



## Downtown Guelph Heritage Conservation District Study



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Cover Image: Wilson Street, looking south (Mark Steele, 2023).



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# Executive Summary

Archaeological Services Inc. (A.S.I), in collaboration with Fotenn Planning and Design, The Landplan Studio Inc., and Robyn Heuther Architect was contracted by the City of Guelph to undertake a Heritage Conservation District Study in the historical downtown core. The Downtown Guelph Heritage Conservation District Study Area is sited on a plateau within the natural bend of the Speed River; this is a place that Indigenous peoples have called home for thousands of years including the Hatiwendaronk, Anishinaabe, and the Haudenosaunee.

This area has been recognized for many years for its rich collection of inter-related historical features, patterns, and fabric. Within the project study area, 211 properties have been previously included on the Municipal Register of Cultural Heritage Properties. In 2020, the area was identified in the City's *Cultural Heritage Action Plan* as a cultural heritage landscape and prioritized for additional study to consider the boundary of the area and how it could be conserved. The downtown frequently offers walking tours celebrating its historical atmosphere, character, and sense of place. It is a place of connections. It is home to: City Hall and its modern interpretation of the historic Market Square; the farmers' market that has operated in various locations since 1827; commercial enterprises; a transit hub; and important community event spaces such as the River Run Centre and the Sleeman Centre to name a few. Various land-use planning documents recognize the downtown as: the city's primary commercial and office district; the main municipal, administrative and institutional centre; having prominent civic spaces; a premiere entertainment venue; and supported by recreational amenities.

The current study has been initiated to respond to the recommendations of the *Cultural Heritage Action Plan* and to determine if the Study Area merits conservation as a Heritage Conservation District through designation under



Part V of the *Ontario Heritage Act*. Based on the results of research, survey activities, character analysis, heritage evaluation, and engagement, it is recommended that the City of Guelph proceed to protect this area as a Heritage Conservation District. Next steps would include preparing a Heritage Conservation District Plan for the recommended area. The Plan will describe District objectives and the policies and guidelines that will support sensitively adapting the downtown as it continues to grow while maintaining its historical sense of place and character. The Plan will also identify proposed permitting processes. This future work will involve further consultations with the public, interested groups, and property owners. Once the Plan is complete, a by-law to designate the area under Part V of the *Ontario Heritage Act* will be prepared.

## Study Scope

The Downtown Guelph Heritage Conservation District (H.C.D.) Study Area is generally bounded by the Speed River to the northeast, the Metrolinx rail corridor to the southeast, Norfolk Street to the southwest, and Park Lane to the northwest. Through this process, the following key components were completed:

- Review of existing policies, by-laws, plans, and guidelines relevant to conserving cultural heritage resources in the H.C.D. Study Area;
- Engagement events and information sharing with the general public, the Downtown Guelph Heritage Focus Group, the Downtown Guelph Business Association and Indigenous Nations;
- Historical research and analysis to understand how the Study Area evolved over time and to identify key themes and events that shaped its development;
- Examination and analysis of the character and appearance of the Study Area based on data collected through survey activities;
- Evaluation of the H.C.D. Study Area to assess whether it meets requirements for designation established under the *Ontario Heritage Act*, including criteria and definitions for an H.C.D. as presented in the Ontario Heritage Tool Kit;
- Delineation of a recommended boundary for a proposed H.C.D. and a Preliminary Statement of Significance;
- Recommendations as to the objectives of a prospective H.C.D. in downtown Guelph; and
- Recommendations regarding whether changes will be required to the municipality's Official Plan, Downtown Secondary Plan, or other relevant by-laws.





## Study Findings and Recommendations

The results of research, survey activities, analysis of the area's existing character, engagement sessions, and heritage evaluation confirm that downtown Guelph retains a rich collection of buildings, streetscapes, and landscape features that together tell the story of the community's settler beginnings alongside the Speed River in the nineteenth century, and contained within Guelph's prominent drumlins. The downtown's historical buildings, streetscapes, and landscape features convey important stories about the community's past and actively create a sense of place and ambience. These qualities are valued by the local community. Based on the results of technical work, the study has found that the Study Area retains a distinct, visually cohesive, and interconnected set of features that together express the story of Guelph's development and growth. The technical work recommends a boundary that extends to the gateway intersection of Norfolk, Woolwich and Norwich streets and the Speed River between Eramosa Road and Macdonell Street, and south to include the full extent of the original layout of Market Square. These extents include the full area of John Galt's unique radial town plan that was laid out in 1827 in response to the surrounding natural environment. Downtown Guelph functions as a unique area with a rich collection of heritage resources that merit careful guidance. The authors of the study recommend that the City of Guelph proceed to prepare an H.C.D. Plan in the downtown for the recommended boundary as illustrated in Part E.

Technical work has considered areas adjacent to the project study area. For example, the residential areas located to the west and south, known as Old City and Exhibition Park, would have been surveyed concurrently and represent early patterns of residential development in the downtown. The area recommended for designation remains physically and visually distinct from these adjacent areas and as such, these contemporaneous residential nodes are understood as distinct places from the commercial downtown.



# Users' Guide

This Users' Guide provides answers to questions that are frequently asked by the public and stakeholders about Heritage Conservation Districts. The second part of the Users' Guide describes the major sections of the Heritage Conservation District Study document for the purposes of orienting the reader to this report.

## Frequently Asked Questions

Many people may be familiar with the conservation of properties of cultural heritage value through individual designations. That type of designation is enacted under Part IV of the *Ontario Heritage Act* (O.H.A.). The O.H.A. also allows for the protection of areas that consist of groups or complexes of buildings and features or larger areas with many buildings and properties through designation under Part V. The area protected through this part of the O.H.A. is called a Heritage Conservation District (H.C.D.).

### What is a Heritage Conservation District?

The O.H.A. enables municipalities to designate districts for the purposes of conserving their cultural heritage values. An H.C.D. is a defined geographical area within a municipality that is protected under a municipal by-law to ensure that its existing heritage values are conserved as change and development occurs. An H.C.D. is an area of special character that may be defined by the buildings in the district and how they are connected to the history of a community's development, as well as features like trees, landscapes, roads, and even local events and traditions. Together, these make up a district that has an identifiably distinct 'sense of place.' The first H.C.D. in Ontario was created in 1980. Various municipalities across Ontario have established H.C.D.s in residential and commercial areas. A total of 34 H.C.D.s were enacted in the years between 2012 and 2022, including, in the City of Guelph, the Brooklyn and College Hill H.C.D. enacted in 2015 (Ontario Heritage Trust, 2022). The Ontario Reformatory H.C.D. and Ward West H.C.D. in Guelph are also currently underway.

### Why was the downtown Guelph area selected for study as a Heritage Conservation District?

Guelph's downtown has been consistently recognized as the historic commercial centre of the city and for its associations with: John Galt's 1827 Plan of the Town of Guelph; early railway development; and a rich collection of interconnected buildings and landscape features.



In 2020, the City completed a *Cultural Heritage Action Plan* (C.H.A.P.) which identifies candidate cultural heritage landscapes within the City and provides priority actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved. The C.H.A.P. identified the Old Downtown as a candidate cultural heritage landscape as the historic centre of commerce for the City, citing its heritage buildings and distinctive architecture, historic streetscapes, and its continued importance to the City of Guelph as a civic centre and destination for retail, entertainment, and public services. Old Downtown was identified as a high priority for further study to determine the best conservation approach.

### How would District designation impact property owners?

Designation would allow the City to guide change within the District in a way that would conserve and enhance the area's special character and its interconnected features and while the area continues to grow and evolve. Designation also celebrates what is special about the District, building community pride and encouraging compatible improvements to both public and private properties. Proposed major changes to a property in the district would be reviewed by the City, using guidelines provided in an H.C.D. Plan and through a heritage permitting process.

### How does District designation affect changes to properties in the District?

Designation involves municipal requirements for a heritage permit for significant changes, usually relating to the public face of the property (i.e., front, sides, and roof, and in some cases the rear). Routine maintenance activities do not require permits. Permits are often focused on major and substantial changes that could significantly impair the character and quality of the overall District.

### Will the value of my property change?

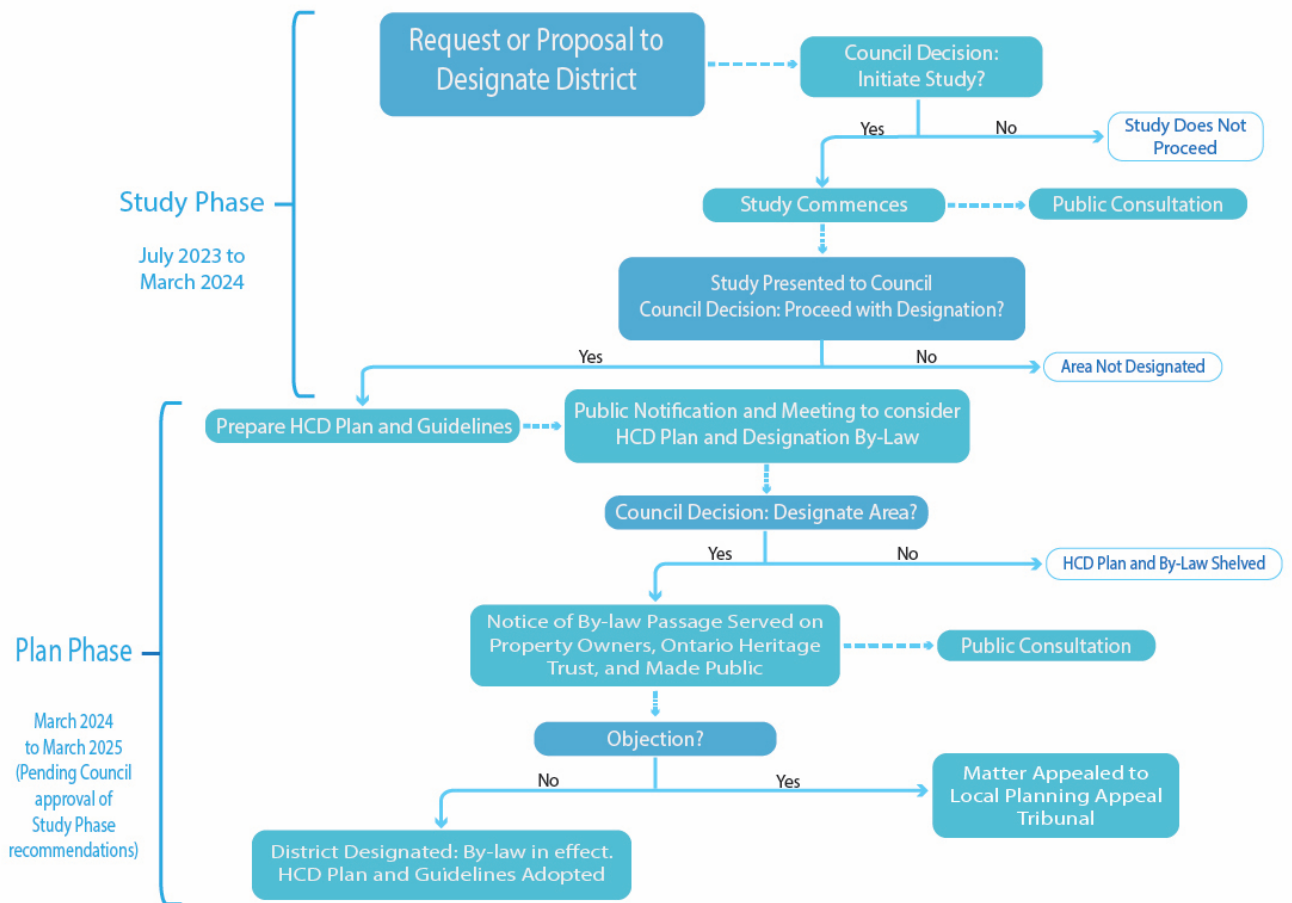
Studies by The Architectural Conservancy of Ontario (2009; 2012) indicate that real estate sales values in H.C.D.s generally rise more consistently than surrounding areas. They also tend to resist downturns in the real estate market better than non-designated properties.

### What are the next steps, and how do I get involved?

The final version of this report will be submitted to Council and a decision will be made by Council to proceed or not with preparation of an H.C.D. Plan. If Council decides to proceed with an H.C.D. Plan, the H.C.D. Plan and Guidelines will be prepared in consultation with the public and property owners. If Council decides to designate the area, a by-law will be passed to implement the designation. Opportunities for engagement in the H.C.D. Plan process will be publicly advertised.



Figure 1: The H.C.D. process as described in the Ontario Heritage Tool Kit (Ministry of Citizenship and Multiculturalism, 2006b).





## Structure of the Study

The report is organized into discrete parts that align with key components of the H.C.D. Study phase:

- **Part A** addresses the existing policy framework for managing change in relation to cultural heritage resources within the City of Guelph in general and within the H.C.D. Study Area in particular.
- **Part B** presents the results of engagement activities.
- **Part C** presents the results of historical research and establishes a thematic history for understanding how the Study Area evolved over time, including identification of key time periods, and events that shaped the Study Area.
- **Part D** describes the scope and methodology used to survey individual parcels, streetscapes, and other potential heritage attributes in the Study Area. Part D then presents an analysis of the character of the Study Area based on survey data and historical and contextual research and analysis.
- **Part E** presents a heritage evaluation of the Study Area and assesses whether it meets the definitions and considerations for an H.C.D. as presented in the O.H.A. This part concludes that the Study Area, as well as portions of the downtown to the northwest and south of the Study Area, should be protected as an H.C.D. Part E then presents a recommended boundary to delineate as an H.C.D. and identifies key considerations and inputs that informed this analysis. Part E culminates in the presentation of a preliminary Statement of Significance based on the preceding technical work.
- **Part F** addresses next steps and implementation of H.C.D. Study recommendations, including presentation of preliminary objectives of the recommended H.C.D. Plan and addresses whether municipal policies or by-laws will require updating during the subsequent H.C.D. Plan phase.

# Introduction

The downtown core of Guelph has been consistently recognized as the historic commercial, institutional, and civic centre of the city and for its associations with: John Galt’s 1827 town plan; early railway development; and a rich collection of interconnected buildings and landscape features. The downtown is poised for growth. As an Urban Growth Centre, the downtown will continue to be a focal area for investment in office-related employment, commercial, recreational, cultural, entertainment and institutional uses while attracting a significant share of the city’s residential growth. The downtown will be maintained and strengthened as the heart of the community and will be the preferred location for major office and institutional uses as well as major transit.

The City of Guelph Official Plan and the Downtown Secondary Plan support the conservation of cultural heritage resources alongside this planned growth. The secondary plan sets out that the Downtown will be planned and designed to maintain, enhance, and promote cultural heritage resources, the Natural Heritage System, unique streetscapes, and landmarks.

In 2020, the City completed a *Cultural Heritage Action Plan* which identifies candidate cultural heritage landscapes within the city and provides priority actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved. The Action Plan identified the Old Downtown as a candidate cultural heritage landscape as the core area of Guelph with a mix of uses. Old Downtown was identified as a high priority for further study to determine the best conservation approach. The downtown has a rich collection of properties that have been included on the Heritage Register for their cultural heritage value. It is within this context that the Downtown Guelph Heritage Conservation District Study was initiated to determine the suitability of a Heritage Conservation District in the historical commercial core of the city.

## Study Scope

The Downtown Guelph Heritage Conservation District (H.C.D.) Study Area includes Guelph’s historical commercial downtown and is generally bounded by the Speed River to the north, the Metrolinx rail corridor to the southeast, Norfolk Street to the southwest, and Park Lane to the northwest (Map 1). This



study reviews this Study Area to understand its history, design, evolution, and key features and evaluates downtown Guelph to recommend whether all or part should be designated as an H.C.D. under the *Ontario Heritage Act* (O.H.A.).

Map 1: H.C.D. Study Area to be assessed, as defined in the project Request for Proposal (A.S.I., 2024).



The study was conducted by Archaeological Services Inc. in collaboration with Fotenn Planning + Design, The Landplan Studio Inc., and Robyn Heuther Architect. Through this process, the following key components were completed:

- Review of existing policies, by-laws, plans, and guidelines relevant to conserving cultural heritage resources in the H.C.D. Study Area;
- Engagement events and information sharing with the general public, the Downtown Guelph Heritage Focus Group, the Downtown Guelph Business Association and Indigenous Nations;

- Historical research and analysis to understand how the Study Area evolved over time and to identify key themes and events that shaped its development;
- Examination and analysis of the character and appearance of the Study Area based on data collected through survey activities;
- Evaluation of the H.C.D. Study Area to assess whether it meets requirements for designation established under the *Ontario Heritage Act*, including criteria and definitions for an H.C.D. as presented in the Ontario Heritage Tool Kit;
- Delineation of a recommended boundary for a proposed H.C.D. and a Preliminary Statement of Significance;
- Recommendations as to the objectives of a prospective H.C.D. in downtown Guelph; and
- Recommendations regarding whether changes will be required to the municipality's Official Plan, Downtown Secondary Plan, or other relevant by-laws.

## What is a Heritage Conservation District?

An H.C.D. may “comprise an area with a group or complex of buildings, or a larger area with many buildings and properties. It may also comprise an entire municipality with a concentration of heritage resources with special character or historical associations that distinguishes it from its surroundings” (Ministry of Citizenship and Multiculturalism, 2006a, p. 5). They can include residential, commercial, and industrial areas, entire villages, and hamlets. Properties within an H.C.D. often contain features that contribute to a cohesive sense of time and place. H.C.D.s are designated under Part V of the O.H.A.

According to the *Ontario Heritage Tool Kit* (Ministry of Citizenship and Multiculturalism, 2006b, pp. 8–9), communities create H.C.D.s for some of the following reasons:

- **A customized planning framework.** An H.C.D. establishes a planning process that respects and conserves a community's history and identity.
- **Cultural and economic vitality.** An H.C.D. can contribute to the development of a rich physical and cultural environment and enhance the promise of continuity and stability.
- **Enhanced quality of life and sense of place.** An H.C.D. can allow a community to recognize and sustain what it values within the area, contributing to its sense of place.
- **Healthy cultural tourism.** An H.C.D. can be used both to encourage and manage tourism activity.

H.C.D.s have been in place for over 30 years in Ontario and studies have been undertaken to assess their outcomes over time. The Architectural Conservancy of Ontario in partnership with the University of Waterloo's Heritage Resources Centre conducted studies in 2009 and 2012 to evaluate the benefits and challenges of living within an H.C.D. The studies found:

- 2012 Study: When asked how satisfied residents were with living in a district, **80%** of respondents indicated they were satisfied or very satisfied with living in or owning property in an H.C.D.





- 2009 Study: When asked how satisfied residents were with living in a district, **75%** of respondents indicated they were satisfied or very satisfied with living in or owning property in an H.C.D.
- 2012 Study: Generally, within Districts, a strong real estate market—with considerably more properties selling at higher rates—is evident.
- 2009 Study: In many cases properties in H.C.D.s resisted real estate downturns. While other properties in their cities were losing value, the properties in the District maintained their value.

These studies can be accessed at <https://uwaterloo.ca/heritage-resources-centre/projects>.

H.C.D.s are implemented through the creation of a District Plan. The District Plan specifies policies and guidelines that serve as the primary tools for guiding change in an H.C.D. The District Plan provides a framework for ensuring that redevelopment, significant renovations and alterations, and new growth within the H.C.D. boundary is consistent with, and does not detract from, the character-defining elements of the area. A District Plan is developed in consultation with the public and property owners. District Plans establish guidelines against which heritage permit applications for major alterations are evaluated. Examples of typical elements addressed in a District Plan include: exterior claddings, additions to contributing buildings, guidelines for infill and new development on vacant lots or in relation to non-contributing buildings, and guidelines for street trees and landscaping.

# Part A: Policy Framework

Relevant policies, legislation, by-laws, plans, and guidelines have been reviewed as part of the Downtown Guelph Heritage Conservation District (H.C.D.) Study. These documents were reviewed to: identify policies, strategies, and plans that have been developed to conserve cultural heritage resources in the Study Area; establish the existing and proposed land use planning context for the Study Area; confirm whether the City of Guelph has sufficient policies in place to enable designation of an H.C.D.; and identify whether changes to the Official Plan, Secondary Plan and municipal by-laws including zoning by-laws may be required should an H.C.D. Plan be implemented in the subject Study Area.

The following documents have been reviewed:

## Policy, Legislation and Regulation

- Ontario Planning Act (as amended, 2023);
- Ontario Heritage Act (as amended, 2023);
- Provincial Policy Statement (2020);
- Growth Plan for the Greater Golden Horseshoe (as consolidated, 2020);
- City of Guelph Official Plan (2022 Consolidation);
- Downtown Secondary Plan (O.P. 2022 Consolidation, as amended by O.P.A. 80)
- City of Guelph Zoning By-law (2023) – 20790;
- City of Guelph Zoning By-law (1995) – 14864; and,
- City of Guelph By-laws which may be applicable to the Study Area.

## Strategic Plans

- Future Guelph: Strategic Plan 2024-2027;
- City of Guelph Cultural Heritage Action Plan (2020, adopted 2021); and,
- Downtown Guelph Community Improvement Plan (2011)

## Guidelines

- Standards and Guidelines for the Conservation of Historic Places in Canada (2010);
- Ontario Heritage Tool Kit (2006); and
- City of Guelph Downtown Streetscape Manual and Built Form Standards (2014)

## Heritage Permit and Development Applications

- Select past and current heritage permit and development applications applicable to the Study Area.



## 1.0 Policy, Legislation, and Regulation

A range of provincial and municipal policy, legislation and regulations apply to the City of Guelph and the Study Area. This section discusses the Ontario *Planning Act*, *Ontario Heritage Act*, *Provincial Policy Statement*, *Growth Plan for the Greater Golden Horseshoe*, *City of Guelph Official Plan*, *Downtown Secondary Plan*, *Zoning By-laws*, and additional applicable by-laws.

### 1.1 Ontario Planning Act (as amended, 2023)

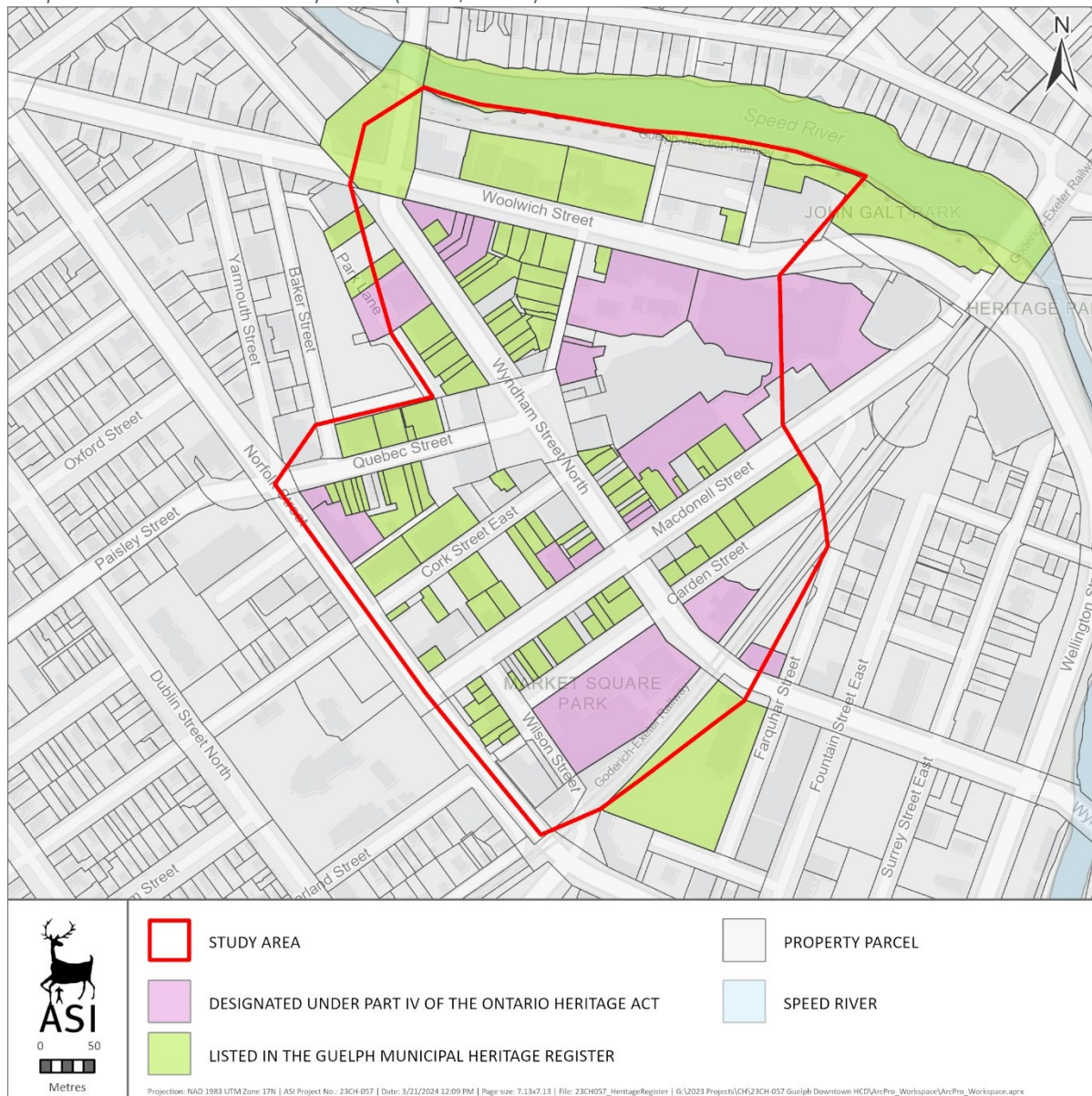
The Ontario *Planning Act* sets out the rules and regulations for land use planning in Ontario, describing how land uses may be controlled and who may control them (Government of Ontario, 2023). The purpose of the Act includes, among other objectives, to provide for a land use planning system led by provincial policy; provide for planning processes that are fair; promote sustainable economic development in a healthy natural environment within a provincial policy framework; and, integrate matters of provincial interest into provincial and municipal planning decisions (Planning Act, R.S.O. 1990, c. P.13, 1990). Per Part 1, Provincial Administration, section 2, item (d), responsibility is placed on the Minister, municipal council, a local board, a planning board, and the Municipal Board to have regard for the conservation of features of significant architectural, cultural, historical, archaeological, or scientific interest. The *Planning Act* provides direction to conserve the province's natural and cultural heritage and archaeological resources.

### 1.2 Ontario Heritage Act (as amended, 2023)

The *Ontario Heritage Act* (O.H.A.) (Ontario Heritage Act, R.S.O. c. O.18, 1990) gives the Ministry of Citizenship and Multiculturalism (M.C.M.) the responsibility for the conservation, protection, and preservation of Ontario's cultural heritage resources. The M.C.M. is charged under Section 2.0 of the O.H.A. with the responsibility to determine policies, priorities, and programs for the conservation, protection, and preservation of the heritage of Ontario. Section 27 of the O.H.A. requires the clerk of every municipality to keep a publicly accessible register of properties that are of cultural heritage value or interest situated in the municipality. The municipal register of heritage properties must include all properties in the municipality that are designated under Part IV and Part V of the O.H.A. The O.H.A. also allows a municipality to include properties of cultural heritage value or interest that have not been designated in its municipal register, sometimes referred to as listing. The Study Area contains 25 parcels designated under Part IV and 186 parcels which are included on the City of Guelph *Municipal Register of Cultural Heritage Properties* as non-designated (listed) properties (Map 2). Key provisions established by the O.H.A. and relevant to the subject study are outlined below.



Map 2: Properties included on the City of Guelph *Municipal Register of Cultural Heritage Properties* within the Study Area (A.S.I., 2024).



### Part V Heritage Conservation Districts

The council of a municipality may study an area within its boundaries for the purposes of designating one or more H.C.D.s. If a municipality’s Official Plan contains provisions for the establishment of a Heritage Conservation District (H.C.D.), council may enact a by-law to designate the defined area(s) as an H.C.D. District designation enables the council of a municipality to guide future change in the district, through the adoption of a district plan with objectives, policies and guidelines for conservation, protection, and enhancement of the area’s cultural heritage values.

An H.C.D. may comprise an area with a group or complex of buildings or a larger area with many buildings and properties. The significance of the area may relate to its collection of, and interrelationships between, built heritage, structures, streets, landscape, topography, and other physical



and spatial elements as well as important vistas and views between and towards buildings and spaces. Municipal Heritage Committees are required to be consulted as part of the Study and Plan phases of establishing an H.C.D. At least one public meeting is also required to be held as part of establishing an H.C.D. Plan. A copy of the Plan must be made available to the public prior to a by-law being enacted. An H.C.D. enables a permitting process to guide changes within the District and the Municipal Heritage Committee is consulted as part of permit applications. A by-law designating a District can be appealed to the Ontario Land Tribunal. Once the District is in force and where council refuses to grant a permit, the property owner can appeal to the Ontario Land Tribunal.

The O.H.A. also enables municipalities to designate the area subject to an H.C.D. study under a by-law, pursuant to Section 40.1.(1) of the Act, for a period up to one year for the purposes of prohibiting or limiting alterations to properties and/or erections, demolitions, or removals of buildings or structures, or classes of buildings or structures, within the subject Study Area. This by-law shall be served on each owner of property within the Study Area and published in a newspaper of general circulation in the municipality. Objectors to this by-law may make an appeal to the Ontario Land Tribunal.

### 1.3 Provincial Policy Statement (2020)

The *Provincial Policy Statement* (P.P.S.) provides policy direction on matters of provincial interest (Provincial Policy Statement, 2020). The P.P.S. states that cultural heritage and archaeological resources provide important environmental, economic, and social benefits. As such, the P.P.S. provides policy direction pertaining to the conservation of cultural heritage and archeological resources.

Section 1.0, *Building Strong Healthy Communities*, contains policies related to cultural and natural heritage features. Within Section 1.2, *Coordination*, the P.P.S. states that a coordinated, integrated, and comprehensive approach should be used when dealing with planning matters within municipalities, and across lower and upper-tier municipal boundaries including:

- managing natural heritage, water, agricultural, mineral, and cultural heritage, and archaeological resources (Policy 1.2.1.c).

Within Section 1.7, the P.P.S. states that long term economic prosperity is supported by:

- encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes (Policy 1.7.1.e).

Section 2.0, *Wise Use and Management of Resources* addresses the long-term prosperity of the province and the importance of protecting natural and cultural heritage and archaeological resources for their economic, environmental, and social benefits. More specifically, Section 2.6 pertains specifically to Cultural Heritage and Archaeology policy and states that:

- Significant built heritage resources and significant cultural heritage landscapes shall be conserved (Policy 2.6.1);





- Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved (Policy 2.6.2);
- Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved (Policy 2.6.3);
- Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources (Policy 2.6.4); and,
- Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources (Policy 2.6.5).

