned by the Diocese of Hamilton. The Basilica of Our Lady is the most recognizable built heritage resource and architectural feature in Guelph. It is the most prominent landmark which can be seen from many points outside and inside the city. Three of the five listed heritage buildings within the CHL are also visual landmarks within the downtown. Since the mid-1850s, the Basilica has been flanked by its Rectory and Convent buildings. Since 1883, St. Agnes School has been a prominent landmark when viewing Cork Street West uphill from downtown.

None of the buildings are currently at risk of demolition and/or loss of cultural heritage resources as the property owner:

- continues to conserve and celebrate the Basilica of Our Lady which is particularly evident through the major restoration work to the Basilica
- has worked with the City to successfully rehabilitate the former Loretto Convent for use as the Guelph Civic Museum
- has restored the Rectory to its original 1850s appearance and continues its use as residential and office space
- continues to use the Annex building
- has mothballed the St. Agnes School building while it considers options that might enable the rehabilitation of the building.

**Comment: Should the Catholic Hill CHL overlap with the Old Downtown CHL?**

Staff response: When further study occurs to determine the boundary of the Old Downtown CHL, it is possible that the boundary may be expanded to include the Catholic Hill block.

**Comment: Why do Table 1 and Table 2 present the candidate CHLs in order of their ID number and not according to their level of priority? Why are the three designated CHLs included in the table?**

Staff response: In the March 2019 draft of the CHAP, Table 1 had presented 32 candidate CHLs with an identification (ID) number that corresponds to the consultants' research inventory. The consultants used a geographic order to their study beginning in the northwest corner of the city. The numbering in Table 1 was not intended to indicate a priority value. CHLs that were designated (or were in the process of being designated at that time of the study) were included in the table as important precedent examples of how CHLs can be protected and to provide a complete inventory

In the March 2019 draft of the CHAP, Table 2 (like Table 1) showed all 32 CHLs in the order of their ID number. Table 2 in the final draft of the CHAP (Page E-4) has been changed to show the 29 candidate CHLs in order of their assigned priority and then alphabetically by name. The ID number column has been moved to the far right. The CHLs that have already been designated under the Ontario Heritage Act have been given a priority value of "protected" and are at the end of the table.

**Comment: Heritage Guelph has suggested that the Waterloo Avenue CHL should be moved up to high priority.**

Staff response: It will be recommended to Council that staff continue to monitor the high and medium priority residential candidate CHLs and as funding becomes available for subsequent CHL studies staff would determine, with advice from Heritage Guelph, the order in which these CHLs receive further study. Priority will be reassessed when the CHAP is updated following completion of the top 3 priority CHLs. The consultants continue to recommend Waterloo Avenue CHL as a medium priority.

**Comment: Members of Heritage Guelph and the public expressed concern that the CHAP does not include specific references to the First Nations, Inuit and Metis and Indigenous history of Guelph.**

Staff response: The City of Guelph is required by the Provincial Policy Statement (PPS) to ensure that significant cultural heritage landscapes are conserved, and that the interests of Indigenous communities are considered in conserving cultural heritage and archaeological resources. The scope of the CHAP has not included the research or evaluation of archaeological sites. The City of Guelph would undertake such work in the context of an Archaeological Management Plan. Staff acknowledge that the history outlined in the Cultural Action Plan is limited to post-1827 settlement and does not include the history of Indigenous people in this area. Staff are committed to learning more about local Indigenous history and associated cultural heritage landscapes, and to continue to build partnerships with local communities to collaboratively identify all significant cultural heritage landscapes.

Consultations between First Nations and the City of Guelph are conducted at the corporate level. Discussion and collaboration with Guelph area Indigenous communities is being coordinated by the office of the General Manager of Culture, Tourism and Community Investment, Public Services. It will be through this future interaction that City staff would learn about known or potential cultural heritage resources that are of value to Indigenous communities.

**Comment: Concern was expressed regarding the remaining farm barns in the city and which barns should have priority for designation under the Ontario Heritage Act.**

Staff response: The fourteen farm barns remaining within the city are presented in Attachment 3.

When identifying cultural heritage resources, a farm barn is a building which was designed for agricultural storage use in a rural context and not within the city's original urban built up area. Many of these farm barns still stand near their associated farmhouses. For example, the Humphrey barn was converted to residential use in the early 1970s. Some of the barns are being conserved as storage buildings or with compatible institutional uses while others are within areas slated for future development.

All fourteen farm barns are listed on the City's heritage register and because of this, any proposal for demolition or removal must be considered by Council. Also, any proposal for development adjacent to or on the property would require a Cultural Heritage Resource Impact Assessment.

To date, three of these farm barns have been protected by heritage designation. The designated barns are the University of Guelph Alumni House and the two farm barns within the Marcolongo Farm Cultural Heritage Landscape.

Of the fourteen extant farm barns, the following three are seen to be at the greatest risk and therefore should be seen as priorities for individual designation under the Ontario Heritage Act:

- 2167 Gordon Street – James Kidd Barn
- 284 Arkell Road – Walsh Barn
- 1858 Gordon Street – Robinson/Mulvaney Barn

The James Kidd barn at 2187 Gordon Street is unique in Guelph as a stone slot barn. The original 1850s bank barn was constructed of fieldstone with a late 19<sup>th</sup> century, heavy timber addition. Staff and Heritage Guelph are currently composing draft reasons for designation of this building.

Staff monitor the extant farm barns listed on the heritage register and recommend individual designation under the Ontario Heritage Act as appropriate and/or through secondary plans or development proposals.

# Meeting Minutes



City of Guelph

## **Heritage Guelph Committee (HG)**

May 27, 2019

City Hall Meeting Room B

From 12:00-2:00pm

Meeting Chair: P. Brian Skerrett

Present: P. Brian Skerrett, James Smith, Kesia Kvill, Michael Crawley, Bob Foster, Mary Tivy, Stephen Robinson (Senior Heritage Planner), Melissa Aldunate (Manager Policy Planning and Urban Design), and Hayley Nabuurs (Heritage Research Assistant)

Absent: Arlin Otto, David Waverman, and Charles Nixon

### **Agenda Items**

All are welcomed by the Chair.

#### **Items 1, 2, and 3**

**Item 1** – Call to Order

**Item 2** – Acknowledgements

**Item 3** – Disclosure of Pecuniary Interest - None

**Item 4** - Approval of Minutes of the May 13, 2019 meeting.

### **AMENDMENT**

Moved by: P. Brian Skerrett

Seconded by: Kesia Kvill

Carried – unanimous

**THAT approval of the minutes of the May 13, 2019 meeting of Heritage Guelph be deferred to the June 10, 2019 meeting.**

### **Matters Arising from the Minutes**

#### **Item 5**

**Draft Cultural Heritage Action Plan (CHAP) released for Council and public comment**

Discussion of current draft document presented to Council Planning on April 8, 2019.

View staff report and CHAP document on Council Planning agenda at:



- Staff presented Community Consultation Presentation and lead workshop based on the CHAP online survey questions
- Concerns were expressed by committee members on not being consulted on the completed draft CHAP before it was presented to Council
- Expressed concern that it was not clear how previous comments from HG were incorporated into the draft presented to Council
- Concerns about what being labelled as a candidate CHL means for property owners and suggested that it be clarified in the CHAP
- Discussion concerning how priority is being determined for the candidate CHLs; cultural heritage significance (as per the City of Kitchener study) versus risk
- Requested the inclusion of an index illustrating the risks being analyzed for prioritization

### **CHAP survey questions**

#### **Do you feel that all the cultural heritage landscapes in Guelph are identified on this map and in Table 1?**

- Staff asked if there are any areas not identified in the draft CHAP that should be included, the committee agreed with the selected areas;
- One member expressed that the Niska Road area should be removed since in their opinion HG had already dealt with this area and that the McNeil Campus should also be removed.

#### **Do you agree with the five cultural heritage landscapes identified as high priority in Part E – Table 2 (Page E-3)?**

- Staff asked if there is agreement with the five priority CHLs, committee members will send individual comments to staff
- One member disagreed with priority being given to Exhibition Park, Ward West and St. George's Park;
- One member suggested that the Junction should be moved into the top 5;
- Suggestion that Catholic Hill should be high priority because it is the most significant site in the city
- Concerns expressed by committee members about designated CHLs being included in the map and table and suggestion that they be included in the report as designated;
- Members asked for the table to be re-ordered to group CHLs by priority rather than by identification number

### **Financial Incentives: Are there additional types of incentives that the City should offer heritage property owners beyond those outlined in Part C – Incentives?**

- Staff presented financial incentives from CHAP and sought comment
- Concerns expressed by committee members about Part IV and Part V property attributes being properly defined when applying for financial incentives;

- Concern expressed that incentives should not apply to properties just because they are within an HCD;
- Suggestion that tax relief should be considered;
- Suggestion that “stick” (as in “carrot and stick”) approach should also be used such as taxing vacant land owners at a higher property tax rate to keep the buildings occupied;
- Discussion about the use of grants as a financial incentive
- Suggestion that City could provide restoration workshops and design guidelines to property owners and offer technical support for restoration activities (e.g. ACO workshop on how to repair windows).