Further, the P.P.S. contains a series of definitions relevant to cultural heritage resources and which have been used as appropriate as part of this study.

#### 1.4 Growth Plan for the Greater Golden Horseshoe (as consolidated, 2020)

The Greater Golden Horseshoe (G.G.H.) is a dynamic and growing region in North America (Government of Ontario, 2020). The Growth Plan for the G.G.H. provides a vision and direction for the planning and development that supports economic prosperity, protects the environment, and helps communities achieve a high quality of life. The Plan identifies City of Guelph as part of the Greater Golden Horseshoe Growth Plan Area and designates downtown Guelph as an Urban Growth Centre (U.G.C.) (Schedules 1 and 4). The Plan further identifies minimum density targets for U.G.C.s (Policy 2.2.3.2) at 150 residents and jobs per hectare. Concurrently, the Plan refers to and provides policy direction for cultural heritage and archaeological resources, and recognizes that unmanaged growth can degrade, among other features, the region’s cultural heritage resources. The Plan further states that cultural heritage resources and open spaces within cities, towns, and countryside provide people with a sense of place.

#### 1.5 City of Guelph Official Plan (2022 Consolidation)

The *City of Guelph Official Plan* (O.P.) was originally adopted in 1994, and has been comprehensively updated since, and most recently through Official Plan Amendment 80 (O.P.A. 80) in February 2022, subsequently approved through Bill 150 on December 6, 2023 with an in effect date of April 11, 2023 (City of Guelph, 2022). The O.P. outlines the goals, objectives and policies that will guide Guelph’s growth and development in the years leading up to 2051.

#### Growth and Development

The O.P. provides a strong policy framework which balances broad goals and objectives specific to the Downtown, including new urban growth, economic development, enhanced mobility and connectivity, environmental stewardship, and high-quality design. The O.P. vision and objectives value a vital downtown core, a mix of uses and densities, high-quality urban design, enhanced connectivity, and preserved heritage architecture. The Strategic Goals provide a broad framework to inform planning and





development within the city, which are to be achieved, in part, by efficient urban growth and land use patterns; encouraging compatible intensification and redevelopment in urban areas; developing compact, mixed-use, and transit-supportive communities; a sense of community; and ensuring a safe, liveable, and healthy community.

Map 3: The Study Area overlaid on the Schedule 1: Growth Plan Elements map from the *City of Guelph Official Plan* (City of Guelph, 2022).



The O.P. provides strong direction on growth and intensification, particularly in Downtown, and seeks to build compact, vibrant, and complete communities. More specifically, Section 3.4 contains policies for the Built-up Area and General Intensification and sets intensification targets which encourage significant portions of new residential and employment growth to be accommodated within the built-up area. Policies seek for a minimum of 40% of the City’s annual residential development to occur in the City’s built-up area, specifically promoted and facilitated within the Downtown Urban Growth Centre (U.G.C.), as identified on Schedule 1a, Growth Plan Elements (Map 3), which is to be maintained and

strengthened as the heart of the community. The U.G.C. is planned to be a focal area for investment, major offices and institutional uses, and major transit infrastructure while attracting a significant share of the city's residential growth. As of 2022, the City achieved 56% of residential growth within the built-up area, which translates to 667 new units.

The Downtown U.G.C. is to be planned and designed to, among other objectives, achieve a minimum density target of 150 people and jobs combined per hectare by 2031 and 200 persons and jobs combined per hectare by 2051. The U.G.C. will serve as a high-density major employment area and provide for additional residential development while simultaneously maintaining, enhancing, and promoting cultural heritage resources and accommodating the Guelph Central Station as a Major Transit Station (OP Section 3.5). Finally, policies for the Major Transit Station identify the Guelph Central Station, planned to support inter-city transit service and local transit service, functioning as the central connectivity hub, with the Major Transit Station Area accommodating new growth and development.

### Heritage Conservation

The vision, strategic directions, goals, objectives, and policies of the O.P. provide a strong framework which supports the protection, retention, conservation, and enhancement of cultural heritage resources in the City of Guelph. More specifically, the policies of the O.P. support the undertaking, development, and implementation of H.C.D. Studies and Plans. As part of the O.P.'s overarching objectives, the Strategic Goals provide clear direction to preserve, enhance, and protect the City's distinct character while balancing growth and development objectives. Additionally, Section 3.17 contains overarching direction related to a city-wide Culture of Conservation and enables the City to develop and implement policies and other strategies in support of the conservation of cultural heritage and archaeological resources, among other objectives.

Part Four of the O.P. contains substantial policy direction and development criteria for, among other matters, cultural heritage conservation and natural heritage features, aimed at ensuring a diverse and healthy environment. Particularly, this section of the O.P. provides a strong policy framework which details how the City can achieve the protection of cultural heritage resources and heritage conservation.

Section 4.8 of the O.P. relates to Cultural Heritage Resources within the City of Guelph which outlines several objectives, most notably the City's intent to maintain and celebrate the heritage character of the city, including built heritage resources, cultural heritage landscapes, and archaeological resources. Policies seek to ensure that all new development is contextually appropriate and maintains the integrity of cultural heritage resources or adjacent protected heritage properties.

Section 4.8.1 contains policies for Cultural Heritage Resources, supporting conservation and enabling the City to both designate and list built heritage resources and cultural heritage landscapes on a municipal register. Section 4.8.2 relates to Heritage Designation and contains policies which enable Council to designate properties of cultural heritage value or interest.

Section 4.8.3. contains policies related to H.C.D.s, enabling Council to initiate the examination of an area of the city for designation. Prior to the designation of an H.C.D., the City shall identify its intent to define and investigate an area and a Study shall be undertaken to determine if the area should be conserved as



an H.C.D., examining and recommending boundaries for the H.C.D. area, evaluating the area's cultural heritage value or interest, and recommending the objectives, policies, and contexts of the H.C.D. Plan. The Plan may include development control measures and outline requirements to conserve the cultural heritage of the area. Policies enable Council to designate any area within the city as an H.C.D. and prepare an H.C.D. Plan, with properties within an approved H.C.D., to be included in the Heritage Register.

Section 4.8.4 contains policies related to Development and Site Alteration Adjacent to Protected Heritage Properties, generally permitting development and site alteration provided the heritage attributes of the adjacent property will be conserved, and allows the City to require mitigation or avoidance measures to conserve heritage attributes. Additionally, policies enable the City to develop adjacent land guidelines and architectural design guidelines to guide development and site alteration adjacent to heritage properties.

Section 4.8.5 contains policies related to the City's Heritage Register, enabling the City to keep, maintain, add, and remove properties from a list of properties believed to be of cultural heritage value or interest. Built heritage resources and cultural heritage landscapes on the Heritage Register are to be considered for conservation where development is proposed. Removal from the Register, demolition and/or a change of use may be permitted where Council has determined that a listed property has no cultural heritage value or interest.

Section 4.8.6 contains policies related to Archaeological Resources, recognizing that archaeological resources are located throughout the City and enabling the City to identify areas of archaeological potential and require that significant archaeological resources to be conserved.

Section 4.8.7 establishes Heritage Guelph as the City's municipal heritage committee, with the role of advising and assisting Council on matters and interests related to cultural heritage resources, including providing advice on the identification, prioritization, and designation of properties including H.C.D.s.

Section 4.8.8 contains policies which enables the City to identify, evaluate, and conserve heritage trees where they satisfy one of the criteria for determining cultural heritage value or interest as prescribed by O.H.A. regulations.

Sections 4.8.9 through 4.8.12 contain policies and requirements for Cultural Heritage Resource Impact Assessments, Cultural Heritage Conservation Plans, and Cultural Heritage Reviews, enabling City Staff to require these to be prepared as part of a complete development application for properties containing either designated and/or listed cultural heritage resources.

Additionally, the Urban Design policies in Section 8 of the O.P. support the conservation and celebration of the City's cultural heritage resources through the reuse of built heritage and cultural heritage landscape assets and ensuring that adjacent development responds to and respects these assets.

Section 8.2 contains policies for the Public Realm and provides specific guidance to new development relative to site specific design details, while Section 8.3 contains policies for Landmarks, Public Views, and Public Vistas, enabling the City to identify existing landmarks or locations for new landmarks and require measures for their protection and retention. Specifically, key public views to the Church of Our



Lady (*sic*) shall be identified and protected, while public views and vistas to other cultural heritage resources or natural heritage features may be identified for protection.

Sections 8.5 through 8.20 contain development-specific policies relative to various types of built forms and architectural details, including low-rise residential and other residential forms, mid-rise buildings, high-rise buildings, buildings in proximity to residential and institutional uses, vehicle-oriented uses, transition of land use, urban squares, site access, signage, loading, servicing, parking, lighting, safety, and accessible design. Overall, the guidelines in these sections seek to ensure new development and built forms which are compatible with the existing and planned context, including compatibility with cultural heritage resources.

### Implementation

The O.P. enables tools that the City can use to achieve and implement its vision and strategic directions. Relative to the conservation of cultural heritage resources, Section 4.8.13 contains Implementation Policies which enable the City to pass by-laws or implement other tools which ensure and facilitate the conservation of built heritage resources and cultural heritage landscapes, including implementing measures such as built form regulations, demolition control, financial incentives, and easement agreements.

In a broader sense, Sections 10.3 and 10.5 enable the City to identify areas and pass by-laws which may be subject to Community Improvement Plans (or “Community Improvement Project Areas”) and Holding By-laws. Further, Sections 10.10, and 10.12 through 10.14 contain provisions related to Site Plan Control, Sign By-laws, Property Standards By-laws, and Demolition Control, each enabling the City to pass By-laws which will uphold the intent of conserving natural heritage features and cultural heritage resources. Finally, Section 8.23 contains Urban Design Implementation policies, enabling the City to implement the *Urban Design Action Plan*, urban design guidelines, architectural control and design review, and other measures which can support conservation of heritage resources.

### 1.6 Downtown Secondary Plan (O.P. 2022 Consolidation, as amended by O.P.A. 80)

The Downtown Guelph H.C.D. Study Area is located within the Downtown Secondary Plan area (Downtown) which provides a detailed policy framework and guidance specific to downtown Guelph. The Downtown Secondary Plan is founded on several principles which, among others, seek to conserve significant heritage structures and maintain the character of distinct heritage areas within the Downtown while also accommodating a significant share of Guelph’s population growth (City of Guelph, 2022).

### Economic Development

Section 11.1.3 contains policies relating to Economic Development within the Downtown area. Generally, policies encourage major offices, tourism, cultural facilities, and post-secondary education facilities to locate in the Downtown, and highly encourage population growth, job growth, and investments in the area. Of note, this section recognizes the Farmers’ Market and Armoury as important





spaces while contemplating their future roles in the Downtown, including the potential adaptive reuse of the Armoury.

## Mobility

Section 11.1.4 contains policies related to the Mobility network. Schedule A (Mobility Plan) identifies Woolwich Street as a Primary Street (Arterial); Wyndham Street North and Macdonell Street as Downtown Main Streets; Carden Street, Cork Street East, and Douglas Street as Local Streets; and Laneways throughout the Downtown Guelph H.C.D. Study Area. Primary Streets are planned as major roads that provide access to and through Downtown for pedestrians, transit bicycles and auto vehicles. Downtown Main Streets are the main commercial streets within Downtown which should provide for pedestrian zones, on-street parking, and dedicated bike facilities. Local Streets are key streets providing access to and through Downtown. Finally, Laneways are important multi-functional spaces are intended to accommodate access and loading, as well as vehicle, cycling, and pedestrian uses. Generally, the Mobility policies of the Secondary Plan seek to improve the mobility network of Downtown Guelph and encourage multi-modal transportation, high-quality urban design, and public safety.

## Public Realm

Section 11.1.5 contains policies for the Public Realm, Community Facilities, and Heritage. Schedule B (Public Realm Plan) identifies Woolwich Street, Macdonell Street, and Wyndham Street North as “Primary Streetscapes”. St. George’s Square, Market Square, and 158 Wyndham Street North are identified as “Existing and Future Public Squares”, while “Mid-Block Pedestrian Mews”, and “Existing Parks and Open Spaces” are located throughout the Downtown Guelph H.C.D. Study Area.

Section 11.1.5.1 contains policies related to Streetscapes, with specific policy direction for Primary Streetscapes. Primary Streetscapes are planned as main entry roads and should accommodate pedestrian use and new street trees. More specifically, Macdonell Street and Wyndham Street north of the Metrolinx rail corridor are priority areas for streetscape improvements.

Section 11.1.5.2 contains policies related to Parks, Urban Squares, and Pedestrian Mews. New parks and urban squares are to be designed as community and cultural hubs, while noting that St. George’s Square specifically represents an opportunity to evolve into a central multi-purpose gathering space. Additionally, policies support adaptive reuse of the Armoury, and contemplate the potential for an urban square at the rear of the building as part of redevelopment.

Section 11.1.5.4 contains policies related to Cultural Heritage Resources. Policies enable the City to undertake a Heritage Conservation Analysis for the historic downtown core (west of the Speed River), to identify additional properties for individual designation, and identify heritage character areas that have the potential to be H.C.D.s, including but not limited to Douglas Street (within the H.C.D. Study Area) and Neeve Street, north of the river (outside of the H.C.D. Study Area).

Additionally, policies enable the City to take steps to conserve the cultural heritage resources within the Downtown Secondary Plan area. These include the integration of cultural heritage landscape features into the public realm, implementing standards through the Zoning By-law that support conservation,

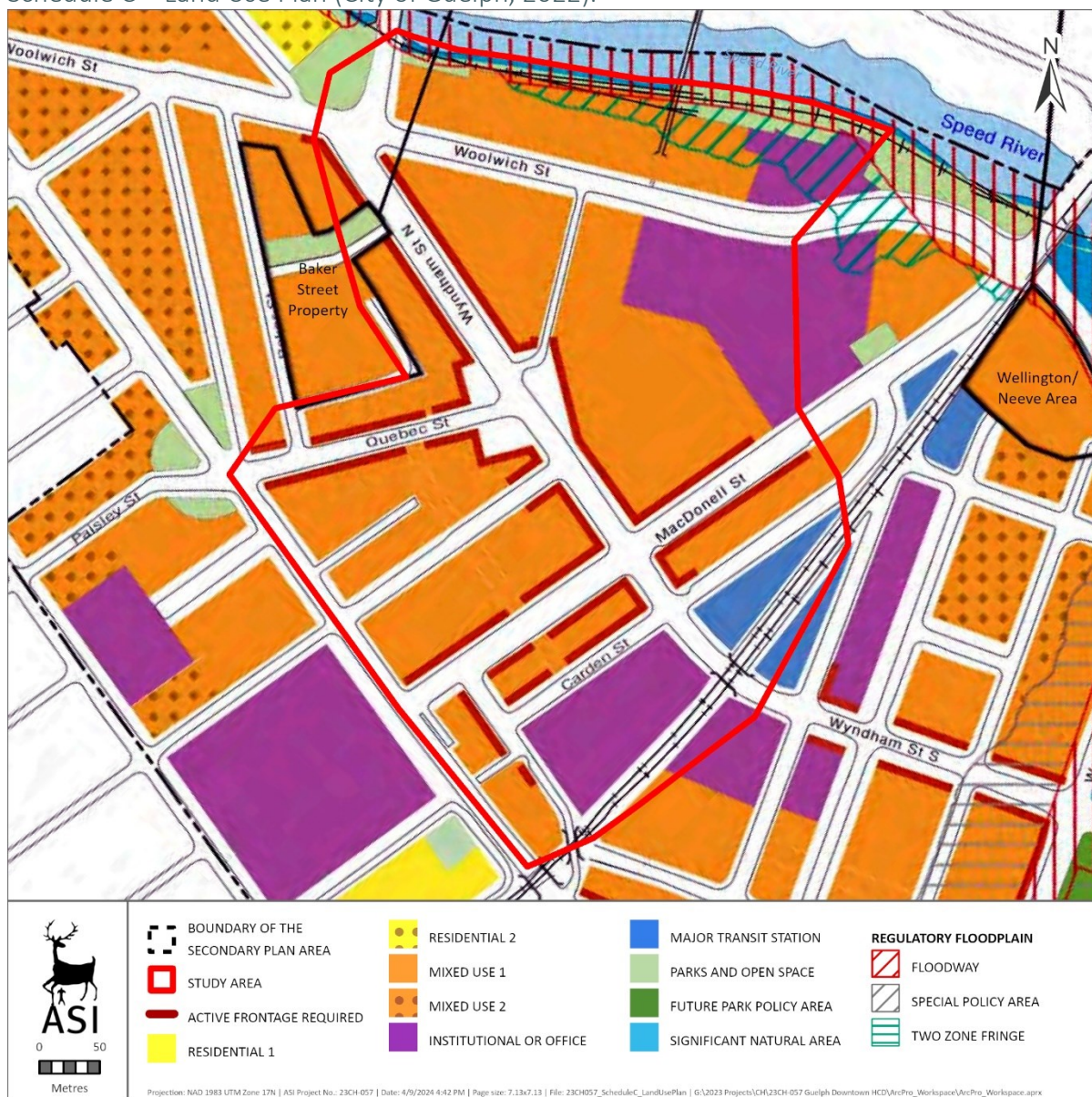


protecting the existing heritage character of Woolwich Street, Norfolk Street, Norwich Street, and surrounding area, and the use of interpretative plaques and displays.

Land Use and Built Form

Section 11.1.7 contains general policies for Land Use and Built Form, which provide guidance on building heights, massing, and other built form design elements. Schedule C (Land Use Plan) identifies the majority of the Downtown Guelph H.C.D. area as the Mixed Use 1 land use designation, with some lands designated Institutional or Office areas. Guelph Central Station is identified as a Major Transit Station. Parks and Open Space are identified along the Speed River, along with the Floodway and Two-Fringe Zone overlays apply along the Speed River between Eramosa Road and Macdonell Street (Map 4).

Map 4: The Downtown Guelph H.C.D. Study Area overlaid on the Downtown Secondary Plan Schedule C – Land Use Plan (City of Guelph, 2022).





The Mixed Use 1 Area is intended to accommodate a broad range of uses in a mix of highly compact development forms, with new development contributing to a strong urban character and a high-quality pedestrian-oriented environment. Policies encourage active uses and frontages at the ground floor of buildings to enliven key streets, including Wyndham, Quebec, Macdonell and Carden streets. For these key streets, policies require retail and service uses at the ground floors of all buildings along the street edge, generally continuous street walls with a minimum height of 3 storeys, and minimum ground floor heights of 4.5 metres. Buildings shall be generally built close to the front property line to help frame and animate adjacent streets, with a substantial stepback above the fourth storey generally in the range of 3 to 6 metres. The Secondary Plan further contains highly detailed built form policies related to certain architectural details, including articulation, materials, and entrances. Generally, the built form and land use policies of the Downtown Secondary Plan encourage uses and forms which are complementary to the existing character of downtown Guelph.

Of the remaining designations, Institutional or Office areas include those properties occupied by significant civic, cultural, and public institutions, permitting a range of uses including but not limited to entertainment, commercial, community service, cultural, educational, institutional, hotels, and offices. The Major Transit Station is intended to accommodate the various components and ancillary uses of Guelph Central Station. Open Space and Parks are intended to accommodate public and private recreational uses and facilities, parks, conservation lands, and/or complementary uses, including cultural facilities.

The Downtown Guelph H.C.D. Study Area has permitted heights between 3 to 6 storeys, with 4 to 10 storeys permitted in select locations as shown on Schedule D of the Downtown Secondary Plan as amended by O.P.A. 80. Schedule D also identifies Protected Public View Corridors to the Church of Our Lady Immaculate (*sic*) through the Downtown Guelph H.C.D. Study Area, enabling the Zoning By-law to precisely define the protected views and be amended to reflect the location and scope of the views (Map 5).

Map 5: The Downtown Guelph H.C.D. Study Area overlaid on the Downtown Secondary Plan Schedule D: Protected Public View Corridor and Special Policy Area Building Heights (City of Guelph, 2022).



Secondary Plan policies seek to sustain the predominant mid-rise built form of Downtown, with taller buildings restricted to strategic locations such as gateway sites in order to have minimal direct impacts to the existing historic core and to be outside protected public view corridors. However, certain conforming issues between overarching policy directions and the permitted high-rise building heights of Schedule D should be noted.

## 1.7 Zoning By-laws

The Downtown Guelph H.C.D. Study Area is subject to the City of Guelph's Zoning By-law (2023-20790). This Zoning By-law was approved by Guelph City Council in April 2023. As of report submission, this Zoning By-law, with exception of specific sites, areas, and sections subject to ongoing appeals.

### City of Guelph Zoning By-law (2023)-20790

Associated zoning maps represent zone classes and symbols, with the Study Area primarily zoned Downtown Zone (D), with specific zone classes including Downtown Zone 1 (D.1) and Downtown Zone 3 (D.3, D.3a) (City of Guelph, 2023b). Map 36 of the Zoning By-law further indicates a parcel of land along Macdonell Street zoned Urban Square (U.S.), and lands along the Speed River located within the Natural Heritage System (N.H.S.) Zone.

The purpose of D.1 is to permit a broad range of uses in a mix of highly compact development forms, while D.3 permits significant civic, cultural, and public institutions, other institutional uses and major office uses, with D.3a permitting the Guelph Central Station and accessory uses. A broad range of residential and commercial uses are permitted within D.1, however D.3 and D.3a are limited to commercial uses. Built form regulations which apply to D include but are not limited to setbacks, upper storey setbacks, maximum floorplate sizes, tower separation regulations, angular plane requirements, and active frontage requirements. Finally, N.H.S. is generally limited to conservation uses and legally existing uses, buildings, and structures.

Specific overlays are applicable to Downtown Guelph H.C.D. Study Area including:

- Protected View Area Overlay (Schedule B-3) applies to lands within an identified viewshed of the Basilica of Our Lady Immaculate and regulates maximum elevations for buildings and structures, specifying that no building or structure shall exceed the elevation described on the Schedule.
- Downtown Height Overlay (Schedule B-4) establishes building heights for the Downtown, limiting the majority of building heights to between three and six storeys, with select parcels permitting heights between four and eight storeys.
- Downtown Active Frontage Area Overlay (Schedule B-5) contains provisions related to minimum and maximum front and exterior setbacks, minimum first storey heights (4.5 metres), active entrance and glazing requirements, prohibiting driveways, and specific use requirements for ground floor uses.
- Downtown Exterior Finishes Overlay (Schedule B-6) regulates the type of building materials that can be used for exterior facades within the Downtown. Any building located within this overlay are subject to specific requirements related to exterior facades, materiality, finishes, and window openings.
- Floodplain Overlay (Schedule B-8) is applied to the Speed River and regulates the lands that lie within the floodway and flood fringe portions of the regulatory floodplain. Generally, development, redevelopment and rehabilitation of buildings and structures within the flood fringe portion of the Floodplain Overlay may be permitted, subject to special rules and provided



specific area floodproofing requirements are met, as established by the Grand River Conservation Authority.

#### City of Guelph Zoning By-law (1995)-14864

Under Zoning By-law 1995-14864, the Downtown Guelph H.C.D. Study Area is primarily zoned Downtown Zone (D.1, D.3), with the exception of one parcel of land along Macdonell Street which is zoned Central Business District (C.B.D.1) and lands along the Speed River either located within a natural corridor or lands within the flood fringe (City of Guelph, 1995). Similar to Zoning By-law (2023)-20790, a broad range of residential and commercial uses are permitted within D.1, while D.3 is limited to commercial uses. Similar built form regulations are applied to D, while the provisions for floodplain and flood fringe lands generally limit permitted uses to conservation areas, recreational trails, picnic areas, and wildlife management areas, and limit development.

Map 67 of the Zoning By-law describes permitted building heights throughout the Downtown Guelph H.C.D. Study Area, primarily permitting building heights between three and six storeys, with select lands permitting heights up to eight storeys.

Overall, both Zoning By-law (2023)-20790 and (1995)-14864 contain a range of permitted uses and built form regulations which support the objectives and implement the Official Plan. Notably, the Downtown Exterior Finishes Overlay supports heritage conservation within the Downtown by requiring finishes characteristic of historic properties, such as stone and masonry.

### 1.8 Additional Applicable By-laws

The Downtown Guelph H.C.D Study Area is subject to additional City of Guelph By-laws, including the Demolition Control, Property Standards, Tree, Site Alteration, and Sign By-laws. A review of these additional By-laws as they relate to the Downtown Guelph H.C.D. Study Area is included below.

#### Demolition Control By-law (2024-20923)

The Demolition Control By-law was adopted by Guelph City Council in March 2024, designating the City of Guelph as an area subject to demolition control (City of Guelph, 2024). The By-law requires that property owners obtain a demolition permit to demolish residential properties in the City.

A demolition permit may be subject to conditions prior to issuance, including conditions related to the preservation or documentation of a listed or designated heritage property. In certain circumstances, a demolition permit may not be required, including for renovations, where a building is deemed unsafe, to allow for environmental remediation, or for City-owned properties where demolition is required for the imminent implementation of a Council approved capital works project.



#### Property Standards By-law (2000-16454)

The Property Standards By-law was adopted by Guelph City Council in October 2000 (City of Guelph, 2000). The by-law prescribes standards for the maintenance and occupancy of properties in the City, provided the O.P. includes provisions related to property conditions.

Section 3 contains general standards for all properties, requiring that every property be kept free of, among other items, any dilapidated or collapsed structure. The General Standards contain further provisions and requirements for parking areas, walks and driveways, accessory buildings and other structures, and other specific matters.

Section 4 contains requirements for Building Standards for All Properties, including structural standards requiring the walls, roofs, and other exterior parts and surfaces be maintained. This section further specifies standards for interior features, operations, and functions of a building, while Section 5 contains additional residential standards and provisions.

Section 6 enables the role of the Property Standards Committee, while subsequent sections contain provisions for enforcement, penalties, and other administrative matters.

On July 23, 2024, City Council adopted By-law (2024-20944) to amend the Property Standards By-law (2000-16454) to include minimum standards for the maintenance of heritage attributes of heritage properties designated under Part IV and Part V of the O.H.A.

#### Tree By-law (2010-19058)

The Tree By-law was adopted by Guelph City Council in August 2010 to regulate the destruction or injury of trees within the municipality (City of Guelph, 2010). A regulated tree means a specimen of any species of deciduous or coniferous growing woody perennial plant, supported by a single root system, which has reached, could reach, or could have reached a height of at least 4.5 metres from the ground at physiological maturity, is located on a lot larger than 0.2 hectares (0.5 acres) in size, and has a diameter at breast height of at least 10 centimetres.

The Tree By-law prohibits the destruction or injury of regulated trees without first obtaining a permit, with exceptions including but not limited to those certain species and types of trees, tree health, emergency work, and tree hazards. The Tree By-law further contains information related to permitting, inspections, enforcement, and other matters.

The Tree By-law defines a "Heritage Tree" as a tree designated under Part IV of the O.H.A., or one which is included in the City's *Municipal Register of Cultural Heritage Properties*. However, the Tree By-law does not contain specific provisions related to Heritage Trees, nor those located on heritage properties or within an H.C.D.

#### Site Alteration By-law (2016-20097)

The Site Alteration By-law was adopted by Guelph City Council in September 2016 to prohibit or regulate the alteration of properties within the municipality, where site alteration specifically refers to changes in elevation of 100 millimetres or more from existing grade or finished grade resulting from the placing or





dumping of fill, the removal of topsoil, or any other action that alters the grade of a property (City of Guelph, 2016).

The By-law contains provisions for permitting the alteration of a site, application requirements, control plan requirements, permitting, and other administrative matters. There are no provisions specific to heritage properties or H.C.D.s within the Site Alteration By-law.

#### Sign By-law (2021-20621)

The Sign By-law was adopted by Guelph City Council in July 2021 to regulate the installation, display, alteration, repair, and removal of signs within the municipality (City of Guelph, 2021). The By-law also regulates the location, size, number, construction, alteration, repair, and maintenance of all outdoor signs and signs visible from the exterior of a building or structure, including signs located in windows.

The Sign By-law contains specific provisions for types of permanent and temporary signs for each zone within the City and regulates several aspects of each with provisions including: maximum number of signs, permitted location on a building or structure, minimum clearance above ground surface, maximum projection from building or structure, maximum sign face area, illumination, maximum changeable copy, minimum setback from street line, maximum height above adjacent roadway, and minimum required separation distance.

The By-law defines heritage attributes, protected heritage properties, and heritage permits relative to the issuance, variance, or refusal of a Sign Permit. The By-law states that consideration for variances to a Sign Permit should be given based on potential impacts to the heritage characteristics of the building, property, and/or the surrounding area. The By-law further allows Sign Permit applications to be refused where a heritage permit, if required, was not obtained for a sign located on a protected heritage property. Approval of a Sign Permit may be granted where proof of heritage permit approval is granted, where applicable.

## 2.0 Plans

Additional plans, including the *Future Guelph: Strategic Plan*, the *City of Guelph Cultural Heritage Action Plan*, and the *Downtown Guelph Community Improvement Plan*, are applicable to the Downtown Guelph H.C.D. Study Area, and have been reviewed below.

### 2.1 Future Guelph: Strategic Plan (2024-2027)

The *Future Guelph: Strategic Plan* guides the City's short-term future, for a term of 2024-2027, building on the community vision, establishing direction to help the City become a more modern, effective government, creating a foundation for a multi-year budgeting and planning process, and improving on sustainability goals and community well-being (City of Guelph, 2023a). The vision of the Strategic Plan is of an inclusive, connected, prosperous city which looks after the people and environment, specifically encouraging working together to deliver responsible, responsive, and professional public service to Guelph's growing and diverse community. The plan sets out values of integrity, service, inclusion,





wellness, and learning, and guides the City in delivering programs and services, engaging with residents and businesses to ensure a future-ready Guelph. Section 6.1.4 supports the conservation of cultural heritage resources by instructing implementation of the Cultural Heritage Action Plan.

The plan describes four thematic areas which provide direction to shape the implementation of plans, with example of actions to achieve the directions. Through this, the Plan prioritizes Guelph's foundations, City building, environment and its people and economy.