**Cultural Heritage Promotion: Are there other actions the City should take to promote cultural heritage resources?**

- Would like to see further detail provided about the tourism websites cited in the CHAP including web address
- Would like the CHAP to address interpretive panels;
- Discussion about educating local real estate agents about the CHAP as one form of promotion;
- Comments that the CHAP could include mention of social media.

**Additional Comments**

- Concerns from committee members about a lack of Indigenous acknowledgment in the draft CHAP and suggestion that it should be included in Section E
- Noted the need to organize committee time to discuss the recommendations for extant barns in the city
- Questions raised about possibility that the CHAP may result in an increase in requests to be removed from the heritage register
- Brutalist mid-century buildings are not addressed however not aware of an area that isn’t already captured in the CHAP;
- Should clarify the prioritization of CHLs in terms of work plan; should better explain the definitions of low, medium and high risk; should consider assessing priority in terms of cultural heritage significance; should explain how arrived at low, medium and high priorities for the CHLs.

Moved by: James Smith

Seconded by: Kesia Kvill

**Carried – unanimous**

**THAT the meeting be extended to 2:30 p.m.**

**Next Meetings**

Heritage Guelph: June 10, 2019 (12:00 noon-2:00 p.m.) City Hall, Mtg Rm C

HG Outreach Working Group: June 24, 2019 (10:30 a.m.-12:00 noon) City Hall, Mtg Rm B

HG Designation Working Group: June 24, 2019 (12:00 noon-2:00 p.m.) City Hall, Mtg Rm B

**Adjournment**

Moved by: Kesia Kvill

Seconded by: Michael Crawley

**Carried – unanimous**

# Meeting Minutes



City of Guelph

## **Heritage Guelph Committee (HG)**

September 9, 2019

Guelph City Hall, Committee Room C, 1 Carden Street

From 12:05 to 2:15 p.m.

Meeting Chair: P. Brian Skerrett

Present: P. Brian Skerrett, Arlin Otto, James Smith, Kesia Kvill, Mary Tivy, Michael Crawley

Absent: Bob Foster, David Wavernan, Charles Nixon

Staff Present: Stephen Robinson (Senior Heritage Planner), Melissa Aldunate (Manager, Policy Planning and Urban Design), Abby Watts (Development Planner); Dolores Black (Council and Committee Coordinator)

### **Agenda Items**

All were welcomed by the Chair

### **Items 1, 2 and 3**

**Item 1**, Call to order and review of agenda

**Item 2**, Acknowledgements

**Item 3**, Disclosure of Pecuniary Interest - None

**Item 4**, Approval of Minutes of the July 8, 2019 meeting.

Moved by: Kesia Kvill

Seconded Arlin Otto

**Carried – unanimous**

**THAT the minutes of the July 8, 2019 meeting of Heritage Guelph be approved.**

### **Item 5, Cultural Heritage Action Plan**

Also present: Dan Currie and Nick Bogaert of MHBC Consultants

Stephen Robinson (Senior Heritage Planner) provided clarification of the use of the term "candidate" cultural heritage landscape and identified there are five cultural heritage landscapes that have already been protected by a heritage designation bylaw.

- It was noted that there are some errors and omissions regarding the heritage attributes, for example, 'Catholic Hill'. Staff requested committee members to submit the errors and omissions to staff.
- Dan Currie provided information regarding the prioritization of the cultural heritage landscapes as they pertain to the action plans. He explained that areas where development is active are considered higher risk and lower risk areas were those that were more stabilized, and the prioritization was not just a reflection of the value of the cultural heritage resource. He also advised they will be refining the property boundaries to eliminate vagueness.
- Dan Currie noted five properties are higher priority than the other cultural heritage landscapes due to the higher risk of change happening and the possibility of heritage attributes being compromised or lost.
- Dan Currie also stated the study was conducted to determine whether cultural heritage landscapes met the heritage criteria and that the details would be addressed later in the process.
- The committee requested details regarding the criteria used to determine risks.
- The consultants advised they examined building permit data and demolition permit data using GIS from the City and reviewed the density of the permits issued broken down by year.
- The question was raised whether building permit applications and not just demolition permit attempts could be used and the consultants advised it would be difficult to obtain that data.
- Dan Currie explained the Exhibition Park CHL area covered more than the park and extended to Woolwich Street and the streets joining Exhibition Street to Woolwich Street.
- Further clarification regarding the boundaries was requested.
- The validity of the vulnerability of the Exhibition Park area compared to Catholic Hill was questioned and details regarding the number of heritage properties that sought demolition permits was requested.
- A concern was raised regarding investing tax dollars on higher income properties.
- Stephen Robinson clarified that there are numerous properties within CHLs that are not listed on the heritage register and the concern is not just demolition but also alterations to the areas. He noted the types of development and alterations that are being approved could seriously compromise the cultural heritage value.
- It was stated that the criteria regarding mass, street height, frontages, etc. need to be clear but also need to be broader to be adaptable.
- The committee also inquired about the number of Committee of Adjustment applications that have been proposed and advised that demolitions and building permits are not a full enough metric.
- A preference was voiced to have the Waterloo Avenue CHL given higher priority due to the importance of part of that area for black history involved.
- Staff will send out an email with a deadline for the committee members to submit their comments .

#### Financial Components

- Dan Currie noted that grant programs are well-received and effective and they will be recommending them as incentives as part of the final Cultural Heritage Action Plan

#### Remaining Farm Barns

- Stephen Robinson provided information regarding farm barns within the city and advised that he is in the process of establishing an inventory and is working on descriptions for each of the barns.
- Stephen Robinson will be including the inventory of extant farm barns be included in the Cultural Heritage Action Plan with a staff recommendation.

- There was a request for a clear definition of a farm barn and clarification of the criteria used to include the barn in the inventory.

Coordination with outreach initiatives of culture, tourism, and community investment at Guelph, doors open

- Stephen Robinson advised that there is good potential for the City to work with others in the outreach, such as Doors Open, Guelph Tourism and others.
- Staff advised that initiatives involved when the City discusses or considers actions that affect indigenous properties/groups would be coordinated through Culture, Tourism and Community Investment.
- The committee inquired about potential awards for heritage and staff advised there is potential but it will not form part of the Cultural Heritage Action Plan.
- Melissa Aldunate clarified that the City is investigating how to best move forward on indigenous matters, website development and advised that Tourism has been approached regarding special events/tours and other ideas and those initiatives will arise out of the Cultural Heritage Action Plan but will not be included within the plan.
- Melissa Aldunate advised archaeological assessments are not part of the Cultural Heritage Action Plan.

Moved by: Kesia Kvill

Seconded by: Mary Tivy

**Carried – unanimous**

**That the Cultural Heritage Action Plan information be received.**

#### **Item 6, 12 Forbes Avenue**

Also Present: David Brix, Terraview Homes

- Stephen Robinson provided details of the proposed development of the property
- David Brix provided details of the building construction and advised that the new dwelling will meet Energy Star requirements and he was able to keep the existing garage.
- Questions were raised regarding the windows and casements, the garage and setbacks.
- Stephen Robinson advised he has been working with the designer and is close to providing his approval of the development and believes he will be able to reach agreement with the proponent shortly.

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Moved by:

Seconded by:

**Carried – unanimous**

**That the Heritage Committee endorse the proposed design for 12 Forbes Avenue, subject to the satisfaction of the Senior Heritage Planner.**

Moved by: Mary Tivy

Seconded by: Kesia Kvill

**Carried – unanimous**

**That the Heritage Guelph Terms of Reference be suspended to extend the meeting ten minutes beyond 2:00 p.m.**

**Item 7, Heritage Guelph Designation Working Group Report – James Smith**

- Discussion ensued regarding the number of plaques needing to be completed, the budget for the plaques and where the plaques should be located on the properties.
- The committee is hoping to get the approval process completed so the plaques can be finished by the end of the year.
- It was suggested by Heritage Guelph that an action plan should be developed to protect significant views of significant cultural heritage resources.

**Adjournment**

Moved by: Mary Tivy

Seconded by: Kesia Kvill

**Carried – unanimous**

**Next Meetings of Heritage Guelph:**

Heritage Guelph: October 15, 2019 (12:00 noon-2:00 p.m.) City Hall, Mtg Rm C







HG Designation Working Group: September 23, 2019 (10:30 noon-2:00 p.m.) City Hall, Mtg Rm B



## Attachment 4

### Extant Farm Barns within the City of Guelph

Address	Heritage Status	Historical Name	Comments	Current Photo
<b>250 Arboretum Rd</b>	Designated Part IV	University of Guelph Alumni House	University of Guelph President's carriage house later converted to a sheep barn	Photo: 2004 
<b>284 Arkell Rd</b>	Listed	Walsh Barn	Large gable barn complex	Photo: 1993 
<b>94-102 Bagot St</b>	Listed	Humphrey Barn	(Converted to residential use before 1975)	Photo: 2014 
<b>20 Cityview Dr N</b>	Listed		Small bank barn	Photo: 2011 
<b>1858 Gordon St</b>	Listed	Robinson-Mulvaney barn	L-plan bank barn	Photo: 2012 

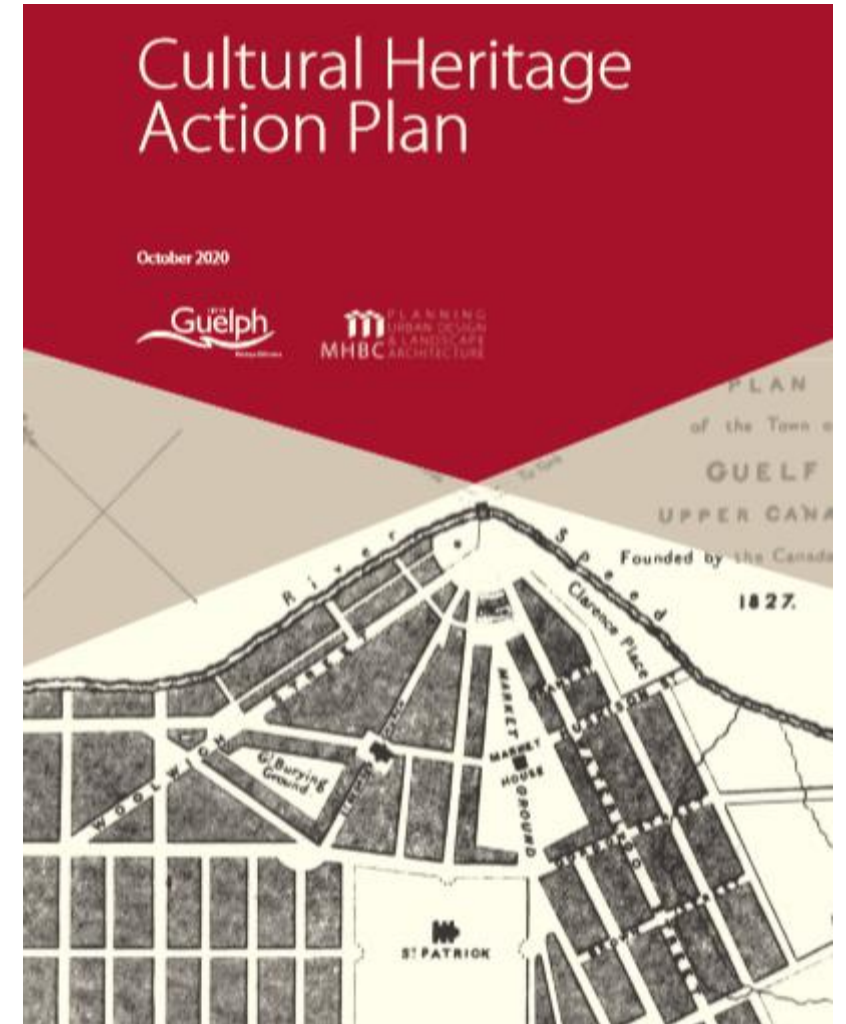


Address	Heritage Status	Historical Name	Comments	Current Photo
<b>1912 Gordon St</b>	Listed	Prior Barn	Saltbox form bank barn	Photo: 2010 
<b>2162 Gordon St</b>	Designated Part IV	Marcolongo Barns	Large bank barn and smaller English barn within the Marcolongo Farm Cultural Heritage Landscape	Photos: 2010  
<b>2187 Gordon St</b>	Listed	James Kidd Barn	Stone slot bank barn with timber bank barn addition	Photo: 2011 
<b>316 Grange Rd</b>	Listed		Small barn	Photo: 2003 
<b>96 McGilvray St</b>	Listed	University of Guelph Dairy Barns	Two large gambrel roof barns within the University of Guelph Cultural Heritage Landscape	Photo: 2009 

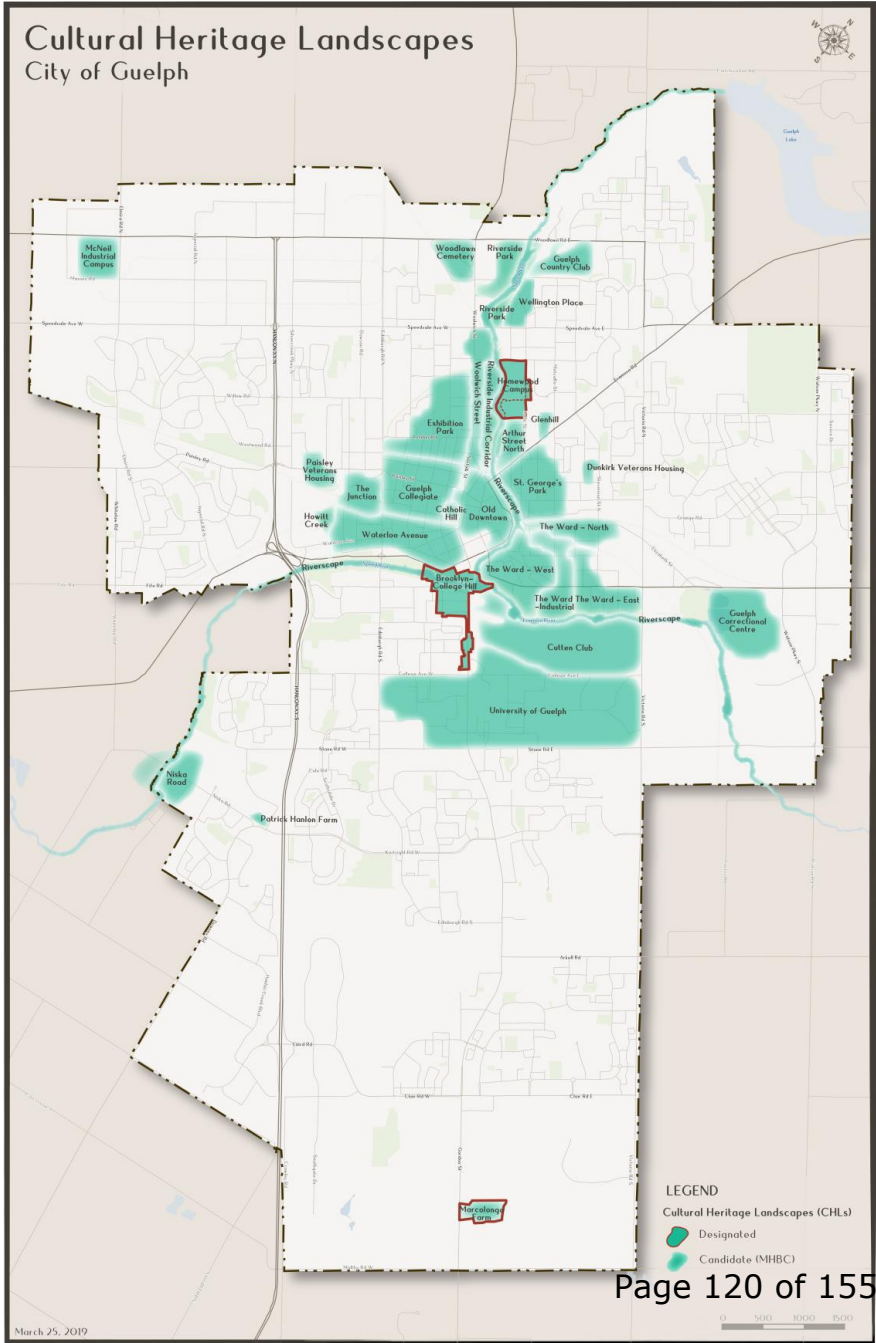
Address	Heritage Status	Historical Name	Comments	Current Photo
<b>35 Niska Rd</b>	Listed	Patrick Hanlon Barns	Large bank barn and small stone barn within the Patrick Hanlon Cultural Heritage Landscape	<p>Photos: 2019</p>  

# What is the Cultural Heritage Action Plan? (CHAP)

- Implementation of policies in the Official Plan
- Recommends prioritized actions related to conservation of cultural heritage resources
- Identifies candidate cultural heritage landscapes (CHLs) within the city
- Recommends incentives and promotion of cultural heritage resources