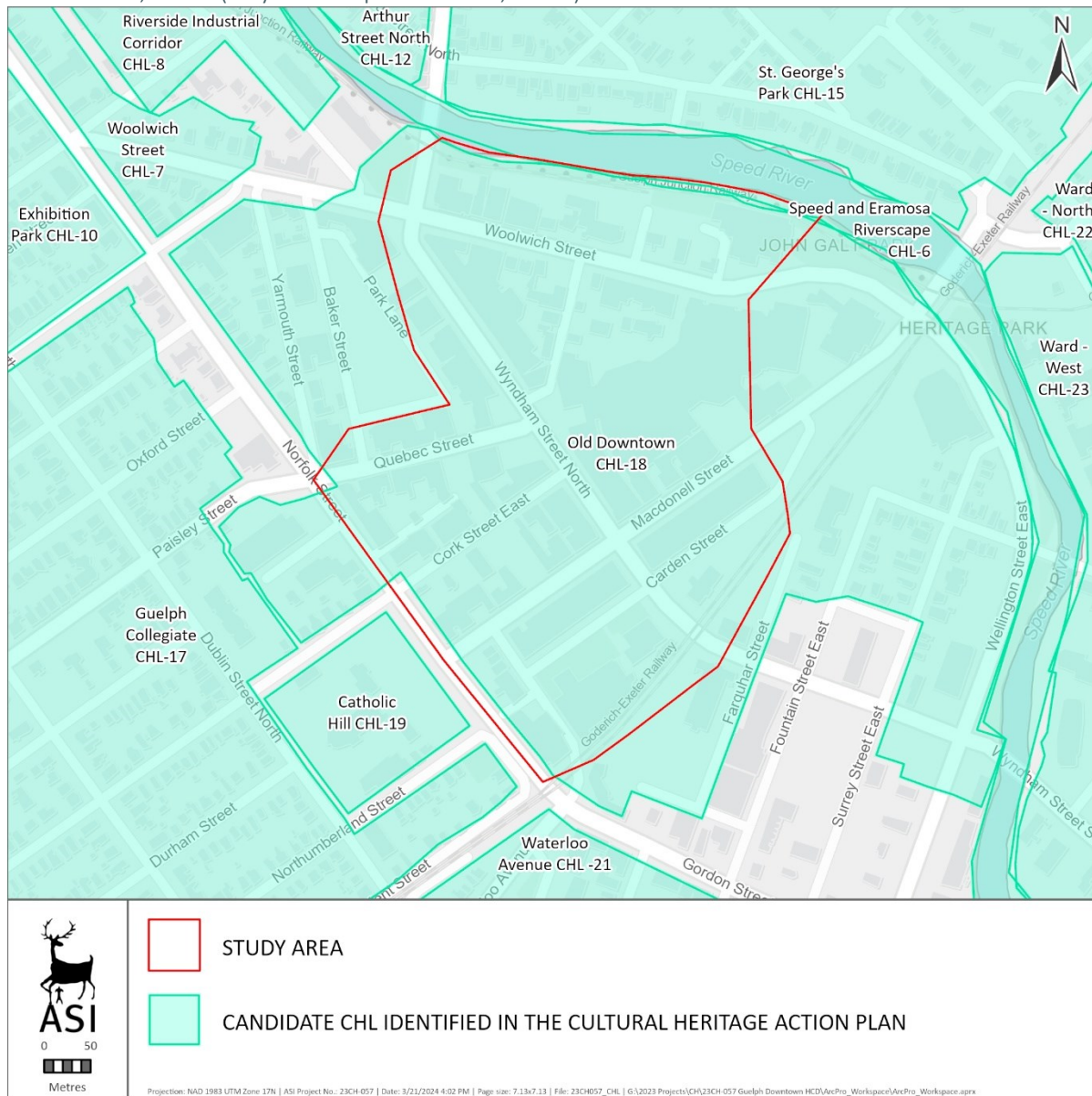
## 2.2 City of Guelph Cultural Heritage Action Plan (2020)

The *Cultural Heritage Action Plan* (C.H.A.P.) was conducted in two phases: the Background Report and the C.H.A.P. itself. The C.H.A.P., prepared by M.H.B.C. Planning, completed in 2020 and approved by Council in 2021, was developed to identify cultural heritage landscapes (C.H.L.s) within the City of Guelph and to prioritize actions related to conservation, cultural heritage promotion and incentives to help ensure that cultural heritage resources are conserved (City of Guelph & MHBC, 2020).

The establishment of key themes in the City of Guelph's history is a key feature of the Background Report and provides the basis for identifying cultural heritage landscapes in Phase Two of the project. The Background Report provides a detailed overview of the history of the City of Guelph which was used to produce key themes in the City's development.

The identification of C.H.L.s is a key feature of the C.H.A.P. and is based on the historical background and identification of themes completed in the Background Report. The C.H.A.P. identified Old Downtown (C.H.L. 18) as one of 32 C.H.L.s. The Old Downtown C.H.L. includes the downtown Guelph, noting the type of landscape as a core area containing a mix of uses with a similar boundary to that of the Downtown Guelph H.C.D. Study Area boundary (Map 6). The C.H.A.P. notes that development in the Old Downtown C.H.L. is guided by the Downtown Secondary Plan, and the *Downtown Streetscape Manual and Built Form Standards*. The document proposes an additional study to confirm the important components of the Old Downtown and put in place a plan for its conservation. Of particular importance to the Old Downtown C.H.L. is the streetscape and overall building form which is noted as being a primary consideration that guides future study.

Map 6: Candidate cultural heritage landscapes in Guelph as identified in the Cultural Heritage Action Plan, 2020 (City of Guelph & MHBC, 2020).



### 2.3 Downtown Guelph Community Improvement Plan (2011)

The Downtown Guelph H.C.D. Study Area is located entirely within the Downtown Guelph Community Improvement Plan (C.I.P.) area (City of Guelph, 2011). The C.I.P., developed in 2011, was intended to stimulate the revitalization of and investment in the Downtown to achieve positive change to the existing physical and social landscape, either through public or private sector investments, including municipally driven incentive-based programs.

The C.I.P. enabled the City to provide assistance, grants, and other financial incentives to encourage both public and private sector investments in the Downtown. The C.I.P. programs included:



- The Façade Improvement Grant Program, which sought to improve the appearance of the Downtown streetscape and buildings by providing a grant to property owners and tenants to assist with street-oriented exterior façade restoration and improvements, including those of built heritage resources.
- The Feasibility Study Grant Program which assisted in determining the feasibility of renovating and reusing of underused buildings by determining if building renovations or upgrades are physically or financially feasible. The program assisted property owners and tenants with the financing of feasibility studies.
- The Minor Downtown Activation Program which supported the redevelopment of underutilized and vacant properties within downtown Guelph by providing a percentage of funding for capital costs to support the conversion and/or rehabilitation of underutilized and vacant properties.
- The Major Downtown Activation Program which sought to encourage property owners and/or developers to undertake large scale residential or commercial redevelopment projects for underutilized and vacant sites.

Overall, the C.I.P. contained a range of financial incentives and grants which supported heritage conservation, revitalization, and investment within the Downtown Guelph H.C.D. Study Area. The C.I.P. is no longer in effect.

## 3.0 Guidelines

Additional Federal, Provincial, and Municipal standards and guidelines are relevant to the Downtown Guelph H.C.D Study Area. These include the *Standards and Guidelines on Conservation of Historic Places in Canada*, the Ontario Heritage Tool Kit, and the City of Guelph *Downtown Streetscape Manual and Built Form Standards*. A review of these documents as they relate to the Downtown Guelph H.C.D. Study Area is included below.

### 3.1 Standards and Guidelines on Conservation of Historic Places in Canada (2010)

Canada's Historic Place's *Standards and Guidelines for the Conservation of Historic Places in Canada* (Standards and Guidelines) address heritage districts as a type of cultural landscape. The Standards and Guidelines defines cultural landscapes as "any geographical area that has been modified, influenced, or given special cultural meaning by people" and identifies the following categories of cultural landscapes: 1) designed cultural landscapes; 2) organically evolved landscapes, including both relict and continuing landscapes; and 3) associative landscapes (Parks Canada, 2010). The Standards and Guidelines provide a conservation decision-making process, definitions of conservation and related treatments, and Standards for conservation. Section 4.1 of Standards and Guidelines outlines guidelines for conserving cultural landscapes, including heritage districts, and includes guidelines relating to evidence of land use, evidence of traditional practices, land patterns, spatial organization, visual relationships, circulation, ecological features, vegetation, landforms, water features and built features.

### 3.2 Ontario Heritage Tool Kit (2006)

The Ministry of Citizenship and Multiculturalism (M.C.M.) developed the Ontario Heritage Tool Kit to assist municipalities, professionals, organizations, and property owners with understanding the heritage conservation process in Ontario (Ministry of Citizenship and Multiculturalism, 2006b). A specific document was developed as part of this tool kit to address H.C.D.s. Key aspects of this guide relevant to the current study include the following: the process of district designation; changes to Part V of the O.H.A. that were enacted in 2005; advice for practitioners and municipalities regarding approaches, methods, and definitions to use when completing a district study; and key aspects of district management once the by-law has been passed and comes into force.

### 3.3 City of Guelph Downtown Streetscape Manual and Built Form Standards (2014)

The *Downtown Streetscape Manual and Built Form Standards* were adopted by City Council in 2014, apply to downtown Guelph and the entirety of the Downtown Guelph H.C.D. Study Area (City of Guelph, 2014). The document is intended to provide clear tools to guide the design of key streets, intersections, open spaces, and buildings within downtown Guelph, outlining best urban design practices for streetscape and built form.

#### Streetscape Manual

Based on best principles and practices, the Streetscape Manual provides a framework for well-designed, pedestrian scale streets in downtown Guelph, seeking to shift focus away from personal vehicle use to a multi-modal transportation model which supports businesses and provides modal equality for all users, including pedestrians, cyclists, transit, and vehicles. The Streetscape Manual identifies street classifications for the Downtown street network, assigning characteristics to five distinct street typologies including Primary Streets, Downtown Main Streets, Secondary Streets, Local Streets and Laneways. The Streetscape Manual further develops two distinct streetscape models. Flexible Streets are intended to be designed as curbsless, more integrated and flexible streets, allowing for a network of unique and programmable public spaces. Traditional Streets are intended to ensure balanced mobility, to be reconsidered to better serve priority modes of transportation and support business functions.

The Streetscape Manual provides specific design parameters and performance standards for each type of street, including right-of-way widths, planned setbacks, number of travel lanes, transit priority measures, bicycle facility standards, parking standards, and pedestrian realm improvements. Additional guidelines for specific design elements address material palettes, site furnishings, paving, tree planting, edges, cycle tracks, transit facilities, pedestrian lighting, public art, curbing, and other treatments.

The Mobility section of the Downtown Secondary Plan provides policy direction for key elements of the Streetscape Manual, with the principles of each street typology set out in Secondary Plan policies. However, it should be noted that Flexible and Traditional Streets are not defined within the Secondary Plan.



## Built Form Guidelines

The Built Form Guidelines provide guidance to development in downtown Guelph relative to character areas and built heritage resources, while outlining specific built form performance standards and a range of building typologies. Six distinct Character Areas have been identified, each with unique location-based conditions, site and building design characteristics, and land use and built form policy considerations. The Downtown Guelph H.C.D. Study Area is primarily identified as a “Historic Street-Based” Character Area, with the portion immediately to the west identified as a “Renewal” Character Area (Map 7). The Historic Street-Based Character Area occupies the historic centre of downtown Guelph and is intended to maintain an urban, mixed use, main-street character, with buildings oriented to adjacent streets. Key area-specific design principles for the Historic Street-Based Character Area provide guidance related to maintenance of and alterations to heritage properties, building heights, rooflines, sight lines to the Basilica of Our Lady Immaculate, the preservation of parks and open space, connectivity between public spaces, and active frontages. Renewal Areas are identified on lands surrounding the historic centre of downtown Guelph to the north, east, and south where a high degree of change is anticipated. These areas are planned for contemporary mixed use mid- to high-rise character.

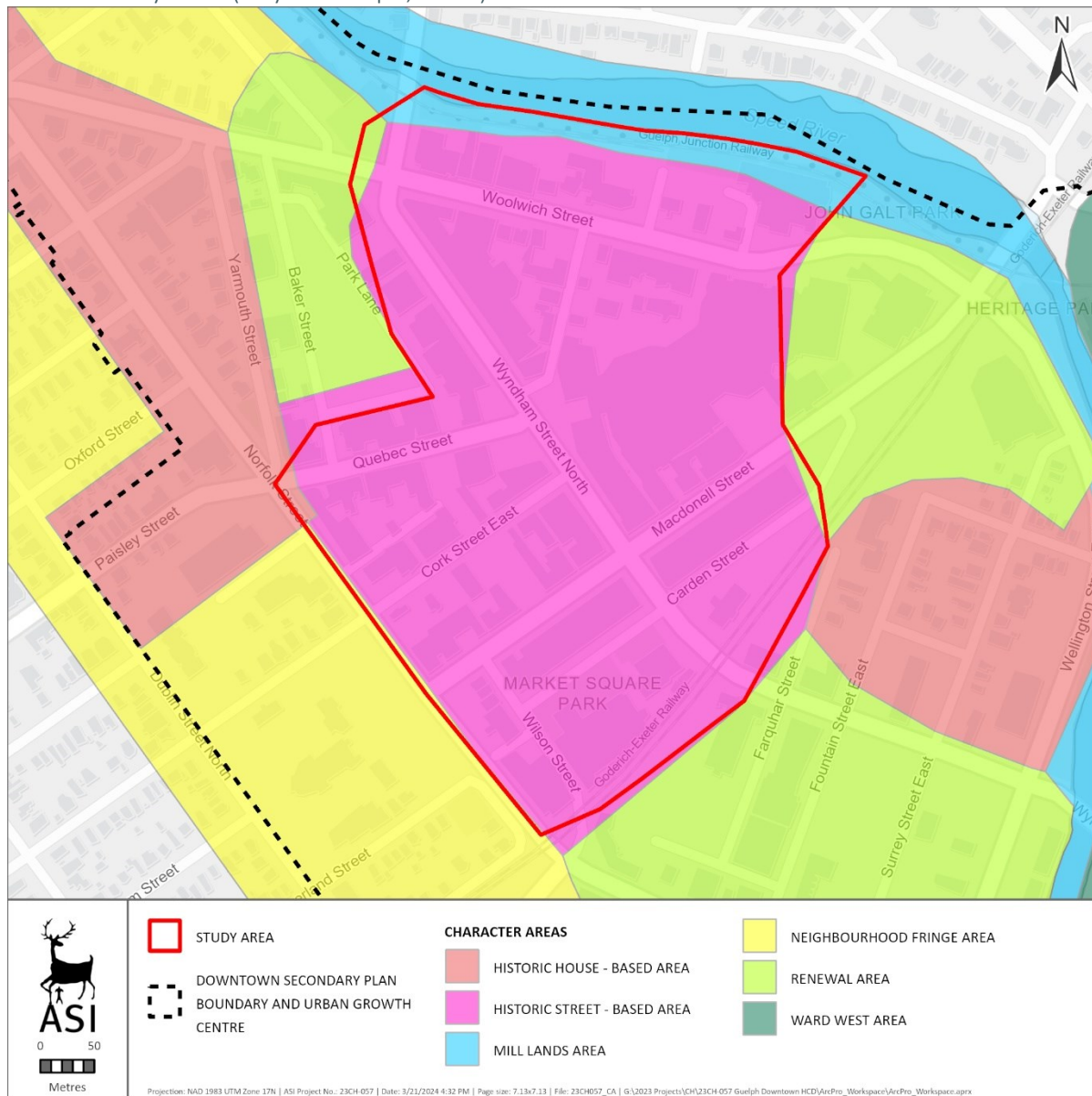
The Built Form Guidelines contain direction and performance standards for Site and Building Design Standards for Built Heritage Resources, addressing height and massing, setbacks and stepbacks, ground floor conditions, roofs, cornices, parapets, and materiality. The document additionally contains Site Design Standards for All Buildings, addressing setbacks, open space, private amenity space, public art, parking, access, loading, servicing, and sustainable site design. Further, Building Design Standards for All Buildings address height, massing, and floorplates, stepbacks, angular planes, articulation and detailing, ground floor and building entrances, materials, roofs, cornices and parapets, lighting, awnings, canopies, and signage, and sustainable building design.

Each of the Standards generally seek to ensure that built forms are complementary and sensitive to existing heritage character, minimizing potential impacts to heritage properties where new development may occur.





Map 7: Identified Character Areas in relation to the Downtown Guelph Heritage Conservation District Study Area (City of Guelph, 2014).



## 4.0 Heritage Permit and Development Applications

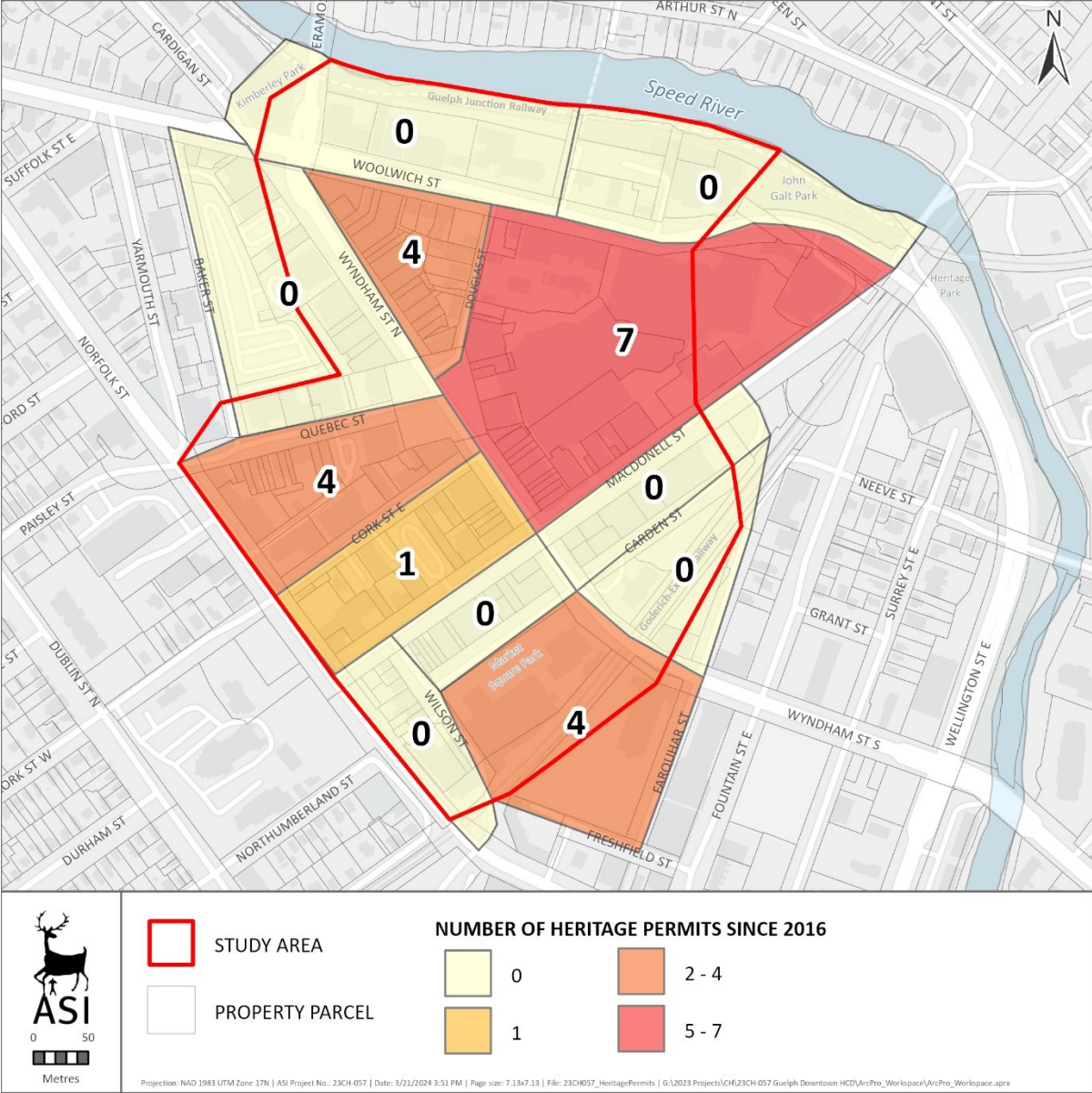
A review of recent heritage permit and development applications in the City of Guelph has been conducted. At the time of this report issue, there are no active development applications located within the Downtown Guelph H.C.D. Study Area.

Between 2016 and 2022, there have been a total of 89 heritage permit applications in the Downtown Guelph H.C.D. Study Area, ranging from minor to major permits, as well as permits requiring Council approval. Of the 89 heritage permit applications, some were cancelled, some are in process and 20 of those have been approved (Map 8). These permits cover a broad range of alterations, including minor



repairs, restorations, feature replacements, building additions, tree removal, signage installation, and demolition.

Map 8: Approved heritage permits in the study area, by block, from 2016 to 2022 (A.S.I., 2024).



# Part B: Engagement

Community engagement is integral to the success of a Heritage Conservation District (H.C.D.) Study. People who live and work in the area can express and communicate the value of the area and are often best able to identify important landmarks, boundary markers and defining characteristics (Ministry of Citizenship and Multiculturalism, 2006a). Engagement also allows for members of the community to express goals and objectives of the prospective District. The study's engagement program encouraged active discussions with community members and property owners and provided various opportunities to participate in the process and provide comments and feedback. A range of engagement sessions have been held throughout the study and are summarized below. Meeting summaries from each of the sessions are on file with City of Guelph planning staff.

## 5.0 Public and Stakeholder Engagement

As part of the Heritage Conservation District (H.C.D.) Study, the City of Guelph has engaged with the public and stakeholders throughout the project. This section summarizes the communications, open houses, workshops, meetings, and project promotion undertaken by the City of Guelph and the consultant team lead by Archaeological Services Inc. (A.S.I.) as required by Section 40.3, Part V of the *Ontario Heritage Act*.

Two rounds of engagement sessions and activities were held as part of the H.C.D. Study. The first round, which was held in the Fall of 2023, focused primarily on providing opportunities for stakeholders and the public to learn about the project and to share their knowledge regarding the Study Area's heritage and history, its special places, and its assets that should be guided through a potential heritage conservation framework as the City of Guelph continues to grow and change. The second round of engagement sessions and activities was held in Winter of 2024 and focused primarily on providing opportunities for stakeholders and the public to learn about the findings of the study and share feedback on those findings.

Engagement sessions and opportunities included Public Open Houses, online engagement, direct correspondence with the City's Project Manager, as well as meetings with the Downtown Guelph Heritage Focus Group, Heritage Guelph, and the Downtown Guelph Business Association. The following



sections provide a summary of these engagement opportunities in chronological order, identifying how feedback received informed and was incorporated into subsequent engagement sessions, as appropriate.

### 5.1 Round 1: Learning About the Project (Fall 2023)

The City’s Project Manager was responsible for inviting community members to participate in engagement events. The table below provides the number of letters and emails sent, the form of publication, the results of social media promotion, and the number of attendees (Table 1).

Table 1: Correspondence and Attendance Numbers

<b>Event</b>	<b>Letters</b>	<b>Publication</b>	<b>Social Media</b>	<b>Attendance</b>
Study Commencement	265	Project website	Twitter (Now called X) post reached 3,458 viewers	N/A
Open House 1	265	CityNews (electronic)  Downtown Guelph Newsletter	Open House: Facebook post reached 4,880 viewers Twitter (Now called X) post reached 1,610 viewers Instagram post reached 2,749 viewers Instagram story 1 reached 538 viewers Instagram story 2 reached 457 viewers Instagram Reel reached 9,188 viewers Walking Tour: Facebook post reached 4,588 viewers	35
Downtown Guelph Heritage Focus Group	265  28 emails	Project website	None	30 applicants  10 members

#### Heritage Guelph

A virtual meeting was held with Heritage Guelph on September 18, 2023. Eight members of Heritage Guelph, City Staff, and the consultant team were present. Goals for the meeting were: to provide context for past cultural heritage work completed in downtown Guelph; discuss the legislative process for an H.C.D.; and receive feedback on areas of cultural heritage importance within downtown Guelph. Following a 30-minute presentation, a short question-and-answer session was held. Questions regarding



the permitting process, guidelines, and appeals were discussed, as well as a question regarding the Focus Group formed as part of the study process.

The consultant team then led Heritage Guelph through a focused workshop. Members of the committee were asked to identify special places, parks, streets, and buildings in the Study Area, as well as those buildings and streetscapes that do not reflect Guelph's character and sense of place. They were also asked to identify opportunities that could be used to strengthen Guelph's heritage character. Finally, committee members were asked to describe what they see as the boundary of the historical core of Guelph; the place that tells the story of Guelph's past, and the area to be guided into the future as the community changes.

Heritage Guelph identified multiple aspects of downtown Guelph that contribute to the heritage character of the area, including limestone buildings, historic infrastructure (e.g., railway lines), legal and judicial history (e.g., Douglas Street and 74 Woolwich), the Basilica of Our Lady Immaculate, the Farmers' Market, the former Raymond Sewing Machine Company building and surrounding area, and the intersection of Woolwich and Macdonell streets. These comments were incorporated into the boundary analysis as the Study progressed.

#### Public Open House

The first Public Open House was hosted by the City of Guelph, in collaboration with the consultant team, on October 8, 2023. The session was held at Guelph City Hall and was open to all business owners, property owners, residents, agencies, developers, and any other interested parties. All property owners within the Study Area were notified of the Open House by mail and invited to participate. The session was advertised on the City's project webpage and through social media. This first public meeting was formatted to allow members of the public to drop in at any time during a two-hour event to both learn about the project and for the consultant team to share information. The Open House was augmented by two 45-minute walking tours of the downtown.

The drop-in format provided an opportunity for members of the public to peruse information boards, talk to members of consultant team and City staff, to learn about the H.C.D. process in general and the Downtown Guelph H.C.D. Study more specifically, ask questions and share feedback. The Open House also provided an opportunity for attendees to share their knowledge regarding the Study Area's heritage and history, its special places, and its assets that should be guided through a potential heritage conservation framework as the City of Guelph continues to grow and change. The Open House presented three activity stations, designed to solicit insights on:

- People's experience of the downtown;
- The community's character as expressed through iconic, landmark, unique, or representative places in the Study Area as well as areas, buildings, or streetscapes that are disconnected from or inconsistent with their historical surroundings;
- What people consider as the boundary of the historical core of Guelph – the place that tells the story of Guelph's past, which is essential to steward and enhance, and which can anchor the downtown in a context of intensification.



## Online Engagement

Engagement was also conducted through online platforms to reach a greater number of community members. Information was communicated on websites and through social media, including the City's official YouTube channel, and traditional advertisements. The public had opportunities to provide comments and feedback through an online survey, community character mapping activity, and through submission of questions and stories. The public could also contact the City's Project Manager via email or telephone with questions or comments at any time.

A project webpage was created and launched on the City's website and on the Have Your Say Guelph website at the start of the study. Regular updates were posted on the websites throughout the project to notify the public of the status of the project and any upcoming public meetings and opportunities to provide feedback. A video promoting the H.C.D. Study was also prepared and posted on the project webpage to provide additional information to the public.

An online survey was posted to the Have Your Say Guelph website on October 18, 2023, and closed on November 8, 2023. The objective of this survey was to gather additional feedback from participants of the Public Open House and those members of the community who were unable to attend. The survey questions were created to compliment the Community Character Map and Stories exercise hosted on the project webpage. Participants of the Public Open House held on October 18 were able to access the survey via a Quick Response (Q.R.) code. A total of 109 people visited the site and 50 people responded to the survey. Twenty-six participants live, work, or own a property or business in downtown Guelph, 21 participants live, work, or own a property in the City of Guelph, and two participants have no such associations to the City. Responses received are on file with the consultant team and the City and summarized in the following section. Survey questions included:

- What parts of downtown Guelph do you value the most?
- Imagine you are talking to someone who doesn't know Guelph. Describe the downtown in a few sentences.
- Are there areas, streets, or buildings that do not fit well into your description of downtown? What are they? Why don't they fit?
- What makes downtown Guelph special? Why?
- What parts of Guelph's history, events or traditions come to mind for you?
- Where can this history be seen in the downtown? Where do these events or traditions happen?
- Describe what you see as being the boundary of downtown Guelph. This may be a place or places that tell the story of Guelph's past and gives it its unique or representative qualities.

## Summary of Findings from Public Open House and Online Engagement

The results from the first Public Open House, Online Survey, and Online Community Character Map have been compiled and illustrated on a map of the Study Area. Areas that reflect Guelph's historical character (Map 9) are shown in shades of green and blue with the darker shade of blue reflecting the areas that a greater number of people have identified as reflecting Guelph's historical character. Areas thought to be places that detract from Guelph's historical character (Map 10) are shown in shades of

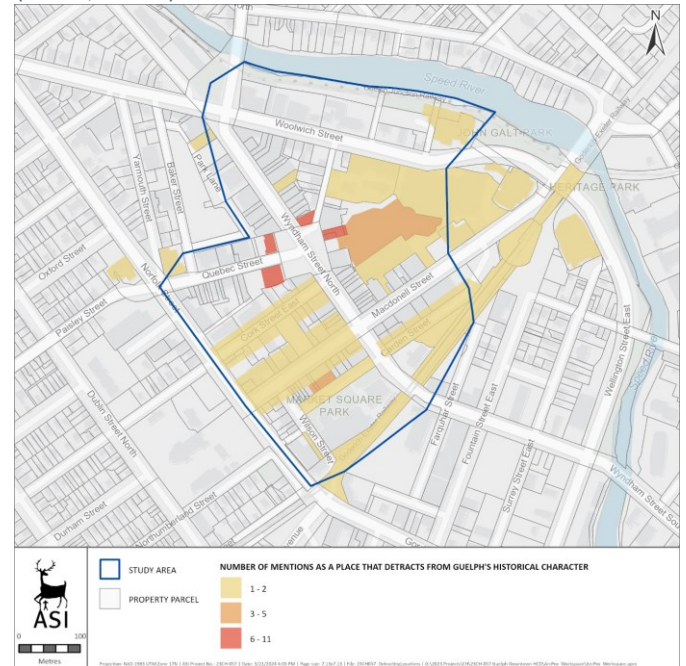
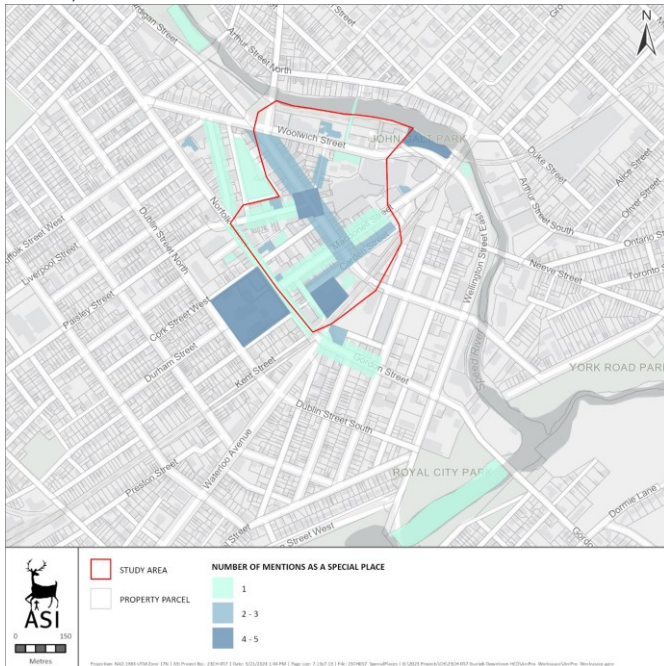




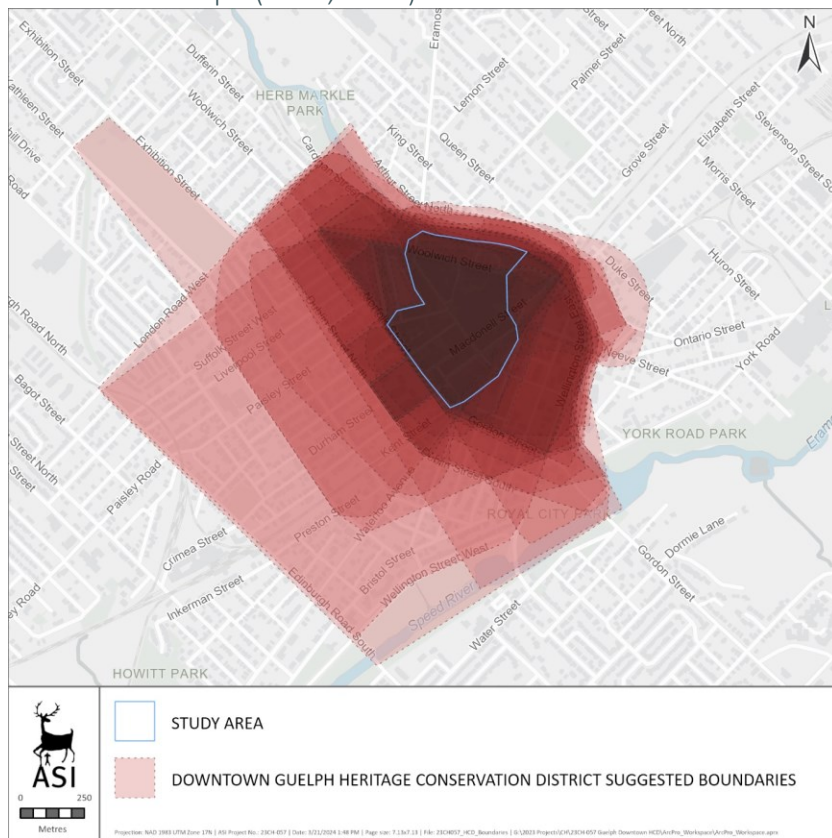
orange with the darker shade reflecting areas that a greater number of people have identified as detracting from Guelph’s historical character. The results of the discussions and questions about boundary have been compiled with 34 distinct boundaries (Map 11) illustrated. On this map, the darkest shading represents the most intensive overlapping of responses. It should be noted that while some of the boundaries were drawn by participants at the Open House, other boundaries were interpreted by the consultant team based on textual descriptions provided by survey participants.