# Cultural Heritage Landscapes

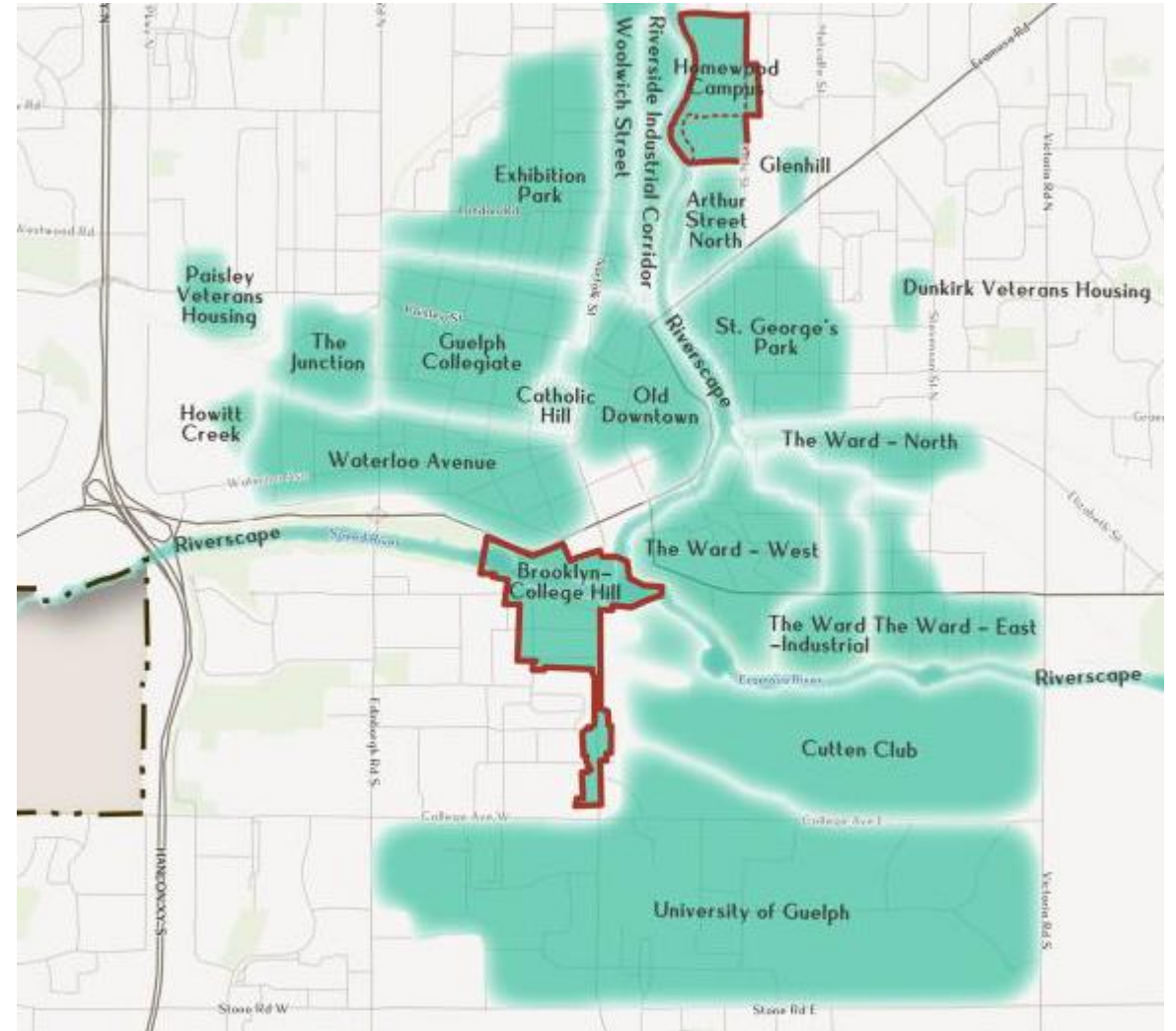


# Candidate CHL Areas identified with a 'high' priority

Exhibition Park

St. George's Park

The Ward – West



# Financial Incentives

For future consideration by council for commencement in 2025.

Establish a grants program to provide financial assistance to owners of designated properties within Guelph. The program should include a schedule, level of funding, clear eligibility criteria, and monitoring program to review uptake and use of funds.

# Recommendation

- That the Cultural Heritage Action Plan be approved; and
- That a heritage conservation district study be initiated for the Ward West candidate cultural heritage landscape (CCHL-23)

Presentation to Committee of the Whole  
on  
Cultural Heritage Action Plan

By  
Hugh Whiteley  
January 11 2021



# RECOMMENDED PRIORITY ACTIONS IN CHAP

Name	Priority	Action	ID
<b>Riverscapes</b>	High	Prepare and implement riverside-property acquisition plan to complete River System Management Plan	CCHL-6
<b>Niska Lands</b>	High	Implement Cultural Heritage Landscape Designation as per Council motion of December 3 2015	CCHL-30

## IMPORTANCE OF THE SPEED AND ERAMOSIA RIVERSCAPES

- The beauty of Guelph's riverlands has been recognized as the City's premier attraction for over 140 years (see next slide).
- Beginning in 1879, with the establishment of Waterworks Park on the Eramosa River, the City has been acquiring riverside properties.
- Guelph's riverside parkland corridors are almost complete but key gaps remain to be filled by acquisition as opportunity arises.

# DIRECTORY OF THE TOWN OF GUELPH 1873

The River Speed, by which Guelph is partly engirdled, is a most picturesque and winding stream, whose banks, redolent of scenes of quiet pastoral beauty, afford ample material for the tourists' sketch-book. - At the Dundas bridge it forms a junction with the Eramosa branch, itself a pretty stream. - At certain points of the Speed is to be had excellent trout-fishing. Both streams are much frequented by oarsmen, whose boat-houses form a compact mass on the commons near the Dundas bridge.

## ACTION IS NEEDED TO COMPLETE RIVERLAND CORRIDOR

- In October 1993 City Council adopted the Management Master Plan for the River Systems of Guelph *“to be used as a guide for preparation of plans for future city activities in the river corridors”*.
- The Management Master Plan identified gaps in the riverland corridors that required protection of viewscales and acquisition of public access to complete the riverland corridor.
- Preparation and implementation of a riverlands acquisition plan is essential to ensure properties are acquired as they become available.

# RECOMMENDED PRIORITY ACTIONS IN CHAP

Name	Priority	Action	ID
Riverscapes	High	Prepare and implement riverside-property acquisition plan to complete River System Management Plan	CCHL-6
Niska Lands	High	Implement Cultural Heritage Landscape Designation as per Council motion of December 3 2015	CCHL-30

# IMPORTANCE OF THE NISKA LANDS TO THE HANLON CREEK CONSERVATION AREA

- Open-Space Planning in Guelph has from its beginnings been built around the river corridors as the connective greenway that tie the system together
- Three large conservations areas formed the anchor properties for the Greenland system
- The Guelph Lake Conservation Area on the Speed River and the Arkell Conservation Area on the Eramosa River formed the upstream anchor destinations.
- The downstream anchor property was the Hanlon Creek Conservation Area with the Kortright Waterfowl Park as its hub.

## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- In 1965 City Council included the Kortright Waterfowl property in the land annexed from Puslinch to ensure control of this nature reserve.
- In 1968 the City requested, and received from the GRCA, a Preliminary Report on the Hanlon Creek basin that recommended acquisition of the entire length of the valleylands as a conservation area.
- In 1970 City Council adopted the plan to establish the Hanlon Creek Conservation Area and asked the GRCA to partner with the City.
- In 1970 the GRCA agreed this partnership and established the Guelph Valleylands project to acquire property. This project is still active.

## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- In 1973 City Council adopted a Open Space Master Plan built on the City's river corridors with the Hanlon Creek Conservation Area as the downstream anchor property.
- In 1975 City Council adopted an Official Plan that Designated all of the Kortright Waterfowl Park property (now known as the Niska Lands) as Open Space/Conservation as the downstream headquarters property for the Hanlon Creek Conservation Area.
- In 1975, the GRCA, at the request of the City, prepared an interim Planning Study for the Hanlon Creek Conservation Area.



## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- The 1975 Study identified the functioning of the Kortright Waterfowl Park as “very important with regard to other activities planned for the watershed”. The variety of landscape and vegetation on the property, varying from cedar swamps to cultivated upland fields were observed to be ideal for future use and management as a “zoological park”.
- When the Ontario Waterfowl Research Foundation was unable to continue to maintain the Kortright Waterfowl Park the City of Guelph initiated a campaign to have the Niska Lands brought into public ownership as part of the Hanlon Creek Conservation Area.

## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- The City of Guelph approached the GRCA with a proposal to have the Niska Lands purchased under the Guelph Valleylands Project to allow the Waterfowl Park to transition to a zoological park as envisioned in the HCCA Planning Study. The GRCA agreed, subject to a competent leaseholder being available to manage the property.
- With City assistance through counterpart contributions to a capital fund and opportunity for annual grants the Niska Wildlife Foundation as incorporated.
- In 1977 the Niska Lands were purchased by the GRCA under the Guelph Valleylands project and were leased to the Niska Wildlife Foundation to begin the transition to a zoological park within the HCCA.

## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- In 1982 a revised Hanlon Creek Conservation Area Master Plan was approved by the City of Guelph and the GRCA and submitted to the Ministry of Natural Resources for Provincial counterpart funding for implementation.
- The implementation of the HCCA Master Plan was resubmitted for Provincial funding several years as a priority project of the City of Guelph but these submissions were not successful in the competition for Provincial funding. The Province ended funding for implementation of Conservation Area Master Plans in 1990.

## STAGES IN THE HANLON CREEK CONSERVATION AREA PROJECT

- In 1997 the City of Guelph confirmed the Designation of all of the Niska Lands as part of the City's permanent Open Space System by zoning all of the Niska Lands as P-1 Conservation.
- In 2015, as part of the Niska Road EA, the Niska Lands were assessed as a Cultural Heritage Landscape and found to meet the criteria for Designation. Heritage Guelph recommended by motion that the Niska Lands be designated as a Cultural Heritage Landscape.

# Decision by City Council on Niska Lands CHL Designation

On December 3 2015 the following motion was approved by City Council

11. Moved by Councillor Piper

Seconded by Councillor Allt

1. That staff be directed to refer the Heritage Guelph recommendation to designate the Niska Road/Hanlon Creek Conservation precinct as a cultural heritage landscape to the IDE Committee for consideration of bringing forward a notice of intent to designate.

*VOTING IN FAVOUR: Mayor Guthrie, Councillors Allt, Bell, Billings, Downer, Gibson, Gordon, Hofland, MacKinnon, Piper, Salisbury, Van Hellemond and Wettstein (13)*

*VOTING AGAINST: (0)*

CARRIED

General Correspondence:  
Recommended Cultural Heritage Action Plan, 2020-143

To whom it may concern

I am pleased to see in today's Guelph Mercury Tribune, Thursday, Jan. 7th, 2021, the subtitle, "New proposed motion would extend heritage candidates to parts of city of value to indigenous communities" by Graeme McNaughton. I would add such additional heritage candidates are of value to non-indigenous communities as well in our pluricultural society.

I raised concerns about "the Eurocentric focus of the plan", limited to post-1827 settlement, as well as the erasure of indigenous heritage at a public consultation held by the City in 2019. The city staff were most attentive to the public's concerns and listened to a First Nations elder in attendance at this consultation.

I would endorse an amendment for council to "consider and evaluate candidate cultural heritage landscapes identified as having cultural heritage value or interest by" a pluricultural society which includes Indigenous and Black communities among others.

As for possible consultants with regards to Indigenous landscapes please engage Gary Warrick, Professor in the Indigenous Studies and History programs at the Brantford Campus, Wilfrid Laurier University and Paul Racher, a Principal at ARA Ltd., Ontario's oldest archaeological and heritage consulting firm and an advocate for the recognition of Indigenous rights in archaeological and heritage planning.

We know for example the Speed River corridor has been an Indigenous, geese-hunting location as recently as the 1840s with evidence of encampments at the former Turf Grass Institute property and around Hillcrest Park, both hilltop bluffs. Moreover, we know inmates (disproportionately Indigenous) harvesting potatoes at the front of the former Guelph Correctional Centre would uncover stone arrowheads, much to the consternation of the supervisory staff.

In the spirit of reconciliation and reparatory justice let's get this right.

Sincerely,  
Dan Maitland  
\*\*\*

Dear Mayor and Councilors:

I am writing today to share my concern about an important aspect of Guelph's Cultural Heritage Action Plan (CHAP) which has been presented to you for consideration and approval.

While I appreciate the City's efforts to identify Cultural Heritage Landscape sites within Guelph, I fear that the plan's scope, as presented, is narrow in terms of

areas under consideration and, more crucially, that the heritage reflecting the rich history of our local Indigenous community is at best left for another day.

The CHAP mentions a potential “future update” for consideration of sites of “cultural heritage value or interest by an Indigenous community” and states that for any such consideration to be pursued, additional funds would need to be allocated. Essentially, the message sent by this language is: “We’re not interested in the Indigenous community - at least not on this pass.”

I would draw to your attention to the fact that later in this same report, when outlining the Provincial Policy Statement {PPS} defining a Cultural Heritage Landscape (CHL), Indigenous community inclusion is specifically enumerated in the definition.

Guelph may have been established as a settlement in 1827 when the first tree was hewn nearby by John Galt but, First Nations, Metis and Inuit peoples have lived on this land or passed through this area for thousands of years before that. It’s time that we as a City learn, appreciate and honour that rich heritage as well.

The City and various local cultural & educational organizations have been building relationships with our local Indigenous communities. We have only just begun on this path together, yet already we have seen accomplishments that have made Guelph better for everyone. Some that come to mind are exhibits, programs and partnerships at the Civic Museum and Art Gallery of Guelph, joint initiatives with the Library and the creation of the Sacred Fire site with City staff. Any project that has invited active participation of Indigenous contributors will have explored new processes & perspectives and certainly seen enhanced results.

The Baker Street Development project may present several exciting opportunities for such input.

In the year 2021, when we make land acknowledgments before our meetings, we must do more than merely say the words. We must also act upon them. We speak of “land steeped in rich Indigenous history”. We need to learn more about that history. The best way to do that is with the meaningful involvement of the local Indigenous community.

I urge you, then, to amend the Cultural Heritage Action Plan and any related terms of reference to include real participation of the local Indigenous community and the serious consideration of sites identified by them as potential Cultural Heritage Landscapes. May such amendment reflect a sincere and specific commitment to be effective immediately.

Many thanks for your time and consideration.

Sincerely,  
Nancy Clarke

Delegation to Committee of the Whole re the Cultural Heritage Action Plan  
January 11, 2021  
Susan Ratcliffe

To Mayor Guthrie and City Councillors

I am writing to ask you NOT to accept this CHAP as it is written or the recommendations from staff based on this CHAP, because of its serious flaws in methodology, content and recommendations. My reasons are as follows:

1. Community engagement
  - a. Indigenous communities not consulted. The statement on P. 22 is not a plan for consultation with the Mississaugas of the Credit First Nation of the Anishinaabe peoples ("The City is committed to continuing to learn about local Indigenous history and associated cultural heritage landscapes and to continue to build partnerships with local communities to collaboratively identify significant cultural Heritage landscapes.")
    - i. Centre Wellington: The Indigenous engagement program for the Study followed the approach of separate and direct engagement with the right-bearing indigenous communities or organizations – with established or potential Aboriginal or Treaty rights within the township. . six communities or organization were contacted about the project.
  - b. Public meetings and engagement methods
    - i. Public input ignored – top 3 in meetings were Catholic Hill, Reformatory and Downtown Guelph
  - c. What about the Phelan Heritage Grove? 20 heritage maples, one 273 years old, predate founding of Guelph
  - d. Heritage Guelph Advisory role compromised and opinions ignored in the process
    - i. Heritage Guelph's role is to identify and advise on Heritage issues like Designation and identifying CHLs and HCDs
  - e. Neither consultants nor staff included key heritage groups in Guelph, nor did they mention the work done in the past eg., Guelph Culture Map
  - f. BUT, they did mention in the Draft report having consulted with developers.
2. Criteria for Priority CHL ignored: See Heritage Tool Kit, Reg. 09/6 and 10/6
  - a. "for cultural heritage landscapes to be significant they must be "valued for the important contributions they make to our understanding of the history of a place, an event or a people"
3. Municipal and Provincial actions endanger our key heritage landscapes but this is not mentioned
  - o MZO's and changes to Conservation Authorities Act and Heritage Act  
CHLs and Guelph: Catholic Hill viewsapes not protected in Downtown Plan,



although the report says it is protected

- Adjacency to HCD or CHL needed for Catholic Hill – 75 Dublin
- SkyDev – adjacency of oldest house, Drill Hall, VIA Station, Armoury, City Hall
- Ontario Reformatory lands – individual designations underway but do not include the site as a whole – planned, integrated landscape “live-work community of prisoners” Quarry, industries, cells, landscapes: decorative and functional
- Threatened by York Road widening – move the creek and the walls??
- No mention of Downtown Guelph as a CHL, despite public meeting identifying it as such