Map 9: Results from first Public Open House and Online Survey showing areas that reflect downtown Guelph’s historical character (A.S.I., 2024).

Map 10: Results from first Public Open House and Online Survey showing areas that detract from downtown Guelph’s historical character (A.S.I., 2024).



Map 11: Results from first Public Open House and Online Survey showing the community's responses to the boundary of downtown Guelph (A.S.I., 2024).



### Downtown Guelph Heritage Focus Group

A Downtown Guelph Heritage Focus Group was established as part of the H.C.D. Study and Plan. The mandate of this group is to provide input and feedback at key points throughout the process. A call for participants was posted at the beginning of September 2023 on the project webpage. The Terms of Reference for this group, including membership and procurement strategy, are on file with City of Guelph planning staff. The focus group members self-identify as belonging to one or more of the following groups:

- Downtown Guelph Business Association
- Urban Indigenous community
- Study area property owners
- Study area tenants
- Guelph Black Historical Society
- Resident at large
- Local historian

A Focus Group session was held virtually on November 6, 2023. The first session was attended by eight members, with three members sending their regrets. The workshop provided the opportunity for the Focus Group to: learn about the H.C.D. process in general and the Downtown Guelph H.C.D. Study more



specifically; learn about the emergent findings of the project, including a preliminary boundary for the H.C.D.; and, provide feedback on the emergent findings and preliminary boundary.

This primary session was focused on: sharing information about H.C.D.s; making introductions and forming relationships; and soliciting feedback about a preliminary boundary for downtown Guelph. The project team led a presentation which was followed by discussion with the Downtown Guelph Heritage Focus Group. Focus Group members were generally supportive of the H.C.D. study but expressed concern about impacts to future development, investment, and changes to current policy. Some members were trepidatious of an incoming Plan and how that would affect daily life for business and property owners. There was discussion surrounding the many different policies in place in downtown Guelph and how a streamlined approach would be appreciated by developers and property owners alike. There was a call for further internal consultation with the Accessibility Advisory Committee. Multiple members submitted further feedback via email after the initial meeting.

#### Direct Correspondence with the City’s Project Manager

During this first phase of engagement, the City’s Project Manager received emails, phone calls and facilitated in-person meetings from approximately 10 community members. The following table provides a summary of a range of comments (Table 2) received through these formats.

Table 2: Comments Received from Members of the Public

Categories	Description
Highly Supportive	Received several highly supportive messages via email and phone call. The sources were excited that downtown Guelph could be protected under the O.H.A., especially with the recent changes under Bill 23, More Homes Built Faster Act (2022).
Curious	A few community members asked about the process of an H.C.D. Study and why the City of Guelph was moving forward with this project now rather than in previous years.
Apprehensive	The City Project Manager met with multiple property owners in person that were concerned that an H.C.D. could cause difficulties to future redevelopment opportunities in the downtown core.
Opponents	The City Project Manager conversed with two property owners who wanted their property to be removed from consideration for the H.C.D. Study. They expressed concern with a prospective permitting system associated with an H.C.D. and voiced their displeasure surrounding current policies in downtown Guelph.



## 5.2 Round 2: Learning About Findings (Winter 2024)

The second round of engagement sessions and activities was held in Winter of 2024 and focused primarily on providing opportunities for stakeholders and the public to learn about the findings of the study and share feedback on those findings. The following sections provide a summary of the sessions.

### Heritage Guelph

A second meeting was held with Heritage Guelph virtually as part of the H.C.D. Study on January 29, 2024. The goal for the meeting was to present the findings of the H.C.D. Study, hear feedback in response to the presentation, and answer any questions that arose. Members posed questions regarding consultation with business owners, similarities to the Brooklyn and College Hill H.C.D., the proposed boundaries for the Downtown Guelph H.C.D., and integration with the Downtown Renewal projects.

Members of the committee expressed interest in whether members of the Downtown Business Association had been informed of the study, to which City staff clarified that they had been previously contacted and consulted for their feedback. Members of Heritage Guelph asked about the Downtown Business Associations' reactions to the study, to which City staff responded that a spectrum of reactions were received, from positive to apprehensive.

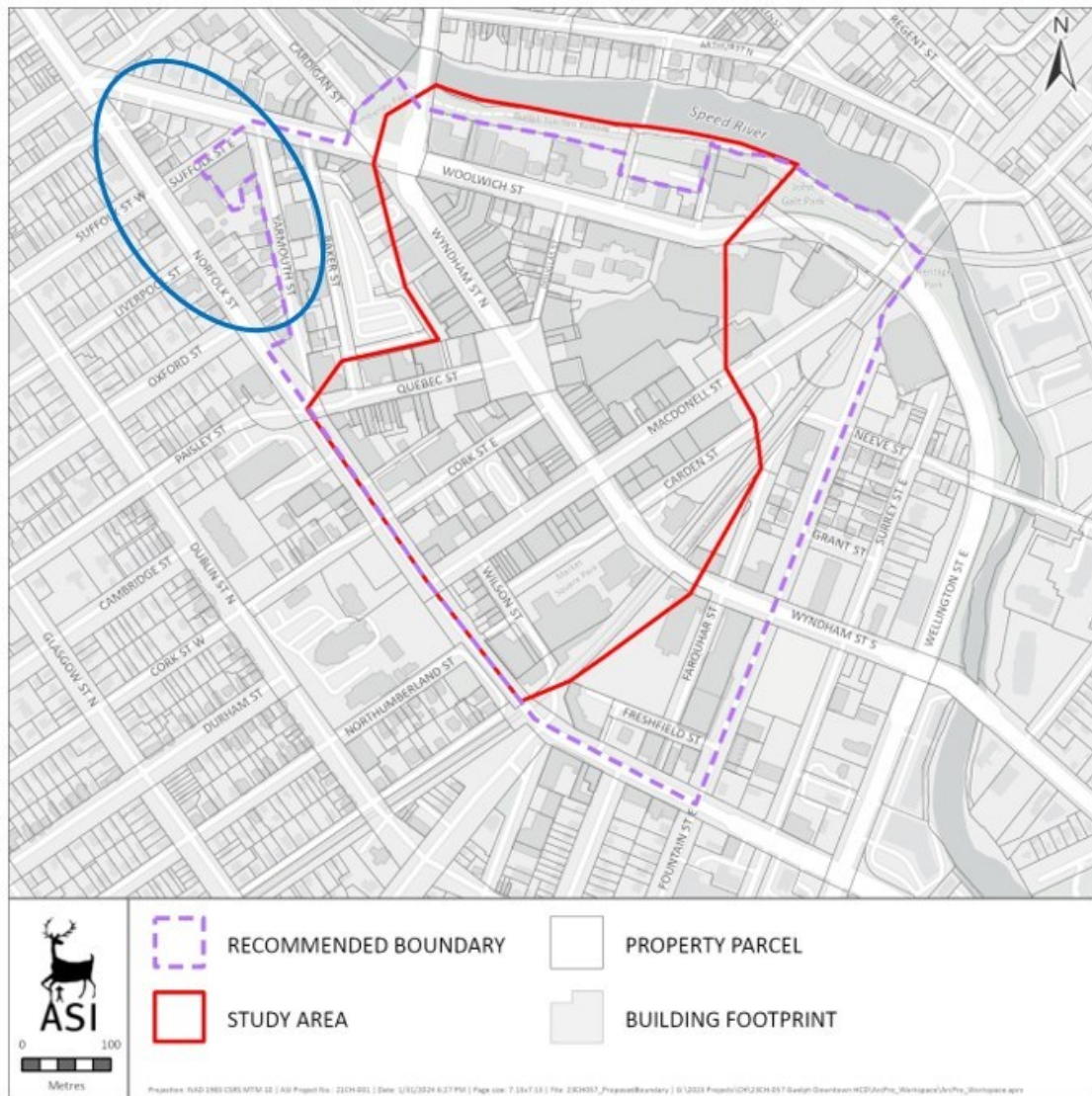
When asked about the similarities in process between the Downtown Guelph H.C.D. and the previously completed Brooklyn and College Hill H.C.D., the project team responded that it is very important to consult business owners within commercial areas under study for an H.C.D. The team also confirmed that since creation of the Brooklyn and College Hill H.C.D., H.C.D.s are now subject to different legislative requirements. Effective January 1, 2023, the *Ontario Heritage Act* requires that 25% of properties within a recommended H.C.D. boundary meet the criteria for designation under Ontario Regulation 9/06.

The preliminary recommended boundary for the Downtown Guelph H.C.D. was then discussed. A member of Heritage Guelph suggested that the properties between Suffolk Street East, Norfolk Street and Yarmouth Street as well as the triangular block between Norfolk, Woolwich and Norwich streets be assessed for possible inclusion. Discussion revealed that these areas have an interrelationship with the recommended boundary area and are consistent with the characteristics and patterns identified across properties within the recommended boundary area (Map 12). Members explained that Norwich Street establishes a boundary into and out of the downtown core and the area between Norwich Street and Yarmouth Street contains many properties that were once homes and have been converted into businesses. Additionally, the five-pointed intersection of Norfolk, Woolwich and Norwich streets was described as a gateway marker into and out of the downtown core.





Map 12: Map showing Study Area boundary (red), recommended boundary (purple), and potential additions suggested by members of Heritage Guelph (circled) for the Downtown Guelph H.C.D. (A.S.I., 2024).



Finally, there was a discussion about how the H.C.D. Study interacts with the Downtown Renewal program currently being undertaken by the City of Guelph. Members were assured that the H.C.D. Study is an integral component of Downtown Renewal and City staff are ensuring integration between all the studies and projects being undertaken.

When asked if they wanted to share anything else, members of Heritage Guelph mentioned important events and qualities associated with the downtown which could be considered as part of understanding the H.C.D.’s cultural values, for example: art installations, live music, festivals, and hockey games which all bring the community into the downtown.



## Downtown Guelph Heritage Focus Group

The second Downtown Guelph Heritage Focus Group meeting was held virtually with the consultant team and City staff on February 5, 2024. The session was attended by seven Focus Group members. The workshop provided an opportunity for the Focus Group to understand the findings of the H.C.D. Study and to provide their input on preliminary objectives for the H.C.D. and study findings. Following a presentation by the consultant team, the Focus Group took part in a workshop focusing on H.C.D. objectives, including a brainstorm on community goals and aspirations. There was also an opportunity to ask questions.

The first topic discussed inclusion of St. Andrews Presbyterian Church within the area to be included within the H.C.D. boundary. The Focus Group, similar to Heritage Guelph, noted that this property has historical and contextual ties to John Galt, the Scottish community and nineteenth-century development patterns in the downtown. There was general consensus from participants that the church is an important part of, and connected to the cultural values described as significant within the downtown. The project team shared feedback from Heritage Guelph about an additional area to consider for inclusion within the boundary. Focus Group members were generally in agreement that this area forms part of the historic downtown core and help express its cultural values and significance.

Next, the project team facilitated a workshop about potential H.C.D. objectives. The purpose of an H.C.D. Plan was explained and sample objectives from the Brooklyn and College Hill H.C.D. Plan were shared. Members of the Focus Group were invited to contribute to a roundtable discussion. Participants expressed that District Plan objectives should support avoidance of demolitions of heritage buildings and structures, though expressed a need to support ongoing growth and investment in the downtown. Participants also expressed concern for public spaces like St. George's Square and a need for their revitalization and enhancement as part of a conservation strategy in the downtown. One participant suggested that a balance between pedestrian access and parking needs to be addressed in order to make the downtown core accessible and inviting.

Finally, participants expressed a need for financial incentives in order to ensure the success of heritage conservation in the downtown core. One member described that conservation is perceived as a barrier to affordability and seen as a costly endeavour. This discussion emphasized the need for district implementation to be supported by and paired with financial incentives, such as tax rebates, or other supports for property owners.

As part of the meeting, the Focus Group shared feedback that will help inform the goals and aspirations of a potential H.C.D. Plan. These included issues like affordability of conservation, revitalizing the public realm, adaptive reuse and opportunities for investment, streetscape improvements and public programming, and the need for ongoing evolution and growth in the H.C.D.

## Public Open House

The second Public Open House was hosted by the City of Guelph, in collaboration with the consultant team, on February 20, 2024. The session was held at Guelph City Hall and was open to all business owners, property owners, residents, agencies, developers, and any other interested parties. All property



owners within the Study Area were notified of the Open House by mail and invited to participate. A total of 497 letters were sent out to property owners. The session was advertised on the City's project webpage and through social media. This second public meeting was formatted to allow members of the public to drop in at any time during a two-hour event to both learn about the project findings and share feedback.

The Open House provided an opportunity for members of the public to peruse information boards, talk to members of the consultant team and City staff, to learn about findings of the H.C.D. study, ask questions and share feedback. The Open House presented three themes: Learn, Contribute, and Feedback. Participants had the opportunity to provide input on: advantages or challenges they saw with a potential H.C.D. in downtown Guelph; the draft statement of significance and heritage attributes; and objectives of a potential H.C.D. in downtown Guelph.

### Online Engagement

The online engagement activities were developed to mirror as much as possible the stations and activities presented at the Public Open House. A total of 1,009 people visited the site and 27 people completed some or all of the activities. Responses received are on file with the project team and the City and are summarized in the following section.

### Summary of Findings from Public Open House and Online Engagement

Feedback was received at the second Public Open House and as part of the corresponding Online Survey focusing on the proposed heritage attributes for the District. The heritage attributes were organized into Landscapes, Public Realm, Built Form and Streetscapes, and Views (Figure 2 to Figure 5). Participants were asked to identify the heritage attributes that should be prioritized for protection. They were also asked to identify any additional heritage attributes not already documented by the consultant team. Feedback received indicated that the heritage attributes resonate positively with attendees as representing an appropriate suite of features that together convey the culturally significant aspects of the downtown's heritage area. In particular, participants affirmed that the following features are character-defining qualities in the downtown: relationship to the Speed River, notable trees, radial street pattern, designed public landscapes, limestone buildings and landmark properties. Several specific sites or property types were identified as being of particular significance within the Study Area such as:

- The former Post Office,
- The Farmers' Market,
- Former industrial buildings,
- Churches,
- A former library property as a place that provides a sense of arrival,
- The site at which John Galt felled the first tree,
- The Red Lion Inn.



Figure 2: Combined feedback results regarding important landscape features from Public Open House 2 and Online Survey.

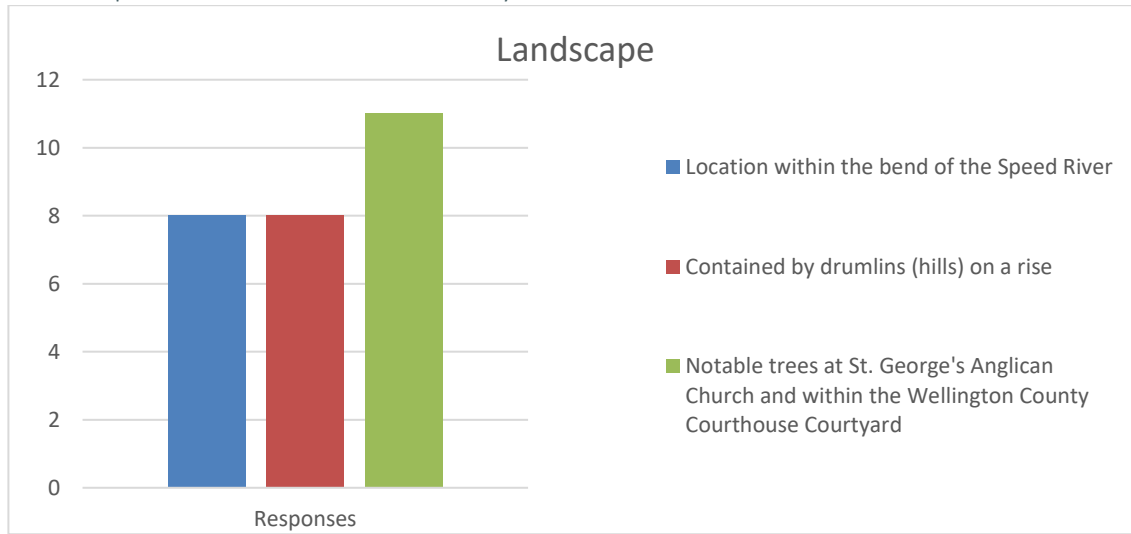


Figure 3: Combined poll results regarding important spaces within the public realm from Public Open House 2 and Online Survey.

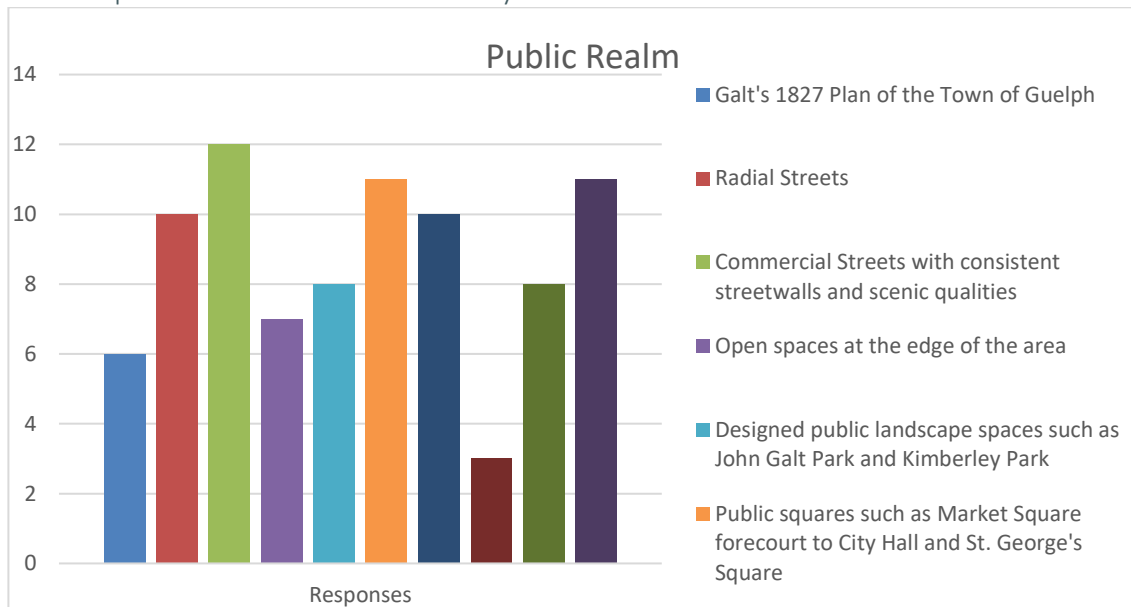


Figure 4: Combined poll results regarding important built forms and streetscapes from Public Open House 2 and Online Survey.

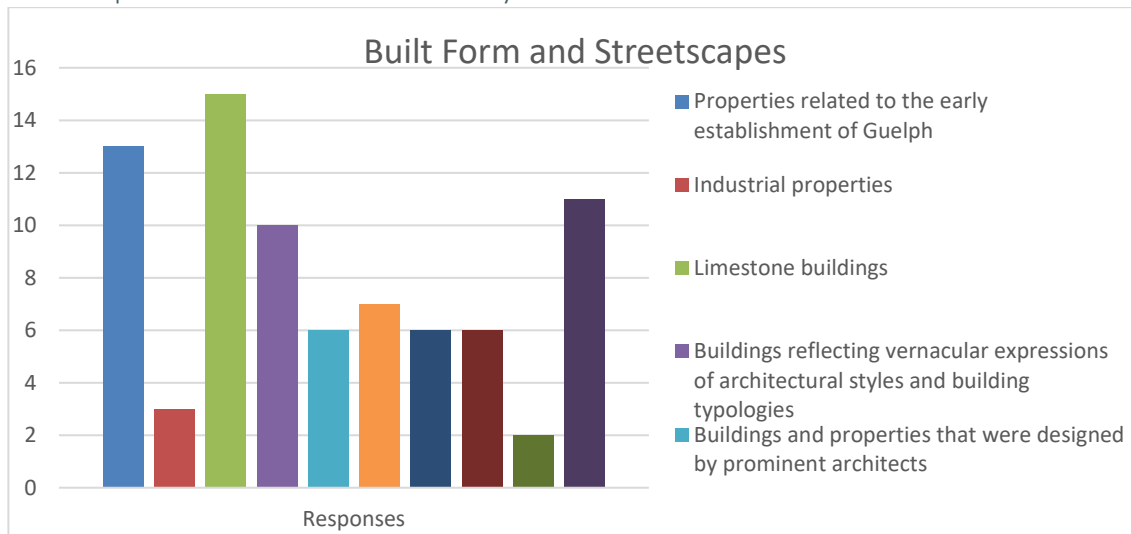
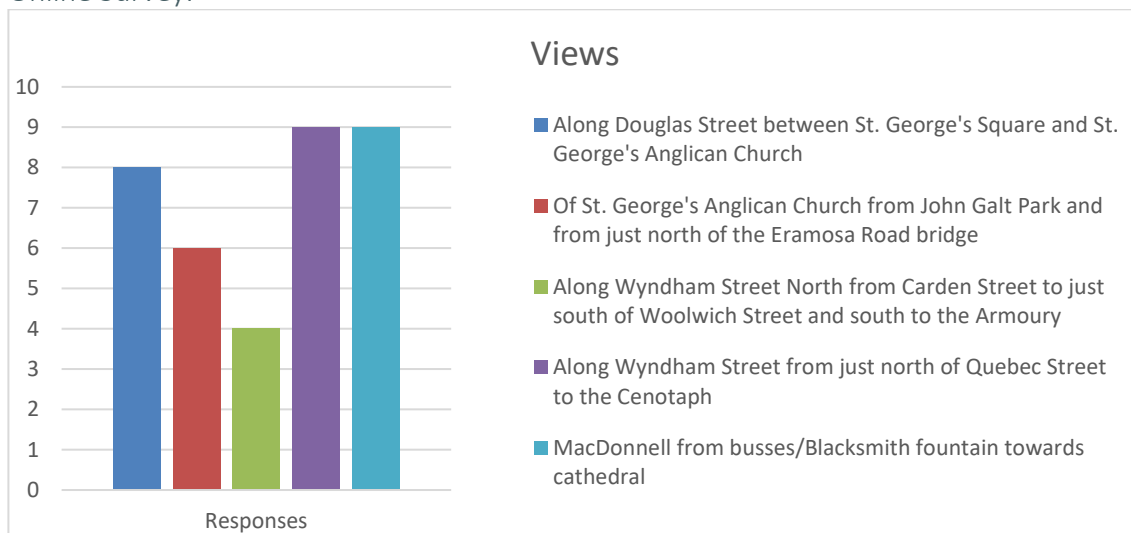


Figure 5: Combined poll results regarding notable views from Public Open House 2 and Online Survey.



An exit survey was also conducted at the second Public Open House and as part of the online engagement. Participants were asked to respond to the instructions:

Rank your support for a Heritage Conservation District (H.C.D.) in downtown Guelph on a scale of 0 to 4, with 0 being you do not support an H.C.D. and 4 being you are highly supportive of an H.C.D. Tell us why.

A total of 22 participants responded. Fourteen were highly supportive of an H.C.D.; four were somewhat supportive of an H.C.D.; one was not very supportive of an H.C.D.; and one was not at all supportive of an H.C.D. Two participants did not leave a score.



## Direct Correspondence with the City's Project Manager

During the second round of engagement one email from a member of the public was received by City staff. The email submission communicated that the individual is not supportive of an H.C.D. in downtown Guelph at this time.

## Downtown Guelph Business Association

The consultant team and City staff were invited to meet with the Downtown Guelph Business Association on February 28, 2024. The hybrid session was attended in-person by eight members and virtually by two members of the Business Association. The objective of the meeting was to inform members of the H.C.D. Study context and scope, the H.C.D. Study and Plan processes, and results of engagement activities held to date with summaries of findings. The project team also presented a summary of historical research and analysis, evaluations, and recommendations, and a recommended H.C.D. boundary.

Participants had the opportunity to ask questions. One member asked whether all buildings within the H.C.D. would be protected from a historical point of view, and whether a Heritage Permit would be needed for all buildings in the District, the project team clarified that a by-law would be developed that would apply to all properties within the boundary, however properties would be defined as "contributing" or "non-contributing" and would have a separate set of standards based on these classifications. The consultant team clarified that in many districts, not all buildings or properties are intended to be conserved, only those that contain heritage attributes that express the values of the District. The consulting team also explained that development and alteration within an H.C.D. is possible and to be expected. Participants expressed concern with the level of "red tape" involved with owning a heritage property, to which the consulting team clarified that an H.C.D. does not regulate interior work and renovations. The consultant team identified a need for staff to explore how to best streamline or coordinate heritage district permitting processes associated with existing permitting procedures.

Members of the Business Association inquired about the level of contact with landlords within the proposed H.C.D. and discussed how many members of the Focus Group are property owners. The consulting team informed the attendees that property owners have been contacted through mail-outs, and that three of the twelve Focus Group members are property owners within the proposed H.C.D. Members of the Business Association agreed to promote the H.C.D. Study through their newsletter to members and encouraged the consulting team to reach out in other ways such as going door to door and advertising in the local newspaper.

Finally, the consultant team summarized next steps. It was explained that if the Study document is approved by Council, the Plan will go through similar engagement processes, consultations, and broader sessions. The consultant team estimated that the Study recommendations would be brought forward to council in May or June of 2024.





## 6.0 Indigenous Engagement

The Indigenous engagement program for the Downtown Guelph Heritage Conservation District (H.C.D.) Study followed the approach of separate and direct engagement with the Mississaugas of the Credit First Nation and the Six Nations of the Grand River First Nation.

### 6.1 Mississaugas of the Credit First Nation

The City's Project Manager sent a project commencement notice to the Mississaugas of the Credit First Nation on October 5, 2023. The letter was addressed to Abby LaForme, Consultation Coordinator, Department of Consultation and Accommodation. The letter introduced the project and requested initial input by providing any initial comments or concerns, the level of interest in further engagement and the best methods of communication. Ms. LaForme forwarded the letter to Erma Ferrell, Councillor of the Mississaugas of the Credit First Nation, Lead for Pillar 5: Cultural Awareness, Communications and Outreach. The City's Project Manager along with the consultant team virtually met with Councillor Ferrell on November 27, 2023, to introduce the study process and the results of background research and upcoming milestones and to answer questions, discuss initial feedback and future engagement. Councillor Ferrell welcomed the opportunity to meet again and/or review and comment on the draft H.C.D. Study. She also provided the names for two community members who could prospectively contribute to understanding the Indigenous context of downtown Guelph. Learning from such individuals and integrating this kind of input into this study is very important. The draft H.C.D. Study was shared with the Mississaugas of the Credit First Nation for review and feedback. Councillor Ferrell requested a meeting with the City's Project Manager which was held on April 24, 2024. The meeting included members of the consultant team, the City's Project Manager, Councillor Ferrell, and Darin P. Wybenga, Traditional Knowledge and Land Use Coordinator. At the meeting comments were shared by the Mississaugas of the Credit First Nation on the draft H.C.D. Study. Following the meeting a history of the Mississaugas of the Credit First Nation was provided for integration into the Study.

### 6.2 Six Nations of the Grand River First Nation

The City's Project Manager sent a project commencement notice to the Six Nations of the Grand River First Nation on October 16, 2023. The letter was addressed to Peter Graham, Consultation Supervisor, Six Nations Lands & Resources. The letter introduced the project and requested initial input by providing any initial comments or concerns, the level of interest in further engagement and the best methods of communication. Mr. Graham's response indicated a preference to first receive and provide comment on the draft H.C.D. Study. They also provided feedback that the Speed River should be considered an important cultural heritage landscape. Six Nations of the Grand River First Nation was provided a copy of this draft H.C.D. Study for review and feedback. Peter Graham provided written comments on the draft H.C.D. Study to the City's Project Manager via email on April 19, 2024, and a history of the Six Nations of the Grand River First Nation on May 13, 2024.



# Part C: History and Evolution of the Study Area

This chapter discusses key factors that influenced nineteenth and twentieth-century development patterns in downtown Guelph. The story begins in the Grand River watershed, which has attracted human habitation for thousands of years. By the early nineteenth century, the land next to the Speed River was strategically selected by the town's founder, John Galt, who laid out a town centre with a unique radial street pattern. Guelph grew over the nineteenth century into an important agricultural, commercial, industrial, and civic centre within Wellington County, and was proclaimed a city in 1879.

## 7.0 Purpose and Methodology

Historical background research was undertaken to illustrate how the Study Area has physically, socially, and economically evolved over time, including development of its natural, built, and cultural heritage features. Primary and secondary sources, including available historical mapping and images, were reviewed to identify key factors that contributed to the establishment and development of downtown Guelph and to determine how these various impulses influenced the area's built form, landscape composition, and character over time (See Part D of the Report).

The resulting historical framework is not an exhaustive or definitive history of Guelph. It has been focused and scoped to address the existing physical fabric that is extant today and which generally relates to settler land use patterns that began to shape the area in the mid-nineteenth century. This framework is an organizing tool that provide a basis for the project team to systematically assess, analyze, and evaluate the built features and cultural landscapes located within the Study Area.

## 8.0 The Setting

The Study Area is strongly influenced by a series of physiographic features such as spillways, rivers, gravel terraces, and drumlins (Map 8). The Study Area is bounded to the north, east and south by the bend in the post glacial spillway that contains the Speed River, part of the Grand River watershed. The Study Area, on the west side of the river, is situated on a gently sloped gravel terrace referred to as the Guelph Drumlin Field. Drumlins are hills, formed of glacial till, with an overall shape that is indicative of the direction of glacial ice movement. They are often compared to an inverted spoon with a steep nose at one end and an elongated tail at the other. The ice flowed from the steep side towards the elongated tail. In Guelph, the general direction of ice flow was from the Lake Ontario basin towards the west. This area was one of the first to be exposed after the recession of the glaciers.

For nineteenth-century settlers, rivers, water bodies, and drainage patterns would have been some of the primary factors attracting them to the Guelph area and the impediments that shaped their development decisions. In the early nineteenth century, the town site for Guelph was laid out on what John Galt described as a “tongue of land surrounded by a clear and rapid stream” to take advantage of the waterpower for early industry provided by the Speed River, which had a steady flow and a considerable drop (Stelter, 1985; Irwin, 1998). The post glacial spillway that contains the Speed River and the adjacent, gently sloped gravel terrace, most likely influenced the radial pattern in John Galt’s 1827 Plan of the Town of Guelph.

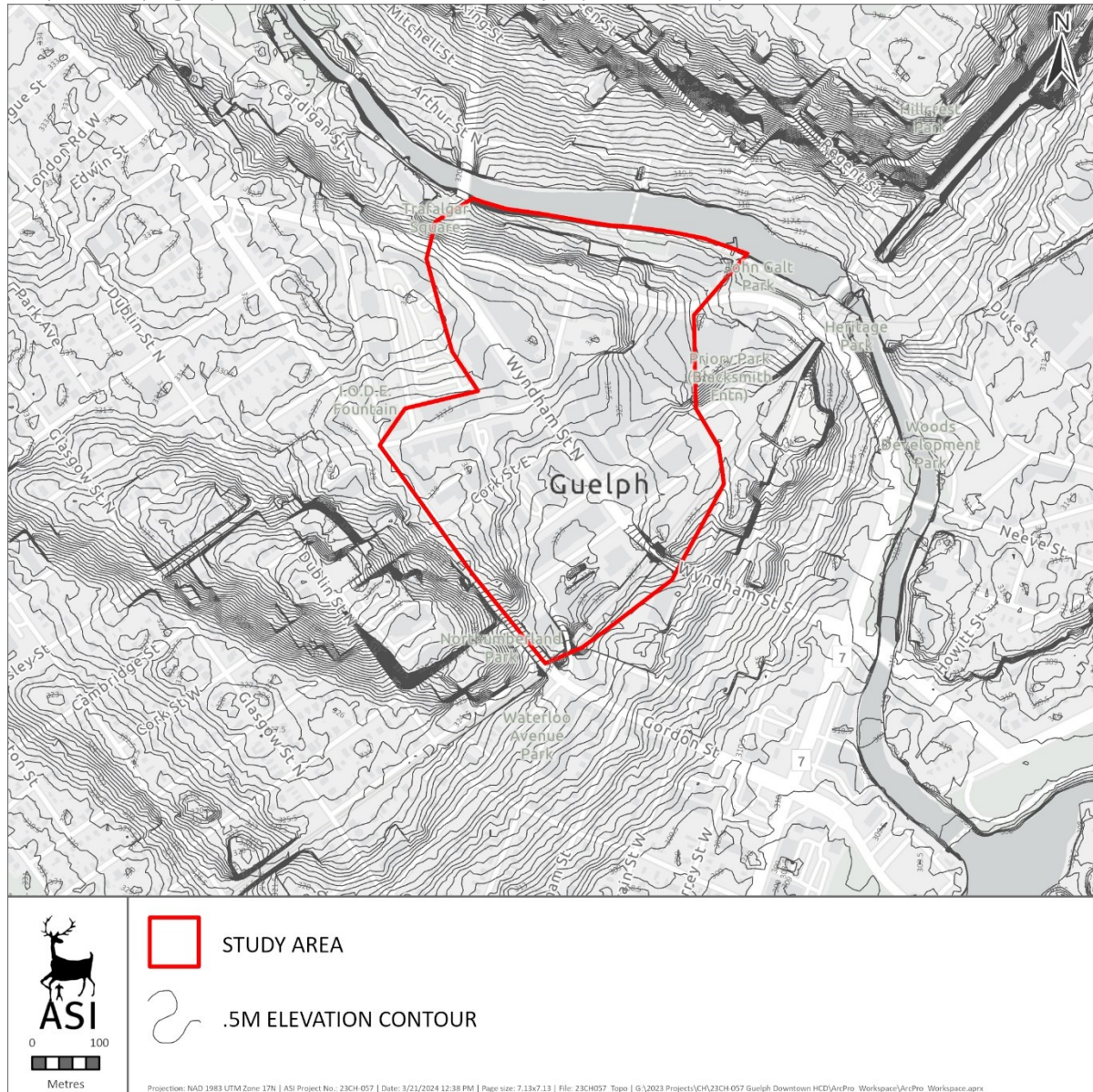
The drumlins which surround the Study Area contained Guelph’s initial growth to the area between the west bank of the Speed River and east of the drumlin now crowned by Basilica of Our Lady Immaculate and known as Catholic Hill (Thorning, 2000). Catholic Hill is the most visually prominent drumlin near to the downtown area. This is in part because the Macdonell Street alignment extends from the origin of the road pattern at the centre of the bend in the Speed River and terminates at Catholic Hill, and in part because this prominent location, set aside for the Catholic Church, contains the impressive Basilica building sited to overlook the downtown. Catholic Hill and the Basilica can be viewed from many locations within and surrounding the Study Area.

Within the Study Area, the land gently slopes from west to east and from north to south, towards the Speed River. A small rise occurs around St. George’s Square, adding to its prominence in the viewshed looking along Wyndham Street from the south or the north. Just outside the Study Area, Fountain Street (former Waterloo Street) runs along the base of a steep slope that was likely an edge to the glacial spillway.

As part of the Grand River basin, the area consists of three major bedrock formations, the most significant to the character of Guelph is the soft sedimentary limestone. The Guelph formation of the Lockport Dolomite, which outcropped along both the Speed and Eramosa Rivers, would eventually be quarried to construct limestone buildings (Thorning, 2000). The geography of the town offered an accessible and abundant supply of the dolomite stone. The area’s limestone is distinct in colour and consistency (from that in Kingston or Queenston), and it proved to be the ideal raw material for the stonecutters, stonemasons and stone carvers who would come to live in Guelph in the nineteenth century (Piper, 2007).



Map 13: Topographic map of downtown Guelph (A.S.I., 2024).





## 9.0 Indigenous Land Use and Settlement

Current archaeological evidence indicates humans were present in southern Ontario approximately 13,000 years before present (B.P.) (Ferris, 2013). The Guelph area was home to the Hatiwendaronk, the Anishinaabe, and the Haudenosaunee and Indigenous peoples continue to live and work within the City of Guelph today. The Downtown H.C.D. Study Area is situated within the Between the Lakes Treaty (No. 3), which was negotiated in 1784 and ratified in 1792.

### 9.1 Early History

While many types of information can inform the precontact settlement of Ontario, such as oral traditions and histories, this summary provides information drawn from archaeological research conducted in Southern Ontario over the last century. Southern Ontario has been occupied by human populations since soon after the retreat of the Laurentide glacier more than 13,000 B.P. Populations at this time would have been highly mobile, inhabiting a boreal-parkland similar to the modern sub-arctic. By approximately 10,000 B.P., the environment had progressively warmed and populations now occupied less extensive territories (C. Ellis, 2013; C. J. Ellis & Deller, 1990; Ferris, 2013; Stewart, 2013).

Between approximately 10,000 and 5,500 B.P., the Great Lakes and Lake Simcoe experienced low-water levels, and many sites which would have been located on those former shorelines are now submerged. This period produces the earliest evidence of heavy wood working tools, an indication of greater investment of labour in felling trees for fuel, to build shelter, and watercraft production. These activities suggest prolonged seasonal residency at occupation sites. Polished stone and native copper implements were being produced by approximately 8,000 B.P.; the latter was acquired from the north shore of Lake Superior, evidence of extensive exchange networks throughout the Great Lakes region. The earliest evidence for cemeteries dates to approximately 4,500-3,000 B.P. and is indicative of increased social organization, investment of labour into social infrastructure, and the establishment of socially prescribed territories (Brown, 1995, p. 13; C. J. Ellis et al., 1990, 2009).

For millennia, Indigenous populations continued to practice residential mobility and to harvest seasonally available resources, including spawning fish. The Woodland period begins around 2,500 B.P. and exchange and interaction networks broaden at this time (Spence et al., 1990, pp. 136, 138) and by approximately 2,000 B.P., evidence exists for small community camps, focusing on the seasonal harvesting of resources (Spence et al., 1990, pp. 155, 164). By 1,500 B.P. there is macro botanical evidence of maize in southern Ontario, and it is thought that initially maize only supplemented people's diet. There is earlier evidence for maize in central New York State by 2,300 B.P., and once further cooking residue analysis is conducted on contemporary ceramic vessels from Ontario, the same evidence may be found (Birch & Williamson, 2013, pp. 13–15). As is evident in the detailed ethnographies of Anishinaabek populations, winter was a period during which some families would disperse from the larger group as it was easier to sustain smaller populations (Rogers, 1962).

From the beginning of the Late Woodland period at approximately 1,000 B.P., lifeways became more similar to that described in early historical documents. Between approximately 1000-1300 Common Era





(C.E.), larger settlement sites focused on horticulture begin to dominate the archaeological record. Seasonal dispersal of the community for the exploitation of a wider territory and more varied resource base was still practised (Williamson, 1990, p. 317). By 1300-1450 C.E., archaeological research focusing on these horticultural societies note that this episodic community dispersal was no longer practised and populations now occupied sites throughout the year (Dodd et al., 1990, p. 343). By the mid-sixteenth century these small villages had coalesced into larger communities (Birch et al., 2021). Through this process, the socio-political organization of the First Nations, as described historically by the French and English explorers who first visited southern Ontario, was developed. Other First Nations continued to practice residential mobility and to harvest available resources across the landscapes they returned to seasonally/annually.

By 1600 C.E., Huron-Wendat communities within Simcoe County had formed the confederacy encountered by the first European explorers and missionaries. In the 1640s, the traditional enmity between the Haudenosaunee and the Huron-Wendat (and their Algonquian allies such as the Nipissing and Odawa) led to their dispersal from southern Ontario. Shortly afterwards, the Haudenosaunee established a series of settlements at strategic locations along the trade routes inland from the north shore of Lake Ontario. By the 1690s however, the Anishinaabeg were the only communities with a permanent presence in southern Ontario after the Haudenosaunee returned to their homelands in what is now New York State.

Throughout the period of initial European settlement, First Nations continued to inhabit Southern Ontario, and continued to fish, gather, and hunt within their traditional and treaty territories, albeit often with legal and informal restrictions imposed by colonial authorities and settlers. In many cases, Indigenous peoples acted as guides and teachers, passing on their traditional knowledge to Euro-Canadian settlers, allowing them to sustain themselves in their new homes. Indigenous peoples entered into economic arrangements and partnerships, and often inter-married with settlers. However, pervasive, and systemic oppression and marginalization of Indigenous peoples also characterized Euro-Canadian colonization, with thousands being displaced from their lands, denied access to traditional and treaty hunting, fishing, and collecting grounds, and forced to assimilate with Euro-Canadian culture through mandatory attendance at Day and Residential Schools (Ray, 2005; Rogers & Smith, 1994)

## 9.2 First Nations Histories

This section provides a brief history of the Hatiwendaronk (Neutral Nation) as documented in the archaeological and archival record. The Mississaugas of the Credit First Nation and Six Nations of the Grand River were invited, as part of the project's engagement program, to share a brief history of their individual Nations in their own words for inclusion in this report. These histories are told from the perspective of the two First Nations and may not be in harmony. The histories are included below and are presented in alphabetical order. These sections provide historical and contemporary context about these communities.



## Hatiwendaronk (Neutral Nation)

Samuel de Champlain in 1615 reported that a group of Iroquoian-speaking people situated between the Haudenosaunee and the Huron-Wendat were at peace and remained “la nation neutre”. In subsequent years, the French visited and traded among the Neutral, but the first documented visit was not until 1626, when the Recollet missionary Joseph de la Roche Daillon recorded his visit to the villages of the Hatiwendaronk, whose name in the Huron-Wendat language meant “those who speak a slightly different tongue” (the Neutral apparently referred to the Huron-Wendat by the same term). Like the Huron-Wendat, Petun, and Haudenosaunee, the Neutral people were settled village agriculturalists. At the time of European contact, it is estimated that the Hatiwendaronk were a confederation of perhaps up to eight Nations located between the western end of Lake Ontario and the Niagara River with a population of around 30,000. Prior to contact the Hatiwendaronk territory was much more extensive, extending as far west as Chatham and northwest into Waterloo and Wellington Counties. Intensive and long-term warfare with the Anishinaabe Assistaranon (Fire Nation) who were situated around the western end of Lake Erie forced the Hatiwendaronk to concentrate east of the Grand River, some abandoning their ancestral lands in southwestern Ontario.

Between 1647 and 1650, the Hatiwendaronk were decimated by epidemics and ultimately dispersed and assimilated by the Haudenosaunee. While some remnant Hatiwendaronk joined the Wyandot and some settled with the Huron Wendat in Quebec, the majority were adopted by the Seneca.

## Mississaugas of the Credit First Nation

The following history was provided by Darin P. Wybenga, Traditional Knowledge and Land Use Coordinator, Department of Consultation and Accommodation, Mississaugas of the Credit First Nation:

“The Mississaugas of the Credit First Nation is a sub-group of the larger Anishinaabe (Ojibway) Nation.

During the latter part of the 17<sup>th</sup> century, Mississaugas of the Credit ancestors came to occupy, control and exercise stewardship over approximately four million acres of land at the western end of Lake Ontario that encompasses much of today’s Golden Horseshoe Area. The Mississaugas had, and continue to have strong connections to water as they established their homes on the flats of rivers and creeks flowing into Lake Ontario, gained sustenance from aquatic flora and fauna, and utilized the rivers as a transportation network. Water was regarded as the lifeblood of “Mother Earth” and the people revered it for its life-giving properties and they used of its gifts with an ethos of thanksgiving. One river, in particular, the Missinnihe, was esteemed as a place for fishing, hunting and gathering activities, a place of healing and ceremony, and a location for trade. During the early 18<sup>th</sup> century, the French established a trading post in its vicinity and in their business transactions often extended credit to the Mississaugas- the Missinnihe became known as the Credit River and the people became known as the Mississaugas of the Credit.

The American Revolution (1775-1783) and its aftermath placed great pressure on the British Crown to acquire lands for the re-settlement of Loyalist refugees. Recognizing that



Mississaugas of the Credit ancestors had lands desirable for that purpose, the Crown actively pursued the acquisition of their territory. Between 1781 and 1820, the Mississaugas of the Credit and the Crown entered into eight treaties that enabled settlement on much of the Mississaugas' territory. Treaty No. 3, the Between the Lakes Treaty, negotiated in 1784 and ratified in 1792, covered much of the territory of the Mississaugas of the Credit and included the lands on which the present-day City of Guelph is located. Loyalists soon flooded Mississauga territory, amongst them about two thousand members of the Six Nations Confederacy who were granted the Haldimand Tract, on the Grand River, for their service to the Crown during the Revolutionary War. Entering into the treaties, the Mississaugas expected to be sustained by their lands as they had always been while they shared the land in a mutually beneficial way with the newcomers. The Crown and settlers however, believed the treaties were outright land purchases and depleted the resources of the land. Developments by the settlers hampered the movement of the Mississaugas throughout their territory and the harvest of their territory's resources. The resulting damage to their traditional economy, the depletion of their land base, and the advent of new diseases accompanying the settlers brought the First Nation to the brink of collapse.

The Mississaugas of the Credit averted the disintegration of their Nation by transitioning from their seasonally migrant ways to an agrarian lifestyle. Converting to Methodism during the mid-1820s, the Mississaugas established a Christian mission village at the Credit River in 1826. During their time at the village, the Mississaugas were able to build successful farms and a village that included a school, hospital, chapel, mechanics' shops, and forty settler style homes. Learning about business as well, the Mississaugas were the major shareholders of the Credit River Harbour Company and the owners of their own schooner. Despite their successful adoption of a new world and life view, continued encroachment by settlers, diminishing resources, and the inability to gain title to their lands, eventually caused the Mississaugas to relocate their settlement. Leaving their mission village in 1847, the Mississaugas of the Credit moved to their present location on 6,000 acres of land in Brant and Haldimand Counties. Today the Mississaugas of the Credit population has a population of 2700 with roughly two-thirds of the membership living off reserve."

#### Six Nations of the Grand River

The following history was provided by Peter Graham, Consultation Supervisor, Six Nations Lands & Resources:

"From time immemorial, the Six Nations (sometimes then referred to as the Five Nations) possessed very large territories in what is today the United States of America and the provinces of Ontario and Quebec. The original five nations unified under the Great Tree of Peace and became the Haudenosaunee Confederacy.



Starting in 1613, the Haudenosaunee entered into several Two Row Wampum agreements with European Powers that formed the basis for subsequent treaties: “We will not be like Father and Son, but like Brothers. [Our treaties] symbolize two paths or two vessels, travelling down the same river together. One, a birchbark canoe, will be for the Indian People, their laws, their customs, and their ways. The other, a ship, will be for the white people and their laws, their customs, and their ways. We shall each travel the river together, side by side, but in our own boat. Neither of us will make compulsory laws nor interfere in the internal affairs of the other. Neither of us will try to steer the other’s vessel.”

Southern Ontario was always Iroquois land. Occupied by the Huron-Wendat and Neutral Nations prior to colonialism, both were defeated by Haudenosaunee in the Beaver Wars and a majority of their members were absorbed into Six Nations. The Crown later recognized this vast expanse of Haudenosaunee land in the 1701 Fort Albany/Nanfan Treaty and continued to recognize it and honour its terms. That same year, the Haudenosaunee and a number of Anishinaabeg Nations agreed to share a portion of those lands in their Dish with One Spoon Treaty.

In the late 1600s, the Anishinaabe, as allies of the French, expanded their territory westward into Fort Albany/Nanfan lands as Six Nations was preoccupied fighting alongside their Imperial Crown allies elsewhere. The Anishinaabe attempted to exclude the Haudenosaunee from their northern lands, but failed, as the Haudenosaunee continued to use those lands for hunting, trapping, trade, transit, and settlement. While the Haudenosaunee had their rights to those lands enshrined in treaties, the Anishnaabe forfeited any rights they may have had in a series of quit claims, despite being told they had no right to sell the land.

Throughout the American War of Independence, the Six Nations continued their alliance with the Imperial Crown. During an American raid on Onondaga, Cayuga, and Seneca villages in the late summer of 1779, an estimated nine million pounds of corn were destroyed, attesting that the Haudenosaunee were prolific farmers as well as hunters and fishers. Because of the Crown’s defeat in that war, many Haudenosaunee left the United States and, at the invitation of the Crown, settled on a portion of their Fort Albany/Nanfan lands, known today as the Haldimand Tract. The 1784 Haldimand Treaty emphasized the land was for the exclusive possession and settlement of the Six Nations and that those lands would be enjoyed by their descendants forever.

As more settlers moved onto Six Nations of the Grand River territory, the land became unsuitable for hunting and the Six Nations were forced to find alternate means of support. The Haudenosaunee placed some of their lands in trust with the Crown to raise funds, via leases for the perpetual care and maintenance of Six Nations. But those leases were never properly honoured. Monies resulting from such leases, and illegal sales, were administered by the Crown, but instead of benefitting Six Nations, these funds were frequently used to pay down Crown debts and build public infrastructure. These actions are subject to



ongoing litigation between Six Nations of the Grand River and the provincial and federal Crowns.”

## 10.0 Town Plan

Early waves of European arrivals to southwestern Ontario tended to be transient merchants and traders from France and England. They relied on existing Indigenous pathways to navigate the landscape and often set up trading posts at strategic locations along the well-traveled river routes. Many of these occupations occurred at sites that afforded both natural landfalls and convenient access, by means of the various waterways and overland trails, into the hinterlands. Early transportation routes continued the use of existing Indigenous trails that typically followed the highlands adjacent to various creeks and rivers (Archaeological Services Inc., 2006). Early European settlements occupied similar locations as Indigenous settlements as they were generally accessible by trail or water routes and would have been in locations with good soil and suitable topography to ensure adequate drainage.

In 1822, John Galt was selected to represent those who had not been compensated by the British Government for their loss of property during the War of 1812. He was unable to reach a settlement with British authorities on behalf of the “Canadian Claimants” and presented the idea of selling lands within Upper Canada to compensate those who had lost property. This included selling the Crown reserve lands in Guelph Township. John Galt subsequently initiated the Canada Company in 1824 to begin buying all the unsold lands in Upper Canada. It would become the largest and most powerful commercial organization in Upper Canada in the nineteenth century. The Canada Company purchased more than two million acres of Crown land within Upper Canada, including a 42,000-acre block known as the Halton or Guelph Block (City of Guelph & MHBC, 2018; Stelter, 1985).

The company planned to open roads and “plant” towns to stimulate land sales and development. The town of Guelph was the company’s first major development and the first instance of a planned town in Upper Canada that was not a government-sponsored or directed project, but that was the result of a land company’s commercial enterprise. This practice of using towns as an agency of development was a variation of a Scottish practice whereby landowners built planned villages on their estates (Stelter, 1985).

The plan for the town of Guelph was designed by John Galt, a Scottish novelist who was the first Superintendent of the Canada Company. Galt laid out a plan for the town with the downtown streets in the shape of a fan, radiating out from the location of the Town’s founding, believed to be the location of where the first tree was felled (Map 14). This was intended to be the focal point or “centre” of town, though it was not located at the geographic centre of the downtown, which would be approximately at the intersection of Wyndham and Quebec streets. The plan was intended to provide easy access to the centre of the town from all directions. As part of Galt’s plan, the radial plan connected to a grid, resulting in a range of different road intersection typologies where streets converged. Other features of Galt’s plan included a large triangular Market Square (another focal point of the town), sites reserved for three churches, and a burying ground (Stelter, 1985). Nash-Chambers suggests that in addition to the site atop the hill reserved for the Catholic church, sites for Anglican and Presbyterian churches were offered in an

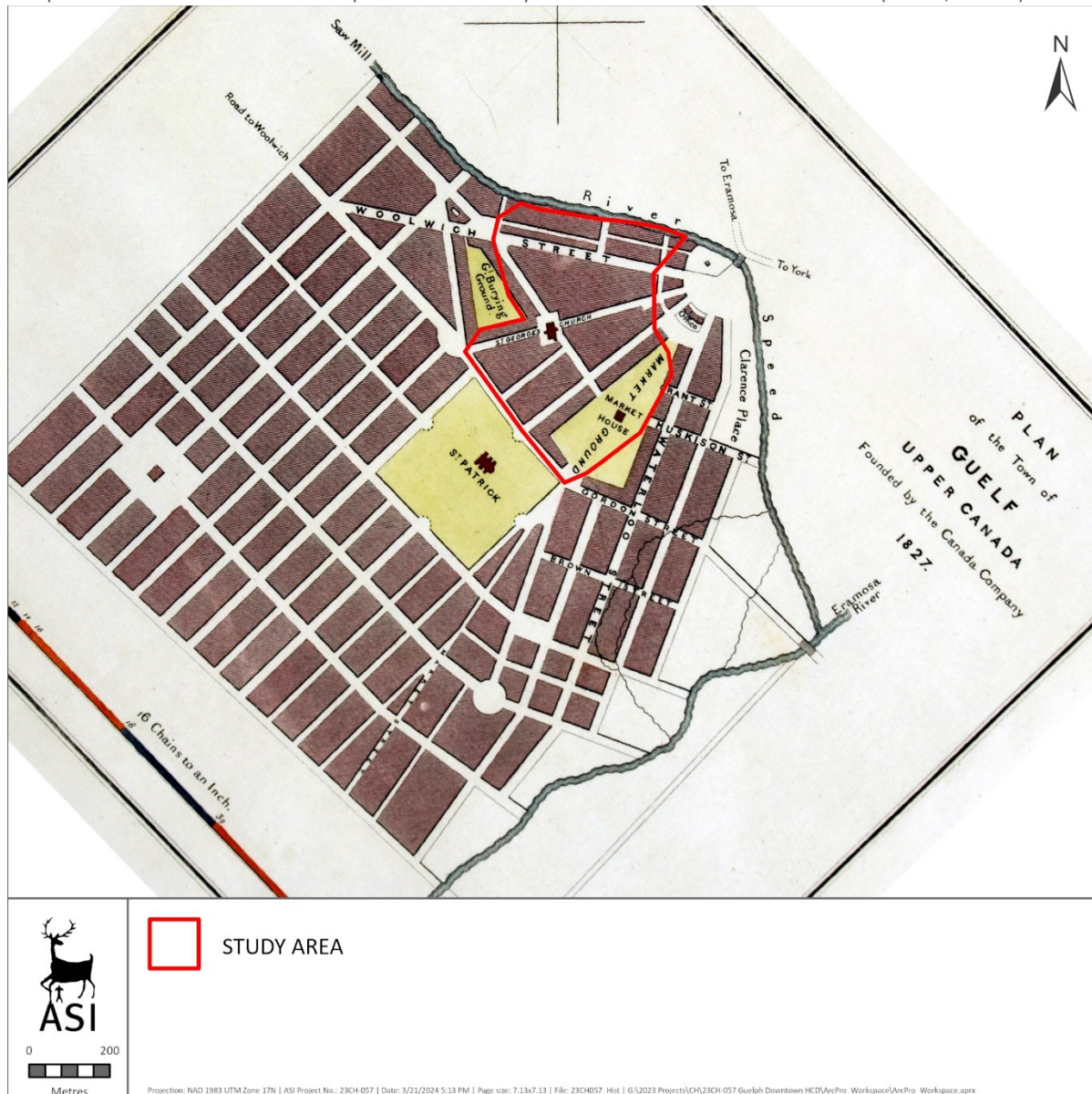




effort to attract monied British Protestants and those with the skills needed to build and diversify the economy of Guelph (Nash-Chambers, 2011).

The original "Town Plot" laid out by surveyor G.S. Tiffany, was bounded by the River Speed, Speedvale Avenue, Water Street and Edinburgh Road, however, Galt decided the town plot was too generous. He instructed Tiffany to end the survey for the northwest boundary at London Road. The original radial survey lines showing the projected streets were not changed, but were terminated at Norfolk Street (Irwin, 1998).

Map 14: The Downtown Guelph H.C.D. Study Area on the 1827 Town Plan (A.S.I., 2024).



Galt's use of a radial plan for the town's core contrasted the British town-planning tradition, also found in Canada, of a relatively small grid focused on a central square (influenced by Classical traditions). Galt likely drew inspiration for the radial plan from the City of Buffalo, founded 20 years before Guelph, which he had visited and regarded as a "very prosperous and handsome town." Like Guelph, Buffalo's



focal point was not at the centre but at one side. This type of design was also used in other places, including Detroit (Stelter, 1985).

Galt's plan responded to the local topography by skirting around the hills and using level land. Macdonell Street terminated at the steep side of the drumlin at its western end. Quebec Street crosses the tail of the drumlin and Waterloo and Market streets are aligned to go past the nose of the drumlin. The radial layout of Galt's initial plan for Guelph also responded to the peninsular shape of land bounded by the Speed River and maximized the area and number of saleable lots along the important river frontage. It also allowed for easy access to the best mill locations and the market square (Irwin, 1998; Johnson, 1977). A triangular-shaped Market Square was unusual in North America, but common in medieval towns. The size of the Market Square was disproportionately large for the small town and reflected Galt's ambitions that Guelph would become a large town and eventually require a large market (Stelter, 1985).

Galt's influence over the settlement of Guelph was short-lived, as Canada Company directors pushed him out in 1828/1829 primarily due to arguments over capital investments (City of Guelph & MHBC, 2018). Following Galt's departure from the company, capital investment in Guelph (mostly provided by the company) was virtually stopped and led to a three-year depression in the town and many residents left. Fluctuations in the investments of the Canada Company resulted in periods of boom and bust throughout the remainder of the nineteenth century (Johnson, 1977; Stelter, 1985).

### 10.1 Construction of the Grand Trunk Railway and Guelph Junction Railway

Guelph Council began discussions to support railroad development through Guelph in 1850 and 1851, and construction of the Grand Trunk Railway (G.T.R.) (now the Metrolinx rail corridor) through Guelph began in the spring of 1853 and was completed by 1856. The Galt & Guelph Railroad opened in 1857, operated by the Great Western Railway (G.W.R) and connecting the towns of Galt and Guelph. The coming of the railroad brought increased opportunities for industry, trade, and settlement (City of Guelph & MHBC, 2018). The announcement of plans for a Guelph-Toronto railway line, with a second link to Galt, triggered a land speculation boom in Guelph. Properties that sold for £300 in 1851 were selling for £1,800 to £2,700 in 1855 and new factories opened (Longfield, 2012).

The construction of the G.T.R in 1856 also influenced Galt's 1827 town plan. The railway required a low gradient along the river, with its placement resulting in the bisection of the Market Square and the truncation of Waterloo Avenue at what is now Gordon Street (Map 15). The railway created a new barrier to expansion south of the original town site, channelling growth to the northwest. The first G.T.R. station, constructed in 1855-1856 (not extant), was located on Carden Street and faced onto Priors Square (Figure 6). A second station to replace the first was built west of the first station in 1910-1911 (79 Carden Street, still extant). In 1967-68 the station was reduced to half its length (Irwin, 1995).