4. Lip-service to Sustainability in City Strategic Plan – need facts to support statements

- a. The value of heritage buildings in
  - 1. Cultural Heritage Tourists spend \$\$\$
    - b. Spend more, Stay longer
    - c. More interested in taking part in extra activities than other tourists
    - d. Cultural heritage tourists spend an average of \$994 per trip
    - e. “general” travellers spend \$611 per trip – almost 50% more
  - f. Community well being
    - i. studies found visiting historic houses, museums, other heritage sites improved life satisfaction, happiness, social relations, social connectivity
  - g. Save and reuse strategy, rather than destroy and replace
    - i. Older neighbourhoods are already walkable communities, have higher density
    - ii. Cost of new construction = 50% materials and 50% labour
    - iii. Cost of restoration/rehabilitation = 25% materials, 75% labour
    - iv. In Europe, historic restoration creates 16.5% more jobs than new construction
    - v. 35% of waste stream comes from construction and demolition waste
    - vi. Modern windows last 15-25 years, made with imported materials but restored window will last 200years
    - vii. Film and TV locations, main street revitalization, small business incubators

5. Incomplete research on heritage promotion (existing but not funded)

- a. Referenced other city plans from 2002 – 2016, no later – the narrative has shifted
  - i. Eg., Centre Wellington CHLandscape Study Nov. 2020
- b. Guelph Culture Mapping Project 2013
- c. Heritage Awards: were given by Planning until 2009 when offered to ACO but with no funding, Community Fund paid, then ran out of money

- d. Doors Open Guelph: the only one of 35 in Ontario run by an Arts Council and volunteers with little money – 19 years, av. 6000 per year 120,000 visits
  - e. Now Virtual DOG and tours e.g. Pond Creek, Silver Creek and Guelph Tunnels
  - f. Two Rivers Festival – heritage of our rivers
  - g. Victory School Tiles project, school walking tours
6. No heritage justification for Ward West being chosen as the first CHL with HCD provisions when the top three CHLs, as identified by citizen engagement were ignored

# Council Memo



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To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, January 11, 2021
Subject	<b>Cultural Heritage Action Plan: Follow up to Council referral</b>

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At their meeting of October 13, 2020, Council referred the Recommended Cultural Heritage Action Plan (CHAP) to a future meeting of the Committee of the Whole and requested that staff provide an additional opportunity for stakeholder engagement.

Heritage Guelph was informed of the referral and held a special meeting on December 8 to consider comments on the recommended Cultural Heritage Action Plan. Their motions have been provided to Council under a separate memo.

This memo outlines the community engagement process and stakeholder outreach conducted for the project, provides information about the Council-approved project scope and provides a recommendation for an additional action to be considered.

## **Community Engagement Process**

Following the Council referral, staff sent out an email notification to the project stakeholder and mailing lists to advise of an additional opportunity to provide written comments on the recommended Cultural Heritage Action Plan. Only one response to this notification was received. This response thanked staff for the notice and provided no comments.

Community engagement for the project followed the City's community engagement framework. An engagement plan was developed at the outset of the project and each element was completed. The plan involved engagement opportunities through various means for each phase of the project.

The project stakeholder list includes the following: the Six Nations of the Grand River, Mississaugas of the Credit, the Guelph Black Heritage Society, the Architectural Conservancy Ontario (ACO), Guelph Historical Society, the Upper Grand and Wellington Catholic District school boards, Wellington County Museum and Archives, the University of Guelph, Grand River Conservation Authority, developers, owners of designated properties, landscape architects, architects, historians, neighbourhood groups, and Guelph Urban Forest Friends.

The project mailing list includes all of the identified stakeholders and 25 individuals who requested to be kept informed of the project.

Engagement opportunities and invitations are provided, however, we do not require individuals or organizations to participate.

The following is a timeline of engagement/outreach and reports for the project starting with project initiation:

January 25, 2018: A key stakeholder focus group session was held to introduce and describe the purpose of the CHAP to key stakeholders in order to share insights and get feedback from those familiar with heritage planning and conservation.

February 12, 2018: Consulting team presented to Heritage Guelph on the project work plan and scope.

June 11 and July 23, 2018: Heritage Guelph discussed and provided comments on the CHAP background report. At their meeting of June 11, Heritage Guelph provided input on Cultural Heritage Landscape Identification (Part B of the draft CHAP).

August 31, 2018: CHAP background report released.

December 10, 2018: Consulting team attended Heritage Guelph to present the findings and recommendations for the draft CHAP and receive comments from the committee.

April 8, 2019: Draft CHAP released and presented to Council.

April 24, 2019: 2 workshops held for public comment on the draft CHAP.

April 25 to May 12, 2019: online feedback form/survey available for comment on the draft CHAP.

May 13, 2019: Heritage Guelph discussion on the draft CHAP.

May 27, 2019: Heritage Guelph workshop on the draft CHAP.

September 9, 2019: Heritage Guelph discussion/comments on draft CHAP with consulting team.

October 6 and 8, 2020: Notice of the Council meeting to consider the recommended CHAP mailed to the project stakeholders and mailing list and advertised in CityNews.

October 13, 2020: recommended Cultural Heritage Action Plan provided to Council for their consideration.

November 12, 2020: notification to stakeholders and project mailing list of referral of CHAP and opportunity to provide comments.

December 8, 2020: Heritage Guelph meeting to consider recommended CHAP

January 4, 2021: Notice of Committee of the Whole Meeting mailed to the project stakeholders and mailing lists.

January 7, 2021: Notice of Committee of the Whole Meeting advertised in CityNews.

## **Project Scope**

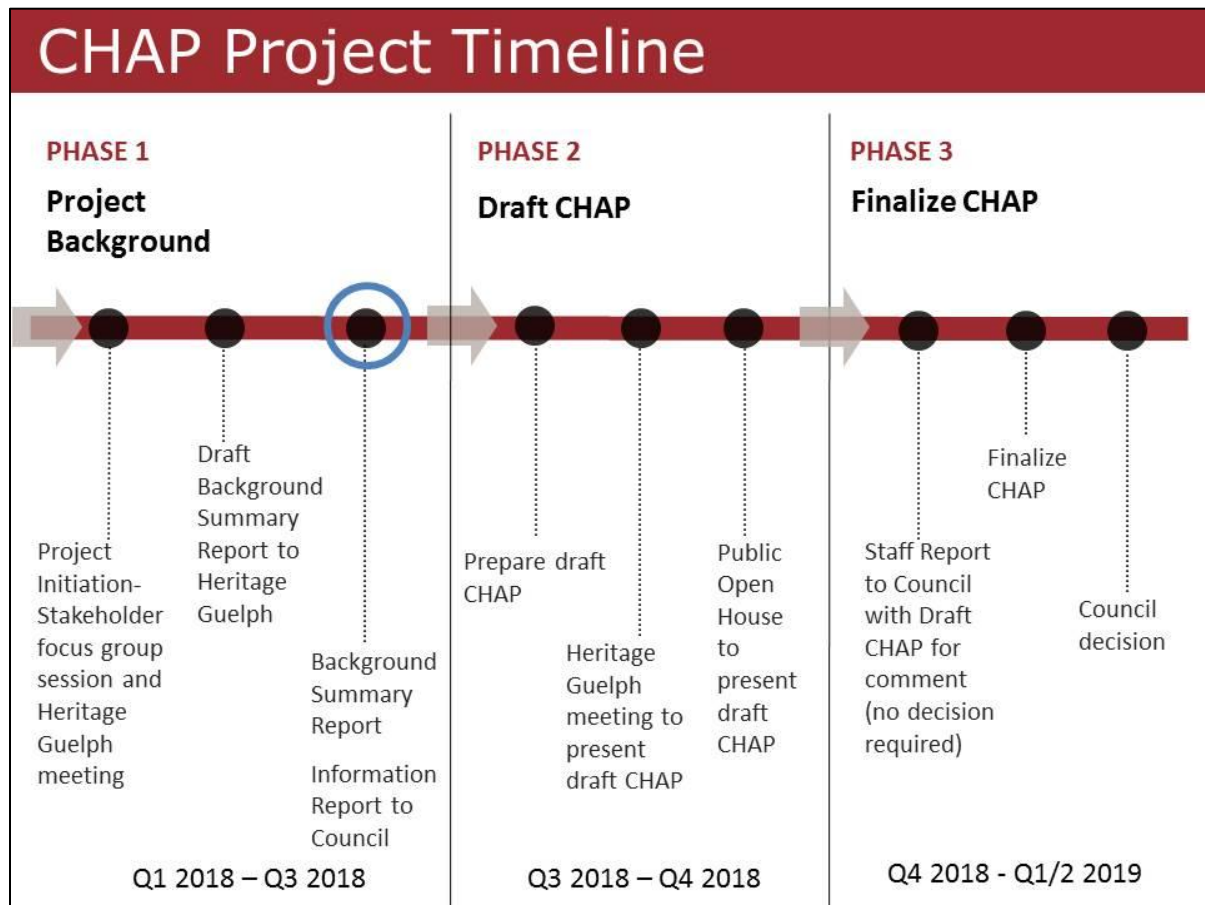
The purpose of the CHAP, as outlined in the Council approved project charter, is to identify cultural heritage landscapes (CHLs), prioritize actions and recommend incentives to assist in the conservation of cultural heritage resources. Key components of the CHAP include:

- 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.