The town's early business district was centered around Gordon and Farquhar streets, at the southwest corner of the Market Square. Following the construction of the railway, the centre of commercial development migrated to Wyndham Street, on the north side of the tracks. Subways and bridges were

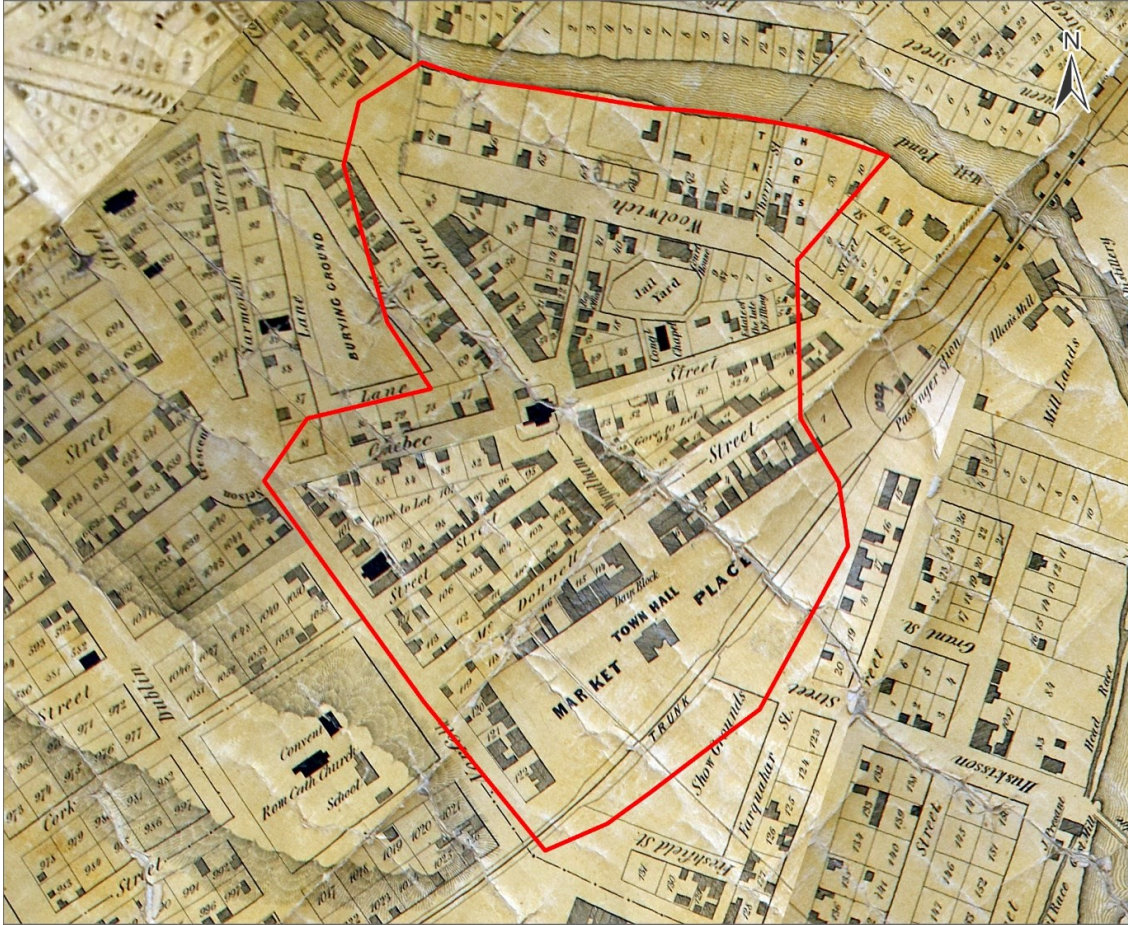


constructed to cross the tracks. Development south of the railway became industrial, with some residential (Dahms, 2000, Irwin, 1998). A number of hotel buildings were constructed in the mid-to-late nineteenth century, concentrated along Macdonell and Carden streets. This was likely in response to the influx of visitors the railway brought into town. The hotels' locations on these streets were convenient to the G.T.R. station, the Market Square, and downtown places of business.

In 1882, the G.T.R. and G.W.R. amalgamated, resulting in a monopoly and high rates. In response, in 1885, Guelph merchants created the Guelph Junction Railway to compete with the G.T.R. Rather than operate such a small railway themselves, the merchants leased the line to the Canadian Pacific Railway (C.P.R.) on a sixteen-mile link to the C.P.R. main line in Campbellville. The line opened in 1888 and runs along the eastern edge of the Study Area. The arrival of the Guelph Junction Railway led larger industries with national and international markets to set up shop. These included: James Goldie Company Limited (milling) (not extant, ruins of Goldie's Mill located in Goldie Mill Park) (Figure 7); Raymond Sewing Machine Company (31 Yarmouth Street) (Figure 8); McCrae & Company (textiles) (not extant); and the Bell Organ and Piano Company (instrument manufacturing) (84-100 Carden Street) (Figure 9) (Longfield, 2012).



Map 15: The 1862 map of Guelph, showing the G.T.R. line bisecting Market Place (Market Square) (A.S.I., 2024).



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Figure 6: Cabinet card photograph of a G.T.R. train and station (background) circa 1896 with a stagecoach in front (Courtesy of Guelph Museums, 2014.84.1010).



Figure 7: The Goldie Mill or People's Mill as it appeared in the late 1800s (Guelph Public Library, F8-0-4-F8-0-4-0-9-3).

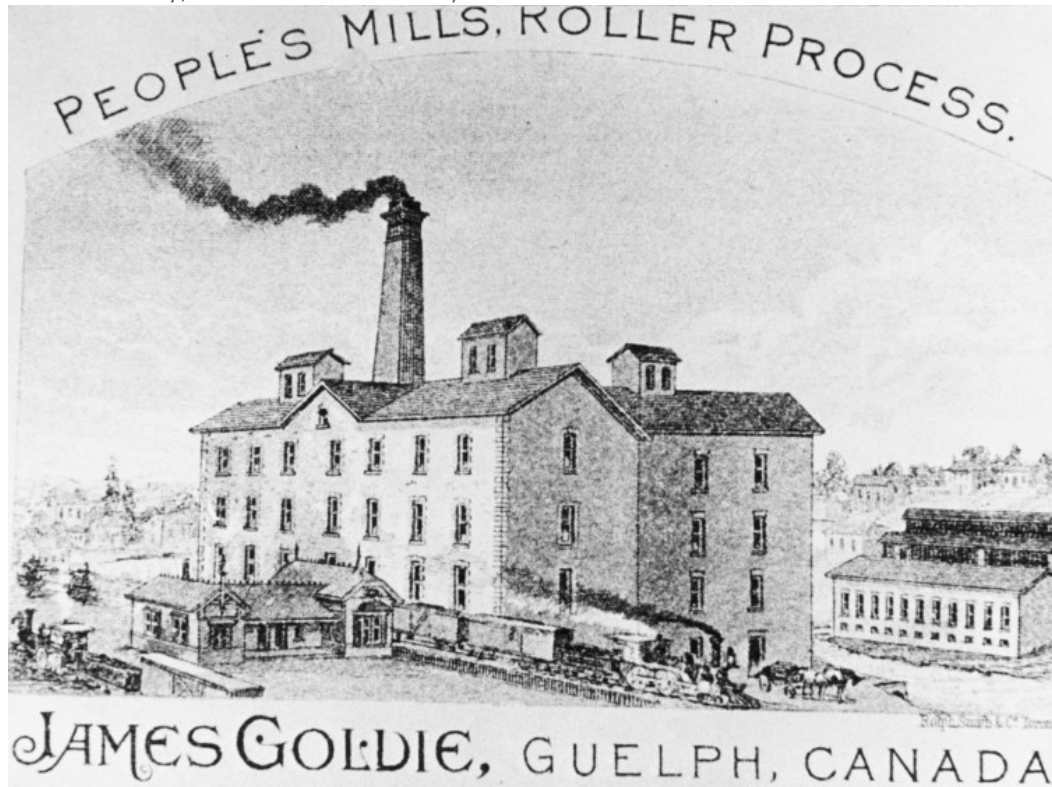




Figure 8: Raymond's Sewing Machine Company employees in front of the building at 31 Yarmouth in 1890 (Courtesy of Guelph Museums, 1985.73.2).



Figure 9: The Bell Organ and Piano Company buildings circa 1894. The four-storey building on the left is extant on Carden Street, while the four-storey building on the far right has been demolished. The Royal Hotel (extant) separates the two structures (Guelph Public Library, F38-0-7-0-0-86).



## 11.0 Nineteenth-Century Regional Centre

By the late 1840s, Guelph had become a growing regional service and supply centre for the prosperous agricultural area surrounding it. The mill established in 1830 served settlers from 10 to 15 miles in every direction, and this area of influence continued to expand, with wheat being delivered by horse and wagon in the mid-1850s from as far away as Owen Sound (prior to the construction of the railway). Guelph also provided services of a higher order than smaller villages in the surrounding townships, including the large semi-annual and monthly cattle fairs. This attracted visitors who stayed to conduct their business (Figure 10) (Cameron, 1967). These patterns influenced the development of the Study Area's built form.

In 1837, the District of Wellington was created, and Guelph was named the District town. There was rivalry between towns to become the District seat because of the increase in trade and improved government facilities and services it represented, as well as political influence. The construction of the District courthouse and jail in Guelph were authorized at this time. The jail (not extant, the Prior's Block at 74 Woolwich Street retains a section of the original prison wall) was completed in 1840 and the courthouse was completed in 1843 (74 Woolwich Street) (Figure 11) (Johnson, 1977).

Figure 10: The wood market, circa 1874, looking east along Carden Street. The old City Hall building is visible on the right (Guelph Public Library, F38-0-14-0-0-525).





Figure 11: The courthouse (left) and the original octagonal jail (right) as depicted in the Canadian Illustrated News in 1874 (Courtesy of Guelph Museums, 1981.304.3).



## 12.0 Economic Development

The town site of Guelph was strategically located amidst excellent farmlands. John Galt's main interest in developing the town of Guelph was to sell agricultural lots in the surrounding township. Typically, in southwestern Ontario, settlement centres such as town and villages would temporarily follow agricultural development patterns. An inverse pattern was engineered in Guelph by John Galt. His strategy first involved establishment of a town with all the goods and services that an advanced agricultural community would require, and which would provide a market for locally grown produce. He hoped that this would accelerate the rise in the price of farmland, leading to faster profits for the Canada Company. Galt envisioned a bustling business centre that would attract newcomers with skills and capital to invest. The early construction of roads into Guelph was key to this strategy (Johnson, 1977).

Agricultural development in the area surrounding Guelph was gradual at first. Many farmers arrived between 1831-1834 and 1840-1845, though agricultural development was slow because a lot of the farmers lacked the financial means to improve their land and buy livestock and farm machinery. The 1840s and 1850s saw settlement of the northern area of Guelph Township and increased agricultural production. Large scale immigration occurred after 1847, bringing labourers east of the Speed River. Guelph's mercantile and industrial profile developed in relationship to the productivity of the farms in

the surrounding township and the increasing purchasing power of the farmers (City of Guelph & MHBC, 2018; Johnson, 1977). The potential farmland in the immediate vicinity of the Guelph settlement was so high quality that the Canada Company demanded steep prices per acre at a time when land was otherwise being given away in Upper Canada (Nash-Chambers, 2011).

To stimulate the local economy after its collapse following Galt's departure in 1829, the Canada Company erected the first grist and flour mill in Guelph in 1830 on the west bank of the Speed River, close to where the present C.N.R. bridge is located (it would later become known as Allan's Mill, the ruins of which are now part of Heritage Park). Having a local mill reduced costs for the grain farmers of Guelph Township who previously had to transport their grain to Dundas, Galt, or Waterloo to be ground. This also kept more of the farmers' commercial business within Guelph. Guelph's economy began to revive following the construction of the mill and expanded efforts by the Canada Company to recruit British immigrants with some measure of wealth to the area (Johnson, 1977).

At first the pioneer population was too poor to sustain much commerce, but gradually shops and hotels were built in a cluster around the market particularly along the east side of Gordon Street between Fountain Street and Wilson Street, along the north side of Carden Street and Wilson Street. By 1840, the settlement was a growing commercial hub and home to a wide range of skilled tradesmen. Guelphites welcomed nascent resource-based industrial growth and prospered as the town became an important agricultural market centre (Nash-Chambers, 2011). Another crucial boost to Guelph's economy came in 1851 with the opening of the redeveloped Guelph-Dundas Road (now Highway 6), which made the community less isolated and opened markets to the east and beyond (Longfield, 2012).

By 1857, Guelph had two railways serving local industry. An accumulation of capital and skilled labour produced a shift from a mercantile to an industrial economy, though most businesses were still small enterprises, often employing one or two people. The Bell Organ and Piano Company was established in 1864. At its peak in 1885, it employed 450 people, making it the city's largest employer at that time. The enterprise dominated the downtown landscape with two large factories that filled a city block along Carden Street between Wyndham Street and where present day Carden and Macdonell streets intersect (82-100 Carden Street) (Figure 9). In 1868 there were approximately a dozen foundries in the downtown core (Stead, 2002).

Following the construction of the G.T.R. in 1856 and the bisection of the Market Square, Wyndham Street began to attract major stores in the 1860s. St. George's Square developed as a commercial focal point in the 1870s following the demolition of St. George's Church at its centre in 1872 (Figure 12 and Figure 13), and a building boom during this decade extended the shopping district north of St. George's Square to upper Wyndham Street (Map 16) (Thorning, 2000). Many of the large limestone buildings within the Study Area were constructed during the 1860s and 1870s (Figure 14). The stone for these buildings was quarried locally, on both sides of Waterloo Road, both sides of Edinburgh Road, and Water Street from the Kennedy, Bell, and Emslie quarries (Piper, 2007). Guelph had a number of firms employing expert stone masons, many of whom came from Great Britain (Pollard, 1981). Similar to the grand scale of Market Square, Thorning suggests that the commercial core of downtown Guelph had been overbuilt in the 1870s in anticipation of a degree of growth and prosperity that was never fully realized.



During the latter parts of the nineteenth century and into the early twentieth century, Guelph experienced periods of stable growth that fluctuated with the economy. The late-nineteenth and early twentieth-century economy remained reliant on mixed farming and industry, in particular ironworks, though the importance of agriculture was receding by 1900 (Nash-Chambers, 2011; Thorning, 2000). In 1895, the Guelph Radial Railway opened, constructed by businessman George Sleeman. The streetcar route ran throughout town and the routes converged at St. George's Square every twenty minutes, reinforcing the Square as a focal point in the city (Figure 15). When streetcars went out of service in 1939, buses replaced them, with the Square remaining as the transfer point until 2012, when the local transit hub was moved to Carden Street, near the former G.T.R. station.

By the early twentieth century, the population rose to approximately 11,000 people. There was a wave of large-scale industrial development around 1910 and smaller mills gave way to larger factories and industrial mills. Investor J.W. Lyon created a major industrial corridor in the south-east end of Guelph (St. Patrick's Ward). He offered factory developers 120-acre parcels of free land to the total of eight land grants. Lyon planned to profit from selling the surrounding residential land. This and other efforts attracted 16 new businesses to the city by 1914. This included heavy industry like the Guelph Stove Company and International Malleable Iron (Nash-Chambers, 2011).

By the 1920s, Guelph had a major industrial economic base, with a concentration of metal working and textile firms and more than 5,000 of its population of 20,000 working in manufacturing. These industries were located in pockets throughout the growing city, surrounded by residential areas. A number of factories ringed the downtown core, but industrial activity within the downtown waned during the 1920s, first with the closing of the Raymond Sewing Machine Company factory on Yarmouth Street, and later with the demise of the Bell Piano and Organ Company on Carden Street (Thorning, 2000). The reduction in industrial activity downtown was likely due in part to the ever-increasing land and floor space required as manufacturers' operations grew at a scale that the downtown could not accommodate.

Downtown Guelph was a bustling commercial centre during the 1920s (Figure 16 and Figure 17). Except for a dozen or so corner grocery stores, virtually all the retail trade of Guelph was conducted in the downtown core. The city reached a new plateau of prosperity during the 1920s. The period from 1920 to 1950 was relatively stable, with Guelph weathering the Great Depression better than some other towns and a number of factories securing war contracts during the Second World War (Thorning, 2000).

In 1952, Guelph annexed 2,500 acres from Guelph Township, virtually doubling the area of the city. Located west of Edinburgh Road and south of Woodlawn Road, the land had a dedicated "industrial basin". Thorning identifies this as the most important event in the twentieth century for Guelph, as it determined the future direction of development in the city. However industrial land uses receded in the downtown core as a result. The industrial basin filled up with manufacturing operations during the 1950s and 1960s and continued to spread west. Industrial growth continued over the later twentieth century, mainly in the west end industrial basin and later in the Hanlon Industrial Park at the south end of Guelph (Thorning, 2000).

Another trend in the 1950s that provided competition for the downtown was the opening of large grocery stores outside the downtown core. A Loblaws at Speedvale Avenue and Woolwich Street was





the first and hundreds lined up when the store opened. There was still some investment in the downtown core, with department stores renovating and revamping their buildings in the 1950s.

Change in the downtown began to accelerate in 1952, when the City reconfigured St. George's Square to accommodate more city buses and increase traffic flows. In 1953 some downtown streets were repaved and widened. While previous replacement of downtown buildings had been the result of fires, a trend of building demolitions in the name of progress and modernity began in the 1950s, including all of the nineteenth-century buildings on St. George's Square (Figure 18 and Figure 19) (Thorning, 2000). The streets surrounding St. George's Square were the retail heart of the city. Downtown stores and restaurants benefitted from increasing customer demand and drew customers from Guelph as well as out of town customers from rural areas and smaller towns near Guelph. By the early 1960s, ten bus routes from around the city converged at St. George's Square as the central bus transfer point, drawing shoppers and commuters in the downtown. (Nash-Chambers, 2011).

The greater sprawl of post-1961 Guelph led to the development of strip malls and plazas in newer neighbourhoods, which competed with the downtown. The construction of Willow West Mall (1966) and Stone Road Mall (1973) created further competition for downtown businesses. The redevelopment of the eastern end of Quebec Street into the Eaton's Centre in the 1980s did not stem the tide. The more recent refurbishment of the Eaton's Centre into Old Quebec Street Shoppes (55 Wyndham Street North) has been a new attempt to revitalize the downtown core (Nash-Chambers, 2011). Starting in the 1960s, taller buildings were introduced into the downtown core, including the nine-storey Cooperators Insurance building on Macdonell Street (130 Macdonell Street) and the 13-storey apartment building at Quebec and Norfolk Streets (2 Quebec Street). Two large new recreational and cultural buildings were built near the intersection of Woolwich and Macdonell streets in the late twentieth century. The River Run Centre for performing arts was constructed between 1995 and 1997 in the location of the former speed skating rink, on the north side of Woolwich Street. In 2000, the arena and multi-purpose facility now known as the Sleeman Centre was constructed where the rear portion of the Eaton's Centre had been located. It fronts onto the south side of Woolwich Street, across from the River Run Centre.

Figure 12: St. George's Square with St. George's Anglican Church (centre), circa 1867. Looking north toward the square from Wyndham Street (Courtesy of Guelph Museums, 1985.82.5)

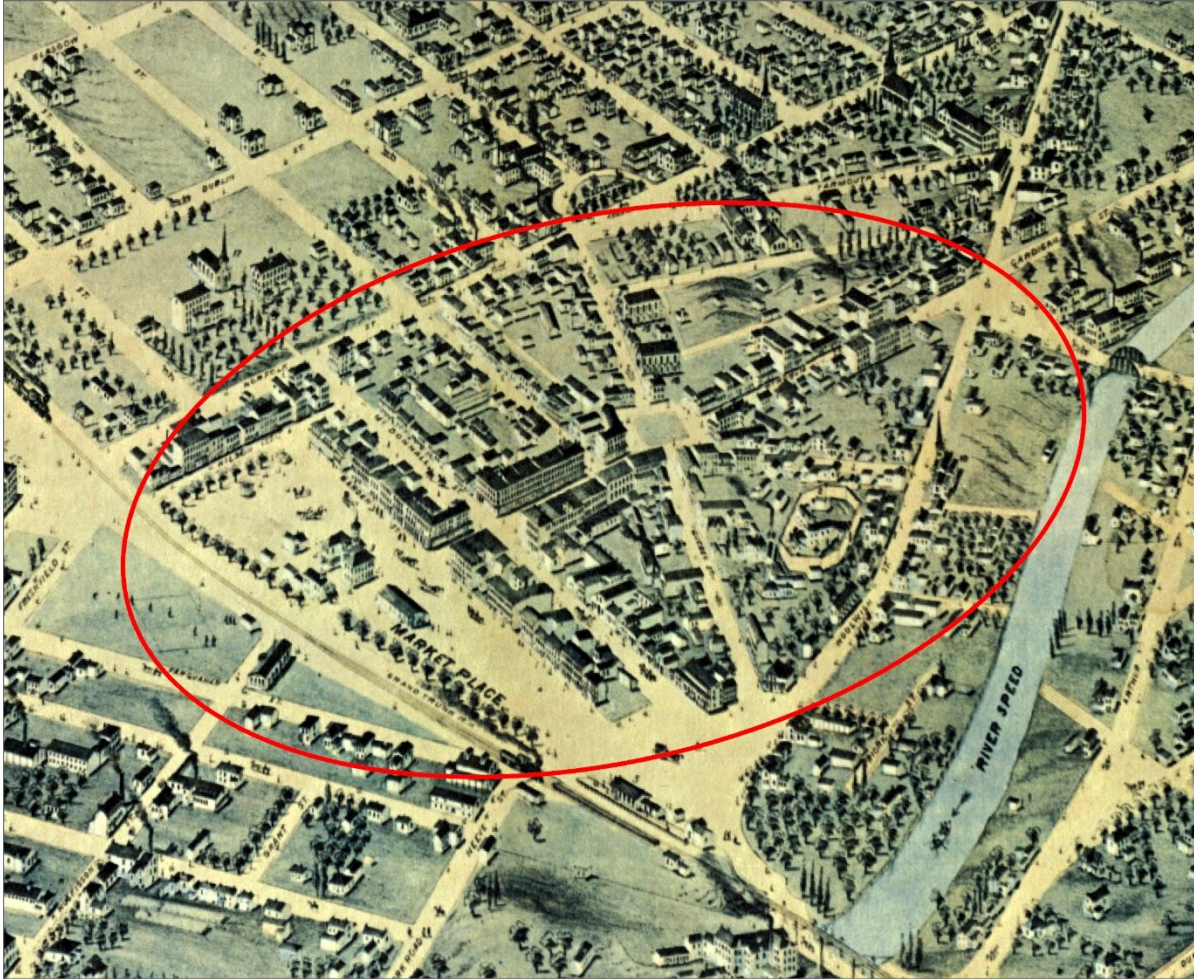


Figure 13: St. George's Square circa 1900, looking north from Wyndham Street (Guelph Public Library, C6-0-0-0-628).





Map 16: The general Study Area overlaid on the 1872 Bird's Eye Map of Guelph (A.S.I., 2024).



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Figure 14: An engraving from 1879 of the Wellington Hotel (147-159 Wyndham Street), constructed between 1876 and 1878 (Courtesy of Guelph Museums, 2009.32.2171).



Figure 15: Streetcars in St. George’s Square circa 1895 (Courtesy of Guelph Museums, 1975.21.95).





Figure 16: Wyndham Street circa 1920, looking north toward St. George's Square (Guelph Public Library, C6-0-0-0-0-1190).



Figure 17: Carden Street, circa 1924 (Courtesy of Guelph Museums, 1977.33.24).





Figure 18: St. George's Square circa 1965, looking northeast (Guelph Public Library, C6-0-0-0-0-667).



Figure 19: St George's Square circa 1970, looking south (C6-0-0-0-0-651).



# Part D: Built Form and Landscape Survey and Character Analysis

This chapter consolidates the results of historical research, survey activities and engagement sessions to present a character analysis of the Study Area. It begins with an overview of the methodology and approach used for surveying the landscape and built form within the Study Area. It then describes how this data informed analysis of the Study Area’s existing character in relation to its significant and historical development patterns. The chapter analyzes the Study Area’s landscape, streetscape, and built form characteristics through assessment of a range of specific factors. The chapter concludes with an analysis of continuity and change and a discussion of the edges of the Study Area. This analysis provides a basis for conducting more detailed heritage evaluation work as presented in Part E of this report.

## 13.0 Built Form and Landscape Survey Methodology and Results

The Downtown Guelph Heritage Conservation District (H.C.D.) Study included completion of a built form and landscape survey of the Study Area. The built form and landscape survey fulfills the requirement of the H.C.D. Study to examine the character and appearance of the area as set out by Section 40 (2)(a) of the *Ontario Heritage Act* (O.H.A.).

Built form and landscape survey activities were conducted in September and November 2023. A streetscape survey was undertaken to observe and photograph the Study Area at the streetscape level followed by an individual property survey. The purpose of streetscape survey was to understand the relationships between streets and buildings, the qualities of the area as a whole, and to scope the individual property survey.

A digital survey form was developed for the collection of data about individual properties. For designated, listed, and inventoried properties, the survey form was partially populated using property information provided in the City of Guelph’s online description of designated properties, the City’s *Municipal Register of Cultural Heritage Properties*, and the Couling Inventory. Survey fields populated



based on this previous documentation include, but are not limited to, date of construction, architectural style, and architect, though the previous information available varied for each individual property.

Subsequently, a pedestrian survey was undertaken to complete the survey form for, and photograph, individual properties within the Study Area. Figure 20 and Figure 21 provide an example of the digital form used to record property information. Details recorded about each property during pedestrian survey included:

- Current occupancy status (for example, a vacant lot, or a lot containing an occupied building),
- Observed land use, and
- Any notable landscape features.

Built form details recorded included:

- Building type,
- Style,
- Height,
- Construction materials, and
- Approximate date range of construction.

Figure 20: Example of digital form used to record property information (image 1 of 2).

Property Survey: 1-7 Douglas St	
OBJECTID	163
GPID (Guelph Parcel ID)	2000005458
Guelph Parcel Type	SURFACE PARCEL
ASI Parcel ID	67
ADDRESS	1-7 Douglas St
Property Common Name	Gummer Building
Heritage Recognition	Designated - Individual
Additional Heritage Recognition Information	Designated by by-law (2008)-18531
Survey partially populated by existing city documentation?	Yes
Property Status	Occupied Building
Original Building Type	Commercial
Number of Storeys	4
Primary Cladding Material	Stone - Limestone
Architectural Style	Other
Architectural Style (Other)	Neo-Classical Vernacular/Italianate
Corner Building - has curved/chamfered corner?	No
Building Condition	Good

Figure 21: Example of digital form used to record property information (image 2 of 2).

Property Survey: 1-7 Douglas St	
Notable Landscape Elements	
Survey Notes	Parcel also contains designations for 65 Wyndham (2009-18751) and 67-71 Wyndham (2007-18431)
Pedestrian Survey Completed By	Other
Date Range of Construction	1860-1879
Exact Date of Construction (if known)	c.1870 (additions late 1890s to early 1900s)
Architect/Builder	1903 additions: Stewart, McPhie and Mahoney
Historical Building Name	Brownlow Block; Gummer Building; Gummer Block
Association with Significant People	William Brownlow; Gertrude Gummer; Bertrum Gummer
Association with Significant Events	
Post-Pedestrian Survey (Historical Map Review) Completed By	
Survey Status	Follow Up Required - Multiple Address Review
Contributing Property	



The survey was conducted from public rights-of-way, and information was recorded in relation to primary elevations of buildings and those portions of the building that can be seen from public roads. Primary elevations are typically those designed as the “front” of the building with a main entrance and often face onto the street. The building’s condition was also rated.

The survey data were compiled in a geodatabase and used to generate analytical maps to understand the Study Area’s existing character in relation to its historical growth and development patterns, architecture, streetscape, and landscape features.

A total of 160 properties were surveyed and documented. The survey results are discussed in Sections 15.0 to 17.0 below. The discussion and analysis are scoped to present survey results that inform the understanding of the Study Area’s existing character and as it relates to significant historical themes and narratives, as presented in Sections 9.0 through 12.0 above. Digital records of survey data are accessible through City of Guelph planning staff.

## 14.0 Character Analysis Methodology

Analysis of the Study Area’s character is undertaken to assess how historical and contemporary development patterns and factors are expressed today. This analysis focuses on the assessment of the following features and/or qualities (Sections 15.0 to 18.0):

- Landscape Analysis:
  - Vegetation Patterns
  - Speed River
  - Views
  - Gateways
  - Open Spaces
- Streetscape Analysis:
  - Street and Block Pattern
  - Streetscape Typologies
    - Primary Streets
    - Downtown Main Streets
    - Local Streets
- Built form:
  - Periods of Construction
  - Historical Building Typology and Function
  - Existing Land Use Patterns
  - Building Materiality
  - Distinctive Built Form Features
  - Architects
- Edges of the Study Area



# 15.0 Landscape Analysis

The landscape has been reviewed for its vegetation patterns, water features, views, gateways, and open spaces. The following sections provide maps, descriptions, and photographic examples of each.

## 15.1 Vegetation Patterns

Map 17: Urban Forest Canopy and Non-Canopy Vegetation (A.S.I., 2024).



Vegetation patterns often contribute to the character of a landscape and can be a distinguishing element. There are relatively few trees within the Study Area when compared to the surrounding area (Map 17). Vegetation within the Study Area are typically street trees (Figure 22 to Figure 24) with some additional vegetation within the designed landscape of the Courthouse Jail Yard (74 Woolwich Street).



Areas with greater vegetation sit at the edges of or beyond the Study Area, marking a distinctive transition in character between the commercial downtown and the surrounding residential neighbourhoods (Figure 25 and Figure 26). Additionally, at the north edge of the Study Area, the banks of the Speed River are accented with a thin line of vegetation (Figure 27). This vegetation is more continuous on the south side of the river within the Study Area and is punctuated with residential properties along the north side outside the Study Area.

A visual survey of the streets within the Study Area was completed to assess street trees. Street trees include:

- Honey Locust (*Gleditsia triacnathos*),
- Norway Maple (*Acer platanoides*),
- Freeman’s Maple (*Acer x freemanii*),
- Maidenhair Tree (*Ginkgo biloba*),
- Kentucky Coffee Tree (*Gymnocladus dioicus*),
- Horsechestnut (*Aesculus hippocastanum*),
- Common Lilac (*Syringa vulgaris*),
- Red Oak (*Quercus rubra*),
- American Elm (*Ulmus americana*),
- Canadian Serviceberry (*Amelanchier canadensis*), and
- Little-leaf Linden (*Tilia cordata*).

All trees are in various conditions and likely planted in the last 50 years.

Figure 22: Tree coverage on the north side of Carden Street, looking west from Wyndham Street South (A.S.I., 2023).



Figure 23: Tree coverage on the north side of Macdonell Street, looking northeast toward Wyndham Street North (A.S.I., 2023).





Figure 24: Tree coverage on the west side of Wyndham Street North, looking northwest (A.S.I., 2023).



Figure 25: Tree coverage on the north side of Woolwich Street, looking northwest (A.S.I., 2023).



Figure 26: Tree coverage on Norfolk Street, looking south from the corner of Norfolk and Yarmouth streets (A.S.I., 2024).



Figure 27: Tree coverage along the south side of the Speed River, looking southeast from east of Eramosa Road (A.S.I., 2023).





## Notable Trees

Map 18: Map showing notable trees within and near to the Downtown Guelph H.C.D. Study Area (A.S.I., 2024).



There are five locations within or adjacent to the Study Area that include trees (Map 18) of particular interest. Two trees appear to be located within the street right-of-way, one is privately owned, a group of approximately fourteen trees are located within a municipal park, and an assortment of trees are part of a designed landscape associated with a heritage building and are listed on the *Municipal Register of Cultural Heritage Properties*. These trees are distinguished as notable because of their size, age, location in association with a heritage building, community recognition, and/or based on their potential to continue to grow. At the time of report issue, no trees within the Study Area have recognitions under the *Ontario Heritage Act*.



1. **99 Woolwich Street (St. George’s Anglican Church) - Dawn Redwood (*Metasequoia glyptostroboides*).** This Dawn Redwood was planted as a seed in 1948 by John Weall (University of Guelph, Horticulture Professor) and is one of three in the City of Guelph. He obtained the seed through the Arnold Arboretum (Harvard University) who in turn had received them from a living population of *Metasequoia* found in China in 1941. The Dawn Redwood was previously thought to be extinct. This tree was last measured at 88 cm diameter at breast height and was nominated for Guelph’s Great Tree Hunt in 1991 by C. Sleeth; 2008 by Ken Marchant and in 2018 by R. Jordan. St George’s Anglican Church is listed on the *Municipal Register of Cultural Heritage Properties* (Figure 28).
2. **186 Norfolk Street – Black Locust (*Robinia pseudoacacia*).** This is a large specimen tree planted within the street right-of-way. Black Locust is not native to Canada and is considered invasive. This tree was last measured at 106 cm diameter at breast height and was nominated for Guelph’s Great Tree Hunt in 2008 by Laura Murr. This property is adjacent to the Study Area and is listed on the *Municipal Register of Cultural Heritage Properties* (Figure 29).
3. **2 Suffolk Street West (to 6 Suffolk Street West) – European Beech (*Fagus sylvatica*).** This is a large specimen tree planted within the street right-of-way. European Beech is not native to Canada, but the species is not considered invasive. This tree was last measured at 82 cm diameter at breast height and was nominated for Guelph’s Great Tree Hunt in 2008 by Laura Murr and again in 2018 by R. Jordan. This property is adjacent to the Study Area and is listed on the *Municipal Register of Cultural Heritage Properties* (Figure 30).
4. **1 Gordon Street (Waterloo Avenue Park) – Sugar Maple (*Acer saccharum*).** There are Sugar Maples in the park that range in size from 70 cm to 100 cm diameter at breast height. The sugar maple is native to Canada and although these trees are not remnant trees, the species would have been a significant part of the Maple-Beech Forest that covered much of the Guelph area pre-European settlement. This property is adjacent to the Study Area and these trees do not currently have a recognized heritage status (Figure 31).
5. **74 Woolwich Street (Wellington County Courthouse Courtyard) Flowering Crab Apple (*Malus cvs.*), Norway Maple (*Acer platanoides*), and Red Pine (*Pinus resinosa*).** These trees form part of a designed space associated with the Guelph Courthouse. Although frequently planted, Norway Maple is an invasive species within Ontario. The architect was Carlos Ventin, and the landscape architect was Henry Gotfried. The garden at 74 Woolwich Street is listed on the *Municipal Register of Cultural Heritage Properties* (Figure 32 and Figure 33).

Figure 28: Dawn Redwood, 99 Woolwich Street (St. George's Anglican Church) (Mark Steele, 2023).

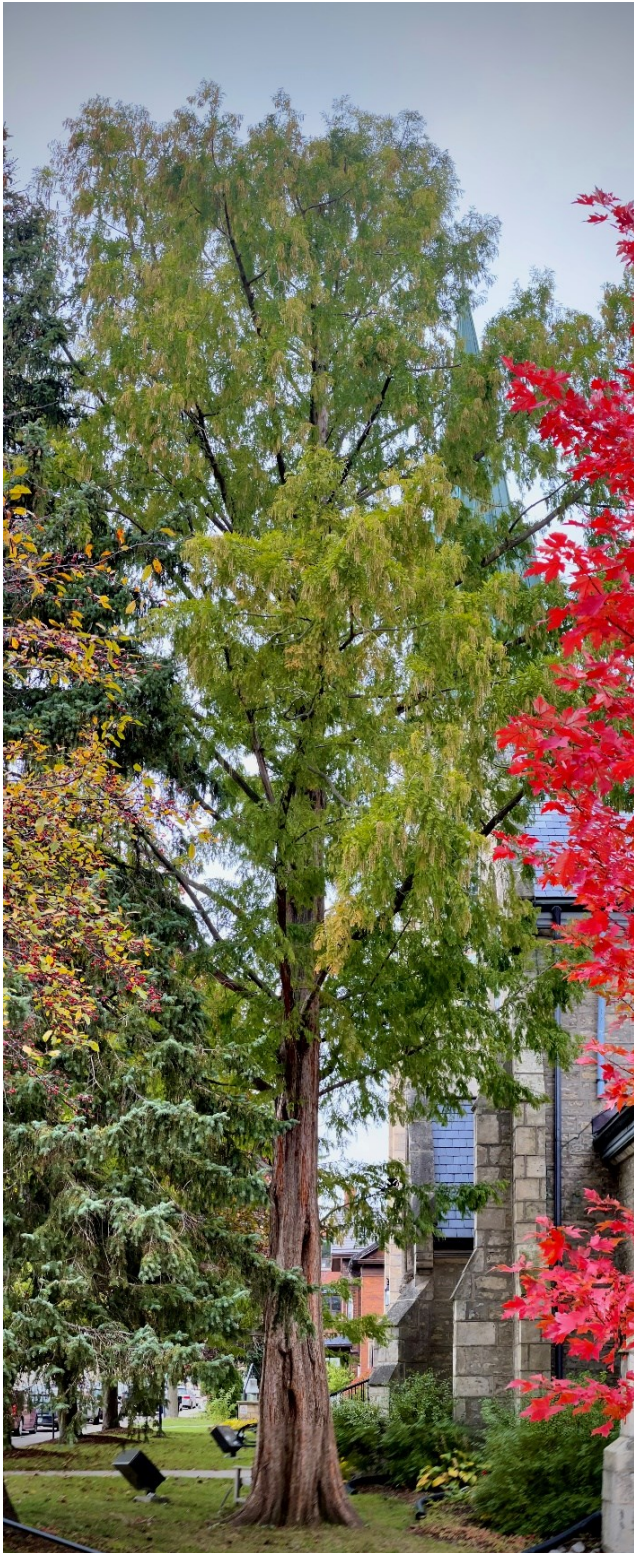


Figure 29: Black Locust, 186 Norfolk Street (Mark Steele, 2023).





Figure 30: European Beech, 2 Suffolk Street (Mark Steele, 2023).



Figure 32: 74 Woolwich Street (Mark Steele, 2023).



Figure 33: 74 Woolwich Street (Mark Steele, 2023).

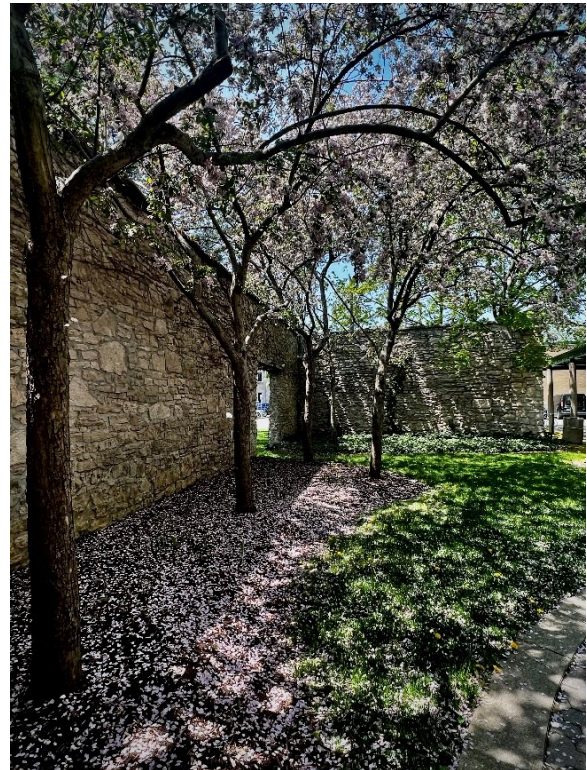


Figure 31: Sugar Maple, 1 Gordon Street, Waterloo Avenue Park (Mark Steele, 2023).





## 15.2 Speed River

Map 19: The Speed River (A.S.I., 2024).



The Study Area and the layout of the radial plan would have been informed by the Speed River, and the broader topographic conditions of the surrounding area imbue the downtown with specific visual qualities such as sweeping long-range views along the downtown streets (Map 19). In Southern Ontario, Chapman and Putnam note that rivers form the “boundaries, barriers, and corridors of geographical importance” (Chapman & Putnam, 1984). The Speed River sits below the downtown and while it is visible only from the bridges which connect the downtown to the neighbourhoods to the east of the river, the Speed River is an essential feature within Guelph that shaped human habitation and occupation along side it for centuries. The Speed River forms part of the Grand River Canadian Heritage River Designation, a recognition that is commemorative in nature (Figure 34 to Figure 36).



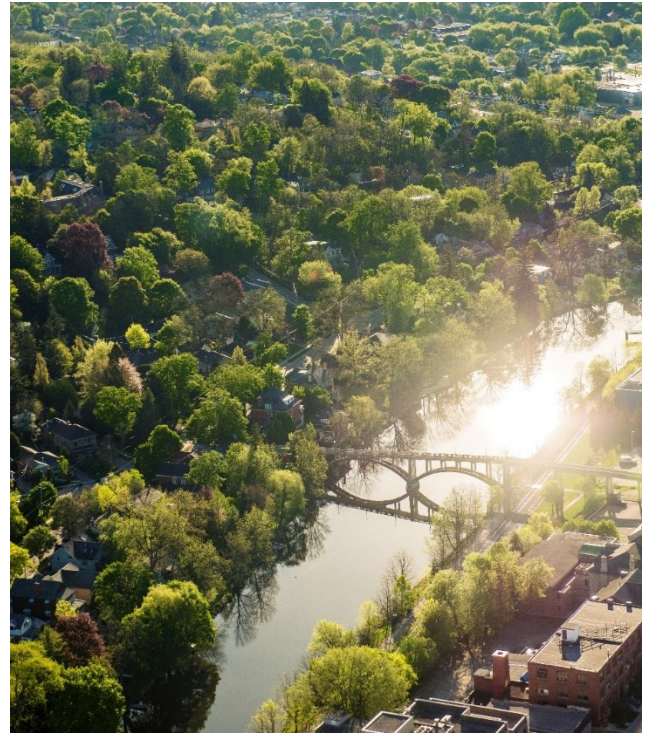
Figure 34: South edge of Speed River (A.S.I., 2023).



Figure 35: South edge of Speed River (A.S.I., 2023).



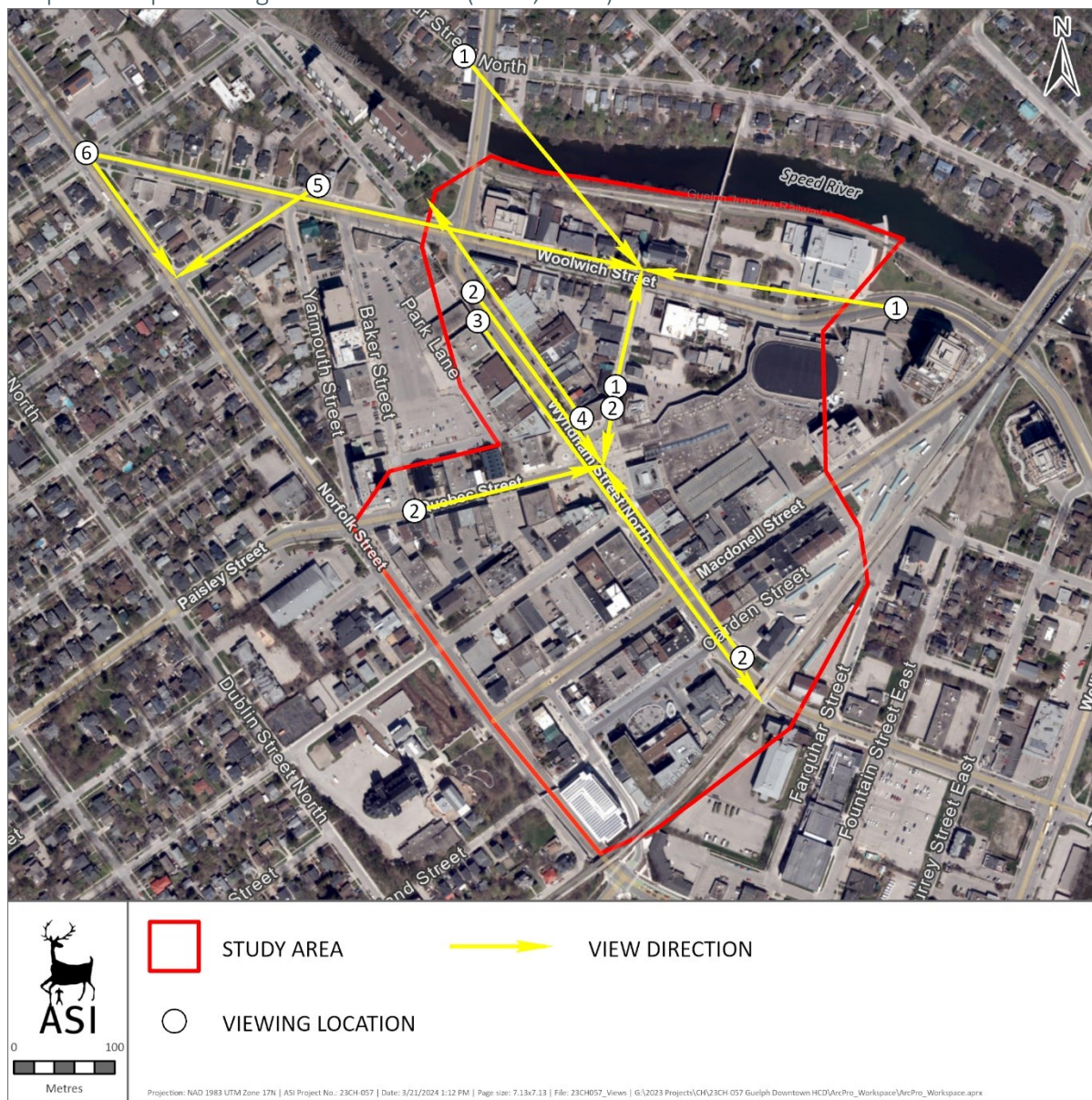
Figure 36: Speed River aerial view looking south alongside the Study Area (City of Guelph via X, February 2024).





### 15.3 Views

Map 20: Map showing identified views (A.S.I., 2024).



Mapping the subjects of identified views within the Study Area reveals elements and areas of visual focus or prominence (Map 20). These elements and areas were identified through a combination of online mapping and field review. The arrangement, configuration and width of streets combined with the sloping topography contribute to sweeping long-range views of the streetscapes with natural view terminuses. The primary concentration of these view subjects within the Study Area relate to St. George’s Anglican Church and St. George’s Square (Views 1 and 2), the Armoury (View 3), and the Cenotaph at Kimberly Park (formerly Trafalgar Square) (View 4) (Figure 37 to Figure 40). Views along Norfolk Street and Suffolk Street to St. Andrew’s Church are also prominent. Several churches, including Basilica of Our Lady Immaculate outside the Study Area, have high levels of visibility. These views



provide the area with an aesthetically pleasing quality and contribute to how the area is experienced. The steeples of the churches located in this area are visible from multiple points in the city.

Figure 37: View south along Douglas Street toward St. George's Square (A.S.I., 2023).



Figure 39: View northwest on Wyndham Street South from the Metrolinx rail corridor (A.S.I., 2023).



Figure 38: View southeast on Wyndham Street North toward St. George's Square (A.S.I., 2023).



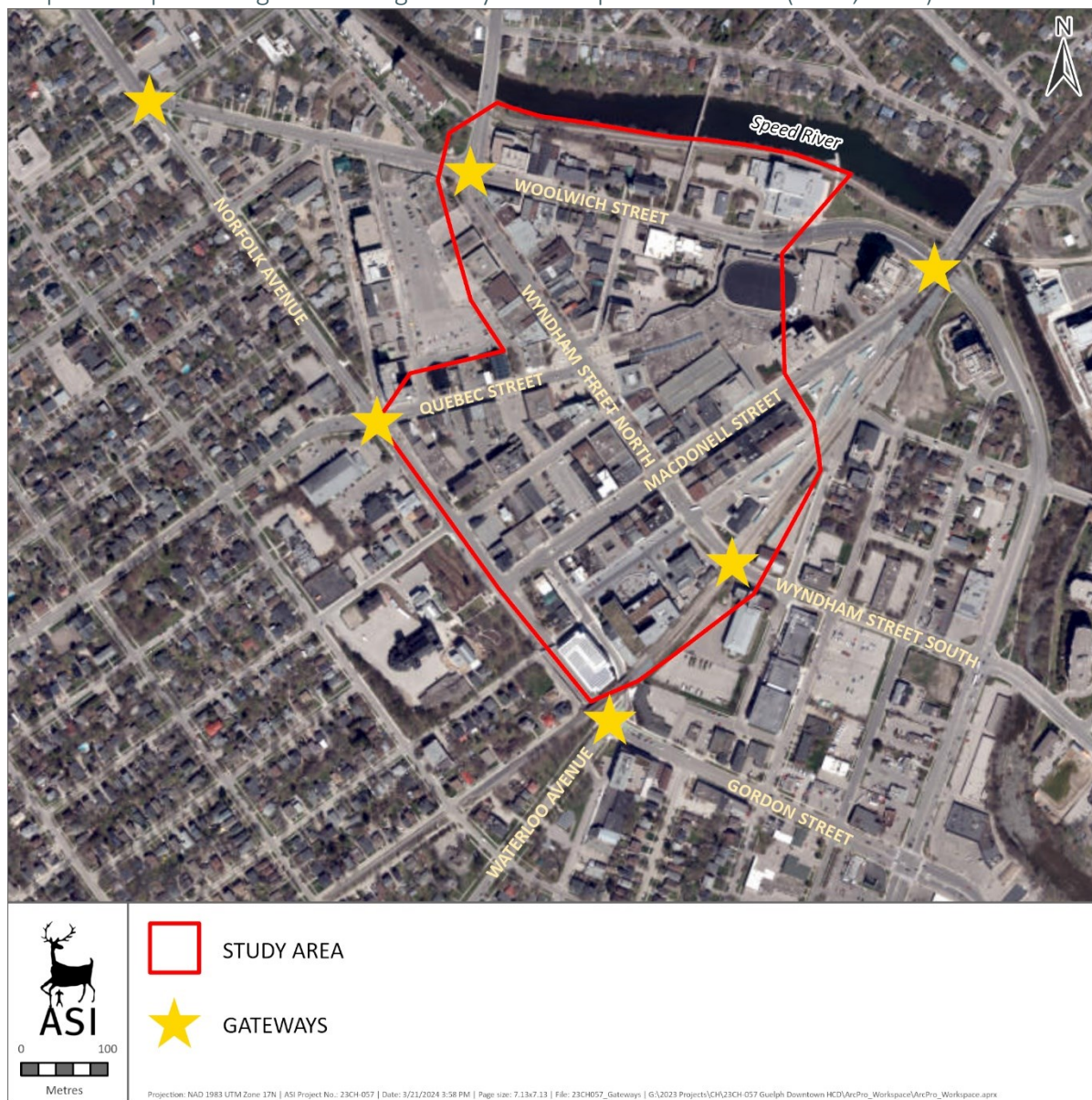
Figure 40: View east on Quebec Street toward St. George's Square (A.S.I., 2023).





## 15.4 Gateways

Map 21: Map showing identified gateways to Guelph's downtown (A.S.I., 2024).



Gateways are identified as points that mark a sense of entry into Guelph's downtown. Topography is a key factor, with many gateways aligning with changes in topography related to the river (Map 21). The short but steep climb from the river valley land onto the gravel terrace is integral to each of the gateways at the intersections of Norfolk and Gordon streets, Wyndham and Farquhar streets, and Eramosa Road and Wyndham Street. To a lesser degree, this is true about the gateway at Macdonell and Woolwich streets where there is a gentle rise, terminated at the side-slope of the drumlin. The gateway at Norfolk and Quebec streets is unique in that one's sense of arrival is mostly related to a change in architecture and land use. Travelling east along Quebec Street, into the Study Area, there is a marked change from residential to commercial land uses. Located on the relatively flat gravel terrace, the "Five Points" intersection at Norfolk, Woolwich and Norwich streets is a marked change from the surrounding



gridded road pattern. This intersection expresses the convergence of the surrounding rectilinear grid with the radial street pattern of the downtown. The broader viewshed at this intersection is flanked to the northeast by the Speed River situated at the base of a drumlin and to the southwest by another drumlin atop which is the Basilica. Along the street corridors, the views into the downtown include churches, prominent architecture, and other gateways such as Kimberly Park and Nelson's Circle. Following Norfolk Street southeast as it traverses the steep climb from the river, one comes to another gateway, Waterloo Avenue Park.

Four of the six gateways include an adjacent park or open space, helping to distinguish them from their built-up surroundings. These open spaces include Waterloo Avenue Park, John Galt Park, Kimberly Park, and the triangular space at the intersection of Quebec, Norfolk, and Yarmouth streets.

## 15.5 Open Spaces

Designed landscape features are present within and near to the Study Area:

- **Courthouse Courtyard:** Part of County Jail and Governor's Residence, 74 Woolwich Street, designated under the *Ontario Heritage Act* November 11, 1983 (Figure 41).
- **Farmers' Market (Farquar Street and Norfolk Street):** Remnant of the original Market Square and Show Grounds and located within the Show Horse Barn, built in 1913 (Figure 42).
- **I.O.D.E. Fountain Park:** Located at the intersection of Quebec, Norfolk, and Yarmouth streets. Home to I.O.D.E. (Imperial Order Daughters of the Empire) Fountain, designated under the *Ontario Heritage Act* September 7, 1993.
- **John Galt Park:** 15-147 Woolwich Street. The park was the site of The Priory. "The Priory was the first substantial building erected in Guelph and for nearly a century it stood on the western bank of the Speed River, a literal stone's throw from the stump of the first tree felled by Canada Company representative John Galt when he founded the settlement of Guelph in 1827" (Bridgeman 2020). This area was formally designed as a park by local landscape architecture firm The Landplan Collaborative Limited. The park includes a portion of the Trans Canada Trail and a reconstructed wall of the former Speed Skating Rink. The Speed Skating Rink opened in 1882 (designed by architect John Day) on the site of River Run Centre where fancy dress carnivals and balls were regular fare. In later years the Speed Skating Rink was used as a warehouse, and in 1991 the building was destroyed by fire (Figure 43) (Bridgeman, 2019; Couling, 1986; River Run Centre, 2023). The park also includes Locomotive 6167 (built in 1940) and used for years by Canadian National Railway for passenger and freight service and is reflective of Guelph's railway centre heritage (Guelph Historical Railway Association, n.d.).
- **Kimberly Park (former Trafalgar Square):** Woolwich Street and Eramosa Road. Kimberly Park is a small steeply sloped park with a lawn, pedestrian path, seating, and large deciduous shade trees. The Guelph War Memorial located there was dedicated on July 3, 1927. The memorial remained unchanged until 1978 when it was moved further back to allow for road expansion. In 1984, it was modified by Mike LeClair to include the Korean War. The memorial includes an inscription of,



"In Flanders Fields" by Guelphite Col. John McCrae (Figure 44) (Veterans Affairs Canada, 2019). When travelling north along Wyndham Street, the Cenotaph and The Roll of Honour wall are the focus of the viewshed. On the 1827 Plan of the Town of Guelph, this area is an open space at the intersection of Wyndham and Woolwich streets. This space helped provide the transition from the fan-like street pattern to the more traditional grid pattern of the surrounding area. This area remained as an open space on the 1862 Cooper's Map.

- **Market Square:** Designed by landscape architect Janet Rosenberg & Studio and has won numerous design awards: 2015 Americas Property Award, Commercial Landscape Category; 2014 Royal Architectural Institute of Canada (R.A.I.C.) National Urban Design Awards, Certificate of Merit, Civic Design; 2014 The Architectural Conservancy of Ontario (A.C.O.) Provincial Award, Margaret and Nicholas Hill Cultural Heritage Landscape Award; 2013 Canadian Society of Landscape Architects (C.S.L.A.) Award of Excellence, Regional Honour (Figure 45).
- **Priory Square Parkette:** Home to Blacksmith Fountain at, 59 Carden Street, designated under the *Ontario Heritage Act* January 18, 1988 (Figure 46).
- **St. George's Square (Wyndham and Quebec Streets):** St. George's Square, at the mid-point in the length of Wyndham Street, provides a focus for the downtown. In 1827, John Galt designated the rising ground in the centre of the Square as a site for the Church of England. The first St. George's Church was built of frame and stucco in 1833-34 (City of Guelph). The Square marks the original location of St George's Church and the Blacksmith Fountain.
- **Waterloo Avenue Park:** On the 1827 Plan of the Town of Guelph this was a triangular-shaped area at the edge of St. Patrick's block and the intersection of Gordon Street, Market Street, and two other un-named streets. This space helped to provide the transition from the fan-like street pattern to the more traditional grid pattern of the surrounding development. The park today, maintains the triangular form and is comprised of open lawn areas, seating, and mature deciduous shade trees (Figure 47). These trees and the open space form can be seen in a Guelph Museum's archive photo of the area as it was in 1908. The open space also appears on the 1862 Cooper's Map.



Figure 41: Courthouse Jail Yard (Mark Steele, 2023).



Figure 43: Reinstated stone wall from Speed Skating Rink (Mark Steele, 2023).



Figure 42: Show Horse Barn at Guelph Farmers' Market in background (Mark Steele, 2023).



Figure 44: Cenotaph in Kimberly Park, November 11 Remembrance Day ceremonies 2023 (Mark Steele, 2023).





Figure 45: Wading pool at Market Square (Mark Steele, 2023).



Figure 46: Restored Blacksmith Fountain, Priory Square Parkette (Mark Steele, 2023).



Figure 47: Looking east through Waterloo Park towards the Study Area (Mark Steele, 2023).



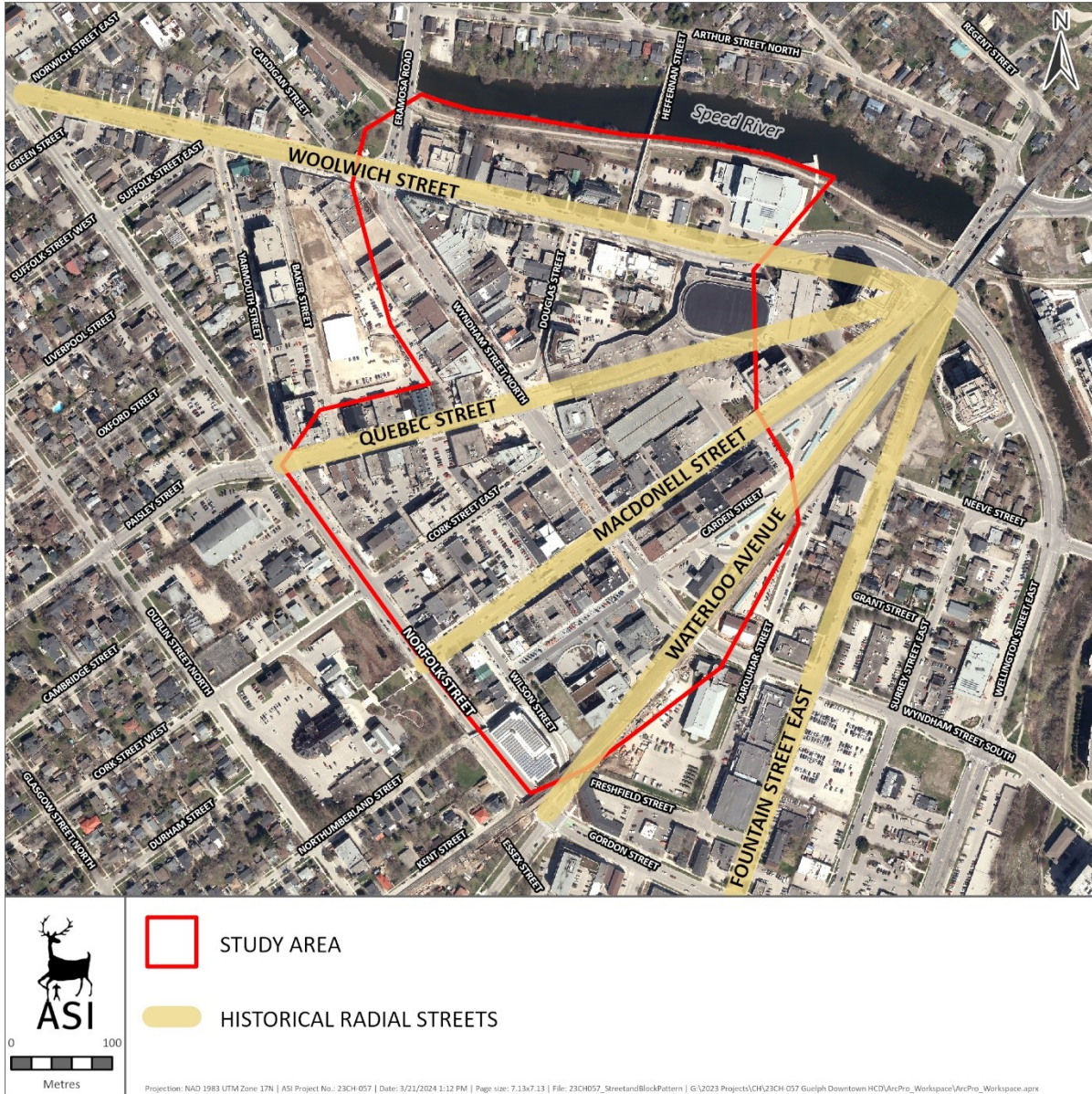


# 16.0 Streetscape Analysis

Streets within the Study Area have been reviewed to assess their lotting and block patterns, right-of-way elements, topographic qualities, built form characteristics, and functions. These elements combine to establish a distinct set of streetscape typologies in the Study Area. The following sections provide maps, descriptions, and photographic examples of each.