The city contracted the services of a consulting team of qualified cultural heritage professionals led by MHBC Planning, in association with George Robb Architect, Wendy Shearer Landscape Architect and urbanMetrics.

The recommended CHAP satisfies the Council-approved project charter and provides an inventory of candidate CHLs in the city and prioritizes conservation actions particularly with respect to the study and potential designation of Heritage Conservation Districts. This work also respects Council's approval of capital budget for an HCD study that was intended to be initiated in 2020 (to align with the original planned completion date of the CHAP project). Planning Services' 10 year capital forecast identifies the study of an HCD approximately every three years with the CHAP providing the recommendations for the area to be studied. The priority for additional HCD studies will be re-considered prior to the initiation of the next HCD study. The staff recommendation on the final CHAP is only for the initiation of one HCD study for the Ward West area (CCHL-23). Heritage Guelph supported this recommendation of the CHAP.

This is the project timeline as communicated to Council through the release of the background report:



### **Recommended Additional Action**

Staff recognize and acknowledge that the focus of the CHAP was on post-settlement of Guelph as a town and on recommendations for the future study and designation of heritage conservation districts. Based on feedback received and ongoing work to build relationships, staff recommend that Council consider the following additional action:

"That the future update of the Cultural Heritage Action Plan consider and evaluate candidate cultural heritage landscapes identified as having cultural heritage value or interest by an Indigenous community."

This action would require additional capital funding for consulting services including involvement of an Indigenous engagement specialist to support staff in developing and coordinating an approach for engagement with rights-bearing Indigenous communities or organizations that have established or potential Aboriginal or Treaty rights within the city, or who have an established interest in the city.

In response to the Heritage Guelph motions for additional work/scope change for the CHAP, investigation and listing of the Old Downtown and Catholic Hill CHLs, and the review of the property standards bylaw, staff note that this work is not budgeted for in the approved capital nor is there staff capacity to undertake this work at this time. Should Council proceed to direct staff to initiate additional actions beyond those outlined in staff's report, capital funding and an additional staff resource would be required.

### **This memo was approved by:**

Krista Walkey, MCIP, RPP  
General Manager, Planning and Building Services  
Infrastructure, Development and Enterprise Services  
519.822.1260, ext. 2395  
krista.walkey@guelph.ca

### **This memo was recommended by:**

Kealy Dedman, P. Eng., MPA  
Deputy Chief Administration Officer  
Infrastructure, Development and Enterprise Services  
519-822-1260 extension 2248  
kealy.dedman@guelph.ca

# Council Memo



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To	<b>Committee of the Whole</b>
Service Area	Corporate Services
Date	Monday, January 11, 2021
Subject	<b>Heritage Guelph Committee Motions on the recommended Cultural Heritage Action Plan</b>

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The following are the motions of Heritage Guelph with respect to the Cultural Heritage Action Plan (dated October 13, 2020) as considered at their meeting of December 9, 2020.

## **Main Motion:**

Moved by Member Otto

Seconded by Member Kvill

That Heritage Guelph endorse the Cultural Heritage Action Plan as appended to Council's Oct 13 2020 agenda and supports staff's recommendation for a Heritage conservation district study for the Ward West, Candidate Cultural Heritage Landscape 23, on the same agenda.

Member Smith requested that the paragraph be split into 2 clauses and voted on separately.

A recorded vote was requested.

## **Clause 1**

Moved by Member Otto

Seconded by Member Kvill

That Heritage Guelph endorse the Cultural Heritage Action Plan as appended to Council's Oct 13 2020 agenda.

Voting in Favour: 0

Voting Against: Chair Skerrett; Members Foster, Kvill, Smith, Otto, Waverman and Winters

Defeated

## **Amendment to Clause 2**

Moved by Member Smith

Seconded by Member Kvill

Heritage Guelph would recommend the investigation and addition of an Old Downtown CHL (CCHL-18) and a Catholic Hill CHL (CCHL-19) to the Municipal

Register of Cultural Properties in 2021 and support the staff recommendation for a Heritage Conservation District Study of Ward West, CCHL-23.

A recorded vote was requested.

### **Clause 2 – as Amended**

Moved by Member Otto

Seconded by Member Kvill

That Heritage Guelph supports staff's recommendation for a Heritage conservation district study for the Ward West, Candidate Cultural Heritage Landscape 23, on the same agenda and Heritage Guelph would recommend the investigation and addition of an Old Downtown CHL (CCHL-18) and a Catholic Hill CHL (CCHL-19) to the Municipal Register of Cultural Properties in 2021.

Voting in Favour: Chair Skerrett, Members Smith, Kvill, Waverman and Winters

Voting Against: Members Foster and Otto

Carried

### **Motion #2**

Moved by: Member Kvill

Seconded by: Member Smith

Heritage Guelph recommends that prior to, or as part of the implementation of any heritage master plan, including the CHAP or any successors, meaningful consultation is undertaken and that comments are actively and specifically sought from minority ethnic and cultural groups, in particular the Six Nations of the Grand River, Mississauga of the Credit First Nations and other BIPOC communities.

A recorded vote was requested.

Voting in Favour: Chair Skerrett, Members Foster, Smith, Kvill, Otto, Waverman and Winters

Voting Against: 0

Carried

### **Motion #3**

Moved by: Member Smith

Seconded by: Member Kvill

That Heritage Guelph recommends a re-evaluation of the Cultural Heritage Action Plan. Recommended evaluation would include, but not be limited to:

- scope
- metrics used for prioritization to include but not be limited to cultural heritage attributes and threats to CHL
- re-evaluation of priority landscapes
- clarity



- elaboration on impacts to property owners, short, medium and long term.
- Further meaningful public consultation following consideration of the aforementioned points.

A recorded vote was requested.

Voting in Favour: Chair Skerrett, Members Foster, Smith, Kvill, Otto, Waverman and Winters

Voting Against: 0

Carried

#### **Motion #4**

Moved by: Member Foster

Seconded by: Member Smith

To combat demolition by neglect, Heritage Guelph recommends to Guelph City Council the investigation and implementation of an Enhanced Property Standards Bylaw in order to adopt provisions specific to the maintenance of properties designated under Part 4 of the Ontario Heritage Act and that such investigation and implementation would be outside the realm of a Cultural Heritage Action Plan or similar master plan.

A recorded vote was requested.

Voting in Favour: Chair Skerrett, Members Foster, Smith, Kvill, Otto, Waverman and Winters

Voting Against: 0

Carried

#### **This memo was approved by:**

Stephen O'Brien

General Manager, City Clerk's Office/City Clerk

Corporate Services

519-822-1260 extension 5644

[stephen.obrien@guelph.ca](mailto:stephen.obrien@guelph.ca)

#### **This memo was recommended by:**

Trevor Lee

Deputy Chief Administrative Officer

Corporate Services

519-822-1260 extension 2281

[trevor.lee@guelph.ca](mailto:trevor.lee@guelph.ca)

# Staff Report



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To	<b>Committee of the Whole</b>
Service Area	Office of the Chief Administrative Officer
Date	Monday, January 11, 2021
Subject	<b>Coalition of Inclusive Municipalities</b>

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## Recommendation

1. That City Council requests to join the Coalition of Inclusive Municipalities and endorses the Coalition of Inclusive Municipalities' 10 Common Commitments.
  2. That staff be directed to facilitate the Mayor's signing of a formal declaration to join the Coalition.
  3. That staff be directed to take any additional measures necessary to join the Coalition of Inclusive Municipalities, including the development of a plan of action.
- 

## Executive Summary

### Purpose of Report

To recommend to Council and seek approval for the City of Guelph to join the Coalition of Inclusive Municipalities.

### Key Findings

The Coalition of Inclusive Municipalities is a network of Canadian local governments committed to diversity and inclusion that is coordinated by the Canadian Commission for the United Nations Educational Scientific and Cultural Organization (UNESCO). The Coalition is also a member of UNESCO's International Coalition of Inclusive and Sustainable Cities (ICCAR), enabling participating municipalities to engage in inclusion and diversity efforts at an international scale.

The City of Guelph is well positioned to make a case to join the Coalition and in addition to a long-standing commitment to inclusion, has embarked upon three streams of action to support anti-racism, inclusion, diversity and equity efforts within the municipality.

Joining the Coalition requires a formal resolution from Council and the signing of a formal declaration (Attachment 1). It also requires that the City endorse the Coalition's 10 Common Commitments and formalize a plan of action to foster change. The City has already commenced work that aligns with the Coalition approach prior to this request as documented in several information reports.

Joining will bring forward several important benefits including providing the opportunity to learn from 82 other municipalities across Canada who are members of the Coalition, as well as from international best practices. It will allow us to access key resources and networks to help support the City in its work and provide

a good platform for the City to share what it learns over the coming years. Joining the coalition will also support the formalization of a plan of action and reinforce public accountability for this critical program of work.

## **Financial Implications**

The Community Plan and Employee Diversity and Inclusion Plan initiatives are funded through existing budget. Any additional initiatives that require funding would come forward as part of the normal budgeting processes.

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## **Report**

### **Background**

Formerly known as the Canadian Coalition of Municipalities Against Racism and Discrimination, the [Coalition of Inclusive Municipalities](#) is a network of 82+ municipal governments across Canada that is coordinated by the Canadian Commission for UNESCO.

The Coalition is also part of UNESCO's International Coalition of Inclusive and Sustainable Cities (ICCAR network).

In Canada, the Coalition seeks to:

- Improve municipal practices to advance social inclusion;
- Establish policies to eradicate all forms of racism and discrimination; and
- Promote human rights and diversity.

The Coalition is actively seeking new members, and staff believe that joining the coalition will support the City's inclusion, diversity and anti-racism efforts that it continues to action in partnership with the broader community and other local organizations and groups.

### **Alignment to Our Existing Work—Our Case to Join**

Joining the Coalition is a clear next step for the City given our existing commitments and action in this area. There are several reports that summarize the City's current efforts to combat discrimination of all kinds and promote equity for everyone. The organization is working proactively in three main streams of work:

1. Supporting community-driven systemic action through the Community Plan.
2. Creating and maintaining an inclusive workplace through the launch of the Employee Diversity and Inclusion Plan.
3. Acting on Strategic Plan opportunities to embed anti-racism and inclusion practices and principles into our services, service delivery, policies and decision-making processes.

The following Council reports summarize the key actions moving forward under these three streams. These reports demonstrate that the municipality is aligned with the Coalition and the 10 Common Commitments listed further on below. In addition to the reports below, the City has for many years championed inclusion, diversity and anti-discrimination.

[Council Information Report, July 24, 2020](#)

[Council Information Report, November 27, 2020](#)

## **What Does Membership Entail?**

Membership in the Coalition requires participation as outlined below. Notably, the Ontario Human Rights Commission promotes the Coalition and has resources that encourage municipalities in the province to get involved.

- The Coalition meets 1-2 times a year.
- The Coalition has a working group consisting of member municipalities and civil society groups that meets more regularly to coordinate the Coalition's activities and direction.
- Members are encouraged to develop Action Plans to advance inclusivity locally and the Coalition can offer guidance and support for these initiatives.
- Member municipalities can also plug into international work coordinated by UNESCO's ICCAR network.

## **The Common Commitments**

Members of the Coalition endorse the following 10 commitments as a condition of membership.

### **The municipality as a guardian that respects the public interest**

1. Increasing vigilance against systemic and individual discrimination.
2. Monitoring discrimination in the municipality and taking action to address it.
3. Supporting individuals who experience discrimination.
4. Providing police services that are exemplary institutions for fighting discrimination.

### **The municipality as an organization that upholds human rights**

5. Providing equal opportunities as a municipal employer, service provider, and contractor.
6. Supporting measures that promote equity in the labour market.
7. Challenging discrimination and promoting diversity and equal opportunities in housing.

### **The municipality as a community that promotes diversity**

8. Involving citizens by giving them a voice in anti-racism initiatives and decision-making.
9. Challenging discrimination and promoting diversity and equal opportunities in education and other forms of learning.
10. Promoting the respect, knowledge, and appreciation of cultural diversity and the inclusion of Indigenous and racialized communities in the cultural fabric of the municipality.

## **Benefits of Joining**

The Coalition will provide the City with a key opportunity for networking and best practice sharing with other Canadian municipalities prioritizing diversity and inclusion.

The Coalition works collaboratively with member municipalities to develop one or two resources a year. If the City joins, Guelph can also share its learning with others and take part in the development of these resources.

Joining the Coalition would also allow the City to publicly signal its commitment to diversity and inclusion while contributing to the work of Coalition. It will also

provide the opportunity to consolidate its actions both those underway and those planned into one coherent action plan, informed by the community and partners.

To join the Coalition, the City requires a formal resolution from Council as recommended in this report and following that a formal signing of a declaration to join (see attachment 1-Declaration to join Coalition of Inclusive Municipalities). As part of the application process, passing the resolution and signing the declaration would demonstrate the municipality's support of the Coalition's Common Commitments.

## **Next Steps**

Following the Council resolution to seek membership in the Coalition, staff will work with the Canadian Commission for UNESCO to formalize the application. Staff will also organize communications and the official signing of the declaration along with any other steps necessary to join the Coalition

Additionally, staff will continue its workplan as outlined in the recent [information report](#) and formalize this significant body of work, which forms the basis of an action plan. The Anti-racism, Inclusion and Diversity staff working group will continue to play a coordinating role in the formalization of the action plan and its implementation.

## **Financial Implications**

The Community Plan and Employee Diversity and Inclusion Plan initiatives are funded through existing budget. Any additional initiatives that require funding would come forward as part of the normal budget processes.

## **Consultations**

Danna Evans, General Manager, Culture and Recreation;

Mark Ellis, General Manager, Human Resources;

Dylan McMahon, Manager Legislative Services/Deputy City Clerk;

Joanne Oliver, Talent and Organizational Development Specialist;

John Regan, General Manager, Economic Development and Tourism;

Tara Sprigg, General Manager, Communications and Customer Service;

Stewart McDonough, Community Plan Activator;

Stephen O'Brien, General Manager City Clerk's Office/City Clerk;

Krista Walkey, General Manager, Planning and Building Services;

Katherine Galley, Strategic Communications Program Advisor;

Stacey Dunnigan, Strategic Business Advisor;

Leanne Warren, Accessibility Project Specialist;

Kerry Pletch, Manager, Talent and Organizational Development

## **Strategic Plan Alignment**

The work identified in this report directly aligns to the Strategic Plan. Through the Working Together for our Future priority, this work will improve our ability to attract and develop accountable employees who work collaboratively and creatively to

deliver services, as well as improve how the City communicates with residents and delivers services. In addition, this work aligns with the Powering our Future priority. Specifically, to help businesses succeed and add value to the community.

## **Attachments**

Attachment-1 Declaration to join Coalition of Inclusive Municipalities

## **Departmental Approval**

None.

## **Report Author**

Jenny Smith, Manager, Corporate & Community Strategic Initiatives

Leslie Muñoz, Manager, Policy and Intergovernmental Relations

## **This report was approved by:**

Jodie Sales

General Manager, Strategy, Innovation and Intergovernmental Services

Office of the Chief Administrative Officer

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## **This report was recommended by:**

Scott Stewart

Chief Administrative Officer

Office of the Chief Administrative Officer

519 822 1260 extension 2221

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## Declaration to Join the Coalition of Inclusive Municipalities

### Given that:

- 1 The Canadian Commission for UNESCO (United Nations Educational, Scientific and Cultural Organization) is calling on municipalities to join a Coalition of Inclusive Municipalities and to be part of UNESCO's international Coalition launched in 2004; and
- 2 The Federation of Canadian Municipalities (FCM) endorses the Call for a Coalition of Inclusive Municipalities and encourages its members to join; and

### Whereas:

- 3 Municipal governments in Canada, along with other levels of government, have responsibilities under Canada's *Charter of Rights and Freedoms* as well as federal, provincial and territorial human rights codes, and therefore have an important role to play in combating racism and discrimination and fostering equality and respect for all citizens;

### Be it resolved that:

- 4 The **insert the name of the municipality** agrees to join the Coalition of Inclusive Municipalities and, in joining the Coalition, endorses the Common Commitments and agrees to develop or adapt its own unique Plan of Action accordingly.
- 5 These Common Commitments and the Municipality's unique Plan of Action will be an integral part of the Municipality's vision, strategies and policies.
- 6 In developing or adapting and implementing its own unique Plan of Action toward progressive realization of the Common Commitments, the Municipality will cooperate with other organizations and jurisdictions, including other levels of government, Indigenous peoples, public and private sector institutions, and civil society organizations, all of whom have responsibilities in the area of human rights.
- 7 The Municipality will set its priorities, actions and timelines and allocate resources according to its unique circumstances, and within its means and jurisdiction. The Municipality will exchange its expertise and share best practices with other municipalities involved in the Coalition and will report publicly on an annual basis on actions undertaken toward the realization of these Common Commitments.

**Insert name of the Municipality, insert date (month day, year)**

**His/Her** Worship **insert name of the mayor**

**SIGNATURE OF THE MAYOR**