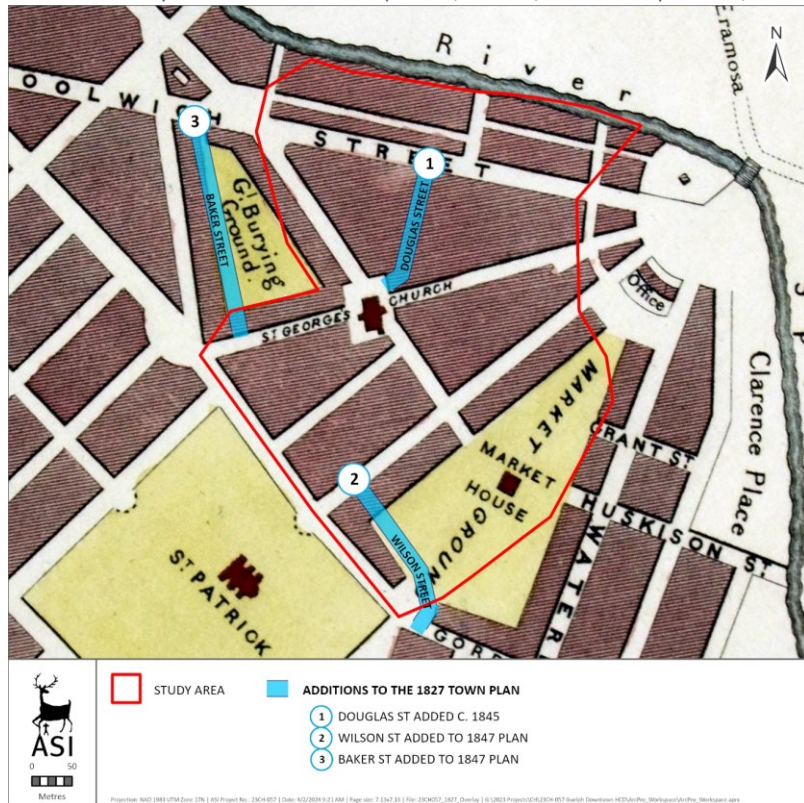
## 16.2 Street and Block Pattern

Map 22: Map showing the radial street plan of downtown Guelph (A.S.I., 2024).





Map 23: 1827 Plan of Guelph overlaid with key changes made after the initial layout of the town (A.S.I., 2024; base map: Galt, 1827).



Map 24: 1847 Plan of Guelph overlaid with key changes made in ensuing years (A.S.I., 2024; base map: MacDonald, 1847).





John Galt's town plan layout intended that it resemble a European city centre, complete with squares, broad main streets and narrow side streets, resulting in a variety of block sizes and shapes which are still in place today (City of Guelph & MHBC, 2018). The street layout from Galt's 1827 plan is largely intact today (Map 22).

Within the five radial streets, Macdonell Street functions as the central street alignment. The outermost streets in the pattern are Fountain Street to the south and Woolwich Street to the north. Market Street (now Waterloo Avenue) with its broad right-of-way is located between Macdonell and Fountain streets. Quebec Street, extending through St. George's Square towards Paisley Street (former Nelson Crescent), lies between Macdonell and Woolwich streets. The radial streets are bisected by Wyndham Street which creates a commercial spine through the downtown and for the most part terminate or become part of a regular grid pattern at Norfolk/Gordon Street. Wyndham Street and Norfolk/Gordon Street both bend at the centre of the former Market Square which is now the railway line.

The radial plan creates two particular types of narrow blocks. Within the triangular shaped blocks, the blocks narrow as the triangle tapers to its point. Surrounding Market Square, narrow blocks of land were allocated for its frontages. These narrow blocks result in many buildings which have highly visible rear elevations addressing streets.

Though the buildings which define the edges of St. George's Square have been replaced, the full dimensions of the square remain intact, contributing to its ongoing prominence within the downtown.

Key changes to the street and block pattern made since the 1827 Town Plan are described below:

Additions made following the 1827 Plan of Guelph (Map 23):

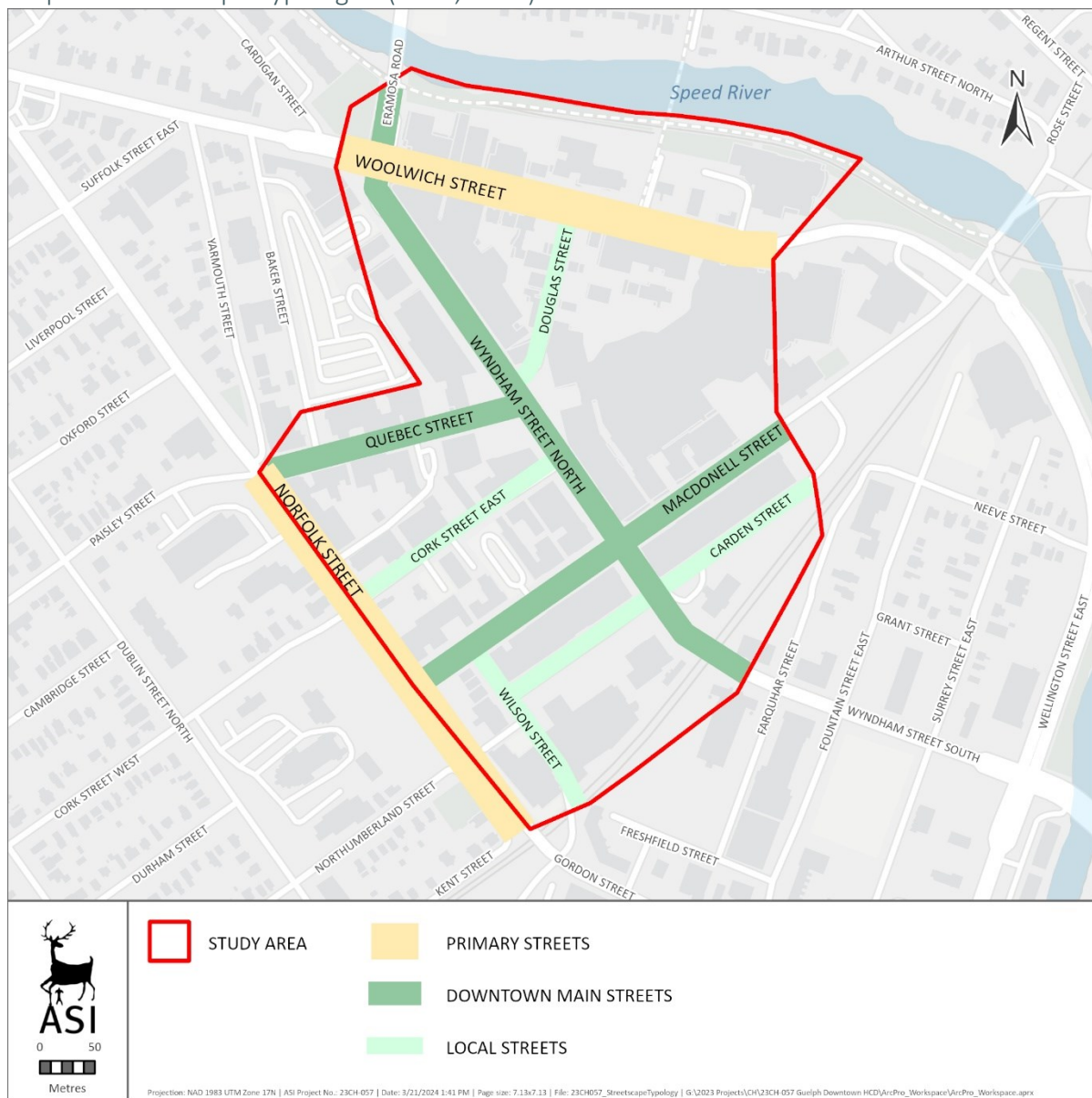
- Douglas Street was not part of Galt's plan but was added circa 1845 to improve access to the District Court House.
- Wilson Street and Baker Street were also not part of Galt's plan but are shown on the 1847 plan and relate to planned open spaces.

Changes made following the 1847 Plan of Guelph (Map 24):

- The construction of the Grand Trunk Railway (1853-1856) (now the Metrolinx rail corridor) cut through the middle of the former Market Square, dividing it into two portions with Carden Street to the north and Farquhar Street to the south.
- The 1827 and 1847 plans show Heffernan Street as a very small street or lane. Heffernan Street is now a pedestrian bridge crossing. A bridge was in this location as early as 1881.
- The 1847 alignment of Woolwich Street around where it meets Macdonell Street was changed circa 1980s or 1990s.
- Thorp Street was added after 1847 as a small street or lane. It was converted to an entrance to the parking lot beside the River Run Centre circa 1980s or 1990s.

## 16.3 Streetscape Typologies

Map 25: Streetscape Typologies (A.S.I., 2024).



Streets within the Study Area can be categorized according to their width, built form and function (Map 25). The street type classifications identified in the City’s *Downtown Streetscape Manual and Built Form Standards* (2014) provide a useful framework to analyze the streetscapes within the Study Area. Descriptions of streetscape typologies and their characteristics within the Study Area are provided below.

### Primary Streets

Norfolk and Woolwich streets are Primary Streets within the Study Area. These are major roads that provide access around the edges of downtown (Figure 48 and Figure 49).



Key characteristics of Primary Streets include:

- Expansive street width.
- Primarily stand-alone buildings with some areas of continuous streetwall.
- Varied setbacks.
- Varied lot and building sizes.
- A mix of commercial, industrial, institutional, and residential built form, reflecting the transition from downtown to surrounding residential areas.
- Building heights that generally range from two to four storeys.
- Buildings constructed primarily during the mid-to-late nineteenth century, with some twentieth century buildings.
- Street trees and some mature trees on private properties lining the street.
- Gently sloping topography.

Figure 48: Norfolk Street, looking southeast from Commercial Street (A.S.I., 2023).



Figure 49: Woolwich Street, looking southeast from Eramosa Road (A.S.I., 2023).



### Downtown Main Streets

Macdonell, Wyndham and Quebec streets are Downtown Main Streets within the Study Area. This also includes St. George's Square. These are the main commercial corridors within downtown. Quebec and Macdonell streets both intersect with Wyndham Street to form a commercial spine across the Study Area (Figure 50 to Figure 55). Wyndham Street is a key link between Market Square and St. George's Square. St. George's Square is located at the mid-point of Wyndham Street where it intersects with Quebec Street. It originally had St. George's Church at its centre and has historically been delineated by buildings around the perimeter. These original buildings have been removed, but the square continues to be delineated by replacement buildings around its perimeter, forming a public plaza space with a fountain.



Key characteristics of Downtown Main Streets include:

- Generous street width.
- Generally continuous streetwalls.
- Buildings generally built out to meet the sidewalk without front yard setbacks.
- Large and impressive commercial building blocks (some of which were historically used for light industry).
- Numerous nineteenth-century hotels.
- Building heights that generally range from two to four storeys.
- Buildings constructed primarily during the mid-to-late nineteenth century, with the following exceptions:
  - The south side of Macdonell Street, which was largely replaced in the early-to-mid twentieth century due to a fire.
  - Many buildings fronting onto St. George's Square were replaced in the mid-to-late twentieth century.
- Concentration of street trees on Wyndham Street north of St. George's Square; street trees are sparser elsewhere.
- Gently sloping topography.

Figure 50: Wyndham Street, looking southeast from Woolwich Street (A.S.I., 2023).



Figure 51: The northern corner of the intersection of Macdonell Street (right) and Wyndham Street (left) (A.S.I., 2023).



Figure 52: Looking north along Wyndham Street from the Metrolinx/C.N.R. bridge (Mark Steele, 2023).



Figure 53: Looking north along Wyndham Street from the Metrolinx/C.N.R. bridge (Mark Steele, 2023).



Figure 54: Looking east at the northeast corner of the intersection of Macdonell Street and Wyndham Street (Mark Steele, 2023).



Figure 55: Looking west along Macdonell Street towards Basilica of Our Lady Immaculate atop drumlin (Mark Steele, 2023).



## Local Streets

Wilson, Cork, Carden and Douglas streets are Local Streets within the Study Area. These are side streets that complete the network of downtown streets by providing finer-grained connections between Downtown Main Streets and Primary Streets (Figure 56 to Figure 60).

Key characteristics of Local Streets include:

- Narrow street width, providing a contrast to the wider Downtown Main Streets and Primary Streets.
- Generally continuous streetwalls on Wilson Street and the north side of Carden Street.
- Larger, separate buildings on the south side of Carden Street.
- Several gaps in the streetscape on Cork and Douglas streets where parking lots are located.
- Generally smaller lots and buildings compared to Downtown Main Streets.
- Buildings generally built out to meet the sidewalk without setbacks.
- A mix of commercial, industrial, and residential built form.
- Building heights that generally range from two to three storeys.
- Buildings constructed primarily during the mid-to-late nineteenth century, with some twentieth-century buildings.
- Concentration of street trees on Carden Street; street trees are sparser elsewhere.
- Gently sloping topography.

Douglas Street is noted as a unique street within downtown Guelph. It was not laid out in the original town survey but was opened to Woolwich Street circa 1845 to improve access to the District Court House on Woolwich Street. It also provides a view to St. George's Anglican Church from St. George's Square. When the church was built in 1872, its tower was aligned with the centre of Douglas Street (Couling, 1996). Douglas Street may have become an even more important connection between St. George's Square and Wyndham Street after Quebec Street east of Wyndham Street was closed in the 1980s. A number of buildings on Douglas Street were built as law offices or otherwise related to the nearby courthouse. This has resulted in a collection of high-quality, finely detailed buildings at a unique small scale along this street.

The south side of Carden Street represents a vestige of the Market Square that previously occupied this area. The former city hall building at 59 Carden Street was constructed in 1856-7 and is now a Provincial Court. Next to it, the current City Hall at 1 Carden Street includes the remaining western section of the building constructed in 1900 to house the Ontario Provincial Winter Fair. The civic and public-space character of the Market Square has been maintained and enhanced through the construction of a public plaza outside City Hall with an outdoor skating rink/water feature.



Figure 56: Douglas Street, looking northeast (A.S.I., 2023).



Figure 57: Douglas Street, looking east from St. George's Square (A.S.I., 2023).



Figure 58: Carden Street, looking west from Wyndham Street South (A.S.I., 2023).



Figure 59: View south along Wilson Street from Macdonell Street (A.S.I., 2023).

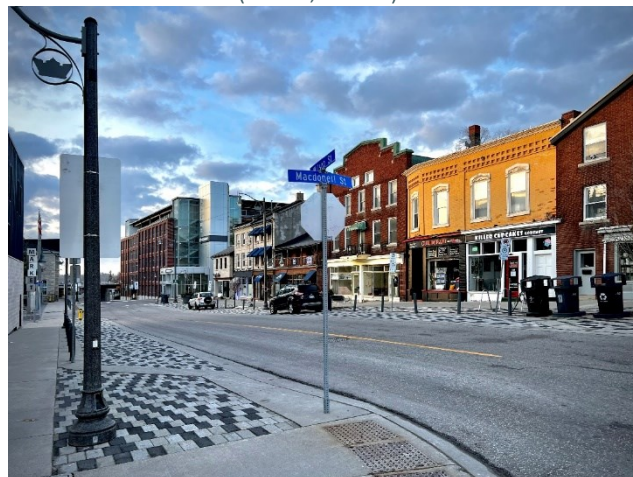
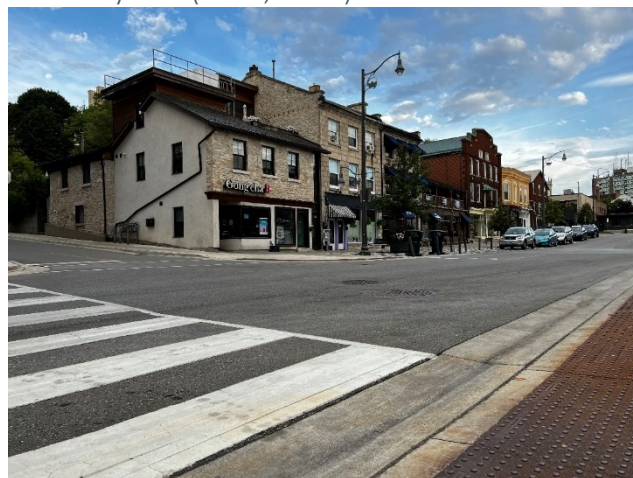


Figure 60: View northwest along Wilson Street from City Hall (A.S.I., 2023).



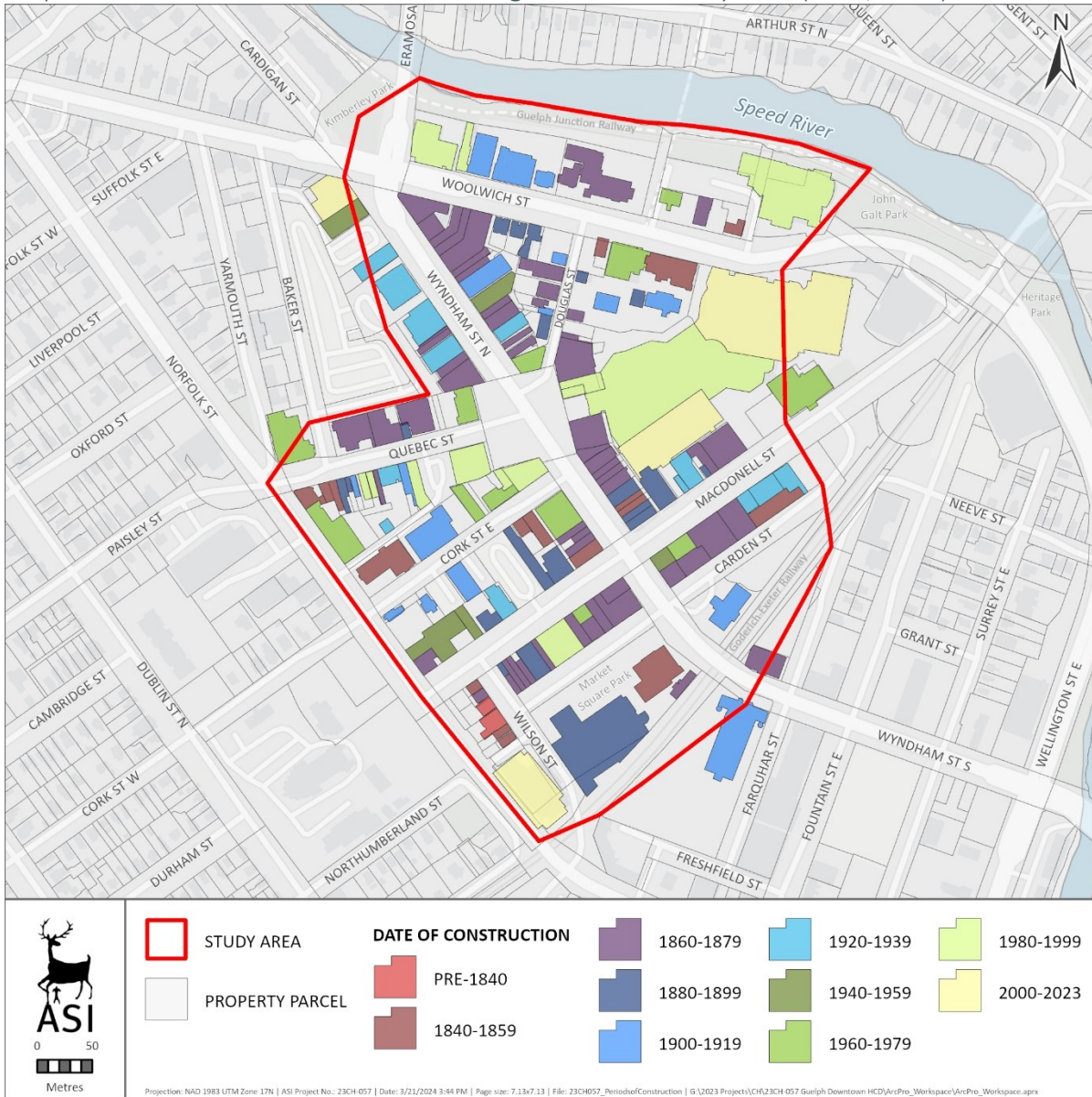


# 17.0 Built Form

The Study Area’s built form has been reviewed for periods of construction, typologies, existing land use patterns, materiality, architectural style, distinctive qualities, and associated architects. The following sections provide maps, descriptions, and photographic examples of each.

## 17.1 Periods of Construction

Map 26: Periods of construction for buildings within the Study Area (A.S.I., 2024).



Within the Study Area, approximately 59.5% of the buildings were constructed in the nineteenth century (Figure 61 and Figure 62), primarily after 1859, with 35% of the buildings being constructed between 1860 and 1879. This reflects the downtown building boom of the 1870s. Distribution across the periods in the twentieth century is fairly even, with each of these periods representing between 8% to 10% of



the building stock. The exception to this is 1940-1959, representing only 3.1% of the buildings within the Study Area (Figure 63 and Figure 64). Nineteenth-century buildings are distributed across the Study Area, reflecting the area’s history as the early centre of Guelph. Some of the oldest buildings are concentrated on Wilson Street. Many of the buildings constructed later than 1900 are infill replacing older buildings, sometimes due to fires. The area of greatest change is around the perimeter of St. George’s Square, where a concentration of buildings constructed from 1960 to 1999 reflects the replacement of earlier buildings around the Square. Overall, the construction dates of buildings within the Study Area suggest that downtown Guelph’s growth and development peaked in the late nineteenth century (Map 26).

Figure 61: The Albion Hotel at 49 Norfolk Street, constructed circa 1870 or earlier (A.S.I., 2023).



Figure 63: 37 Quebec Street, constructed circa 1915 (A.S.I., 2023).



Figure 62: Kloepler Block at 8-12 Douglas Street, constructed in 1898 (A.S.I., 2023).



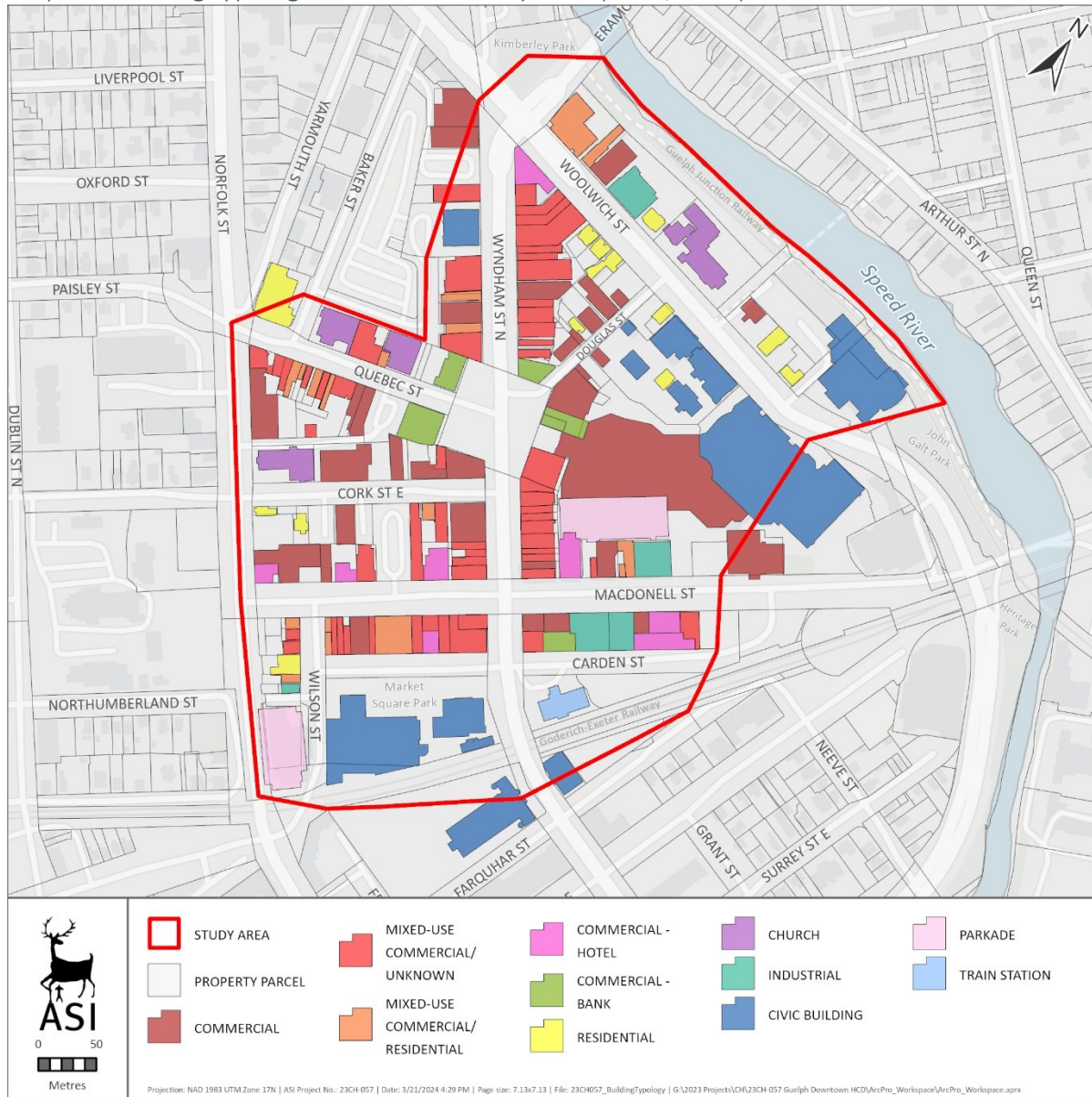
Figure 64: 83 Wyndham Street North, constructed circa 1960s-1970s (A.S.I., 2023).



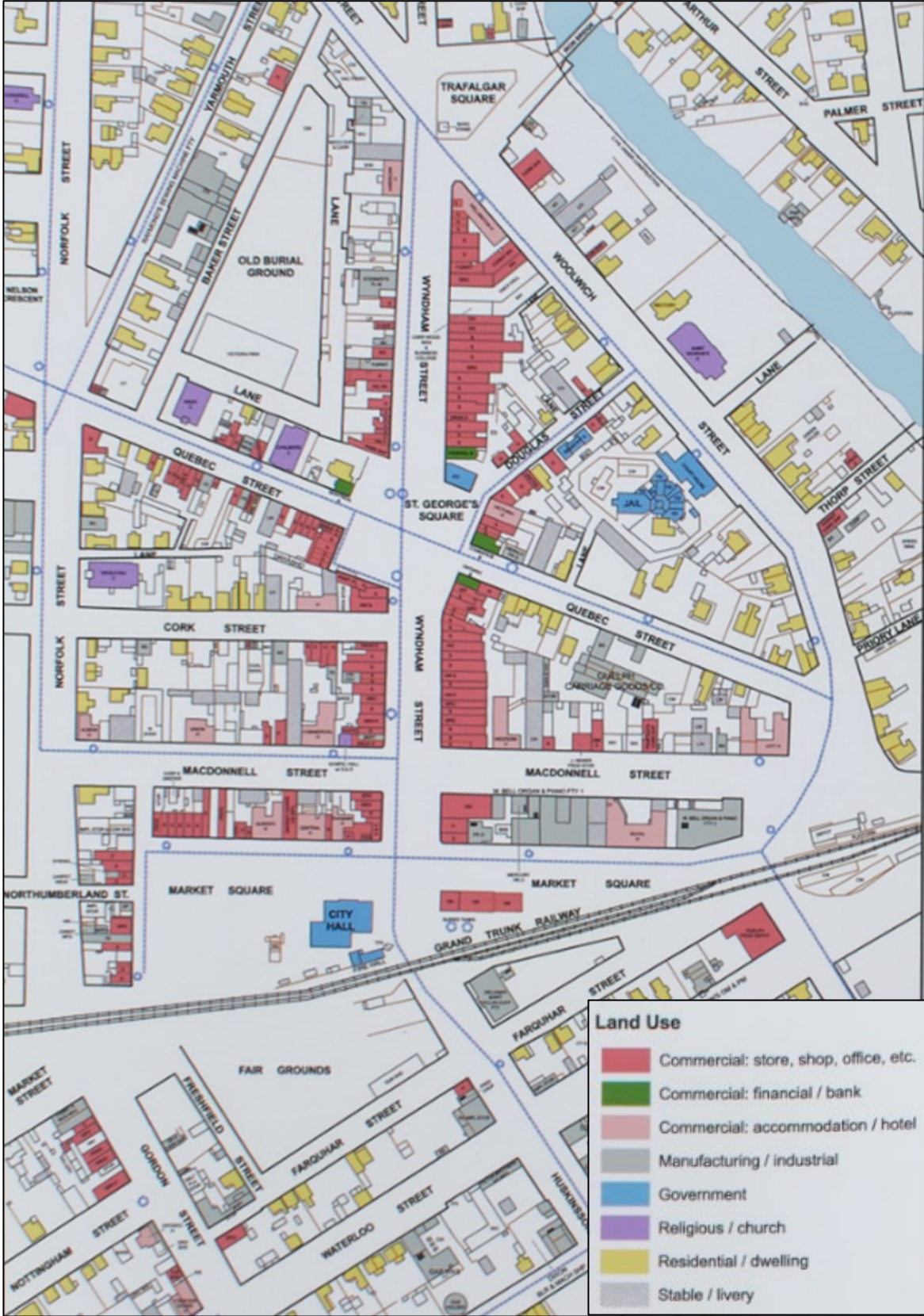


## 17.2 Historical Building Typology and Function

Map 27: Building typologies within the Study Area (A.S.I., 2024).



Map 28: Reproduction Map, 1892 Fire Insurance Plan, 2009 (Courtesy of Guelph Museums 2009.26.1).



Map 27 shows original building type as defined by the use for which the building was constructed. For example, a residential building that has been converted to commercial use is identified as residential on this map. A colour-coded map compiled from the 1892 Fire Insurance Plan of Guelph (Map 28) provides a historical comparison of building type/use within the Study Area. Approximately 76% of the buildings within the Study Area are the commercial or mixed-use commercial building typology. Typically, the mixed-use commercial buildings were designed with retail or commercial use on the first floor and residential, warehouse or office use on the upper floors. The strong commercial spine along Wyndham Street, Quebec Street west of Wyndham Street, and Macdonell Street that developed in late nineteenth century is still present today. Banks continue to be centred around St. George's Square, despite a number of these original bank buildings being replaced in the mid-to-late twentieth century. The concentration of hotels on Macdonell and Carden streets (historically for proximity to the Market Square and train station) is a built form pattern that can still be seen. The location of churches has remained the same. Residential and industrial properties within the Study Area have diminished significantly since 1892 and are generally located towards the edges of the Study Area (Figure 65 to Figure 68). Overall, the very high proportion of commercial buildings extant today continues to reflect the area's history as the city's commercial centre.



Figure 65: Mixed-use commercial buildings on Wyndham Street, south of St. George's Square (A.S.I., 2023).



Figure 67: The former Union Hotel on Macdonell Street (A.S.I., 2023).



Figure 66: The Royal City Mission Church on Quebec Street (A.S.I., 2023).

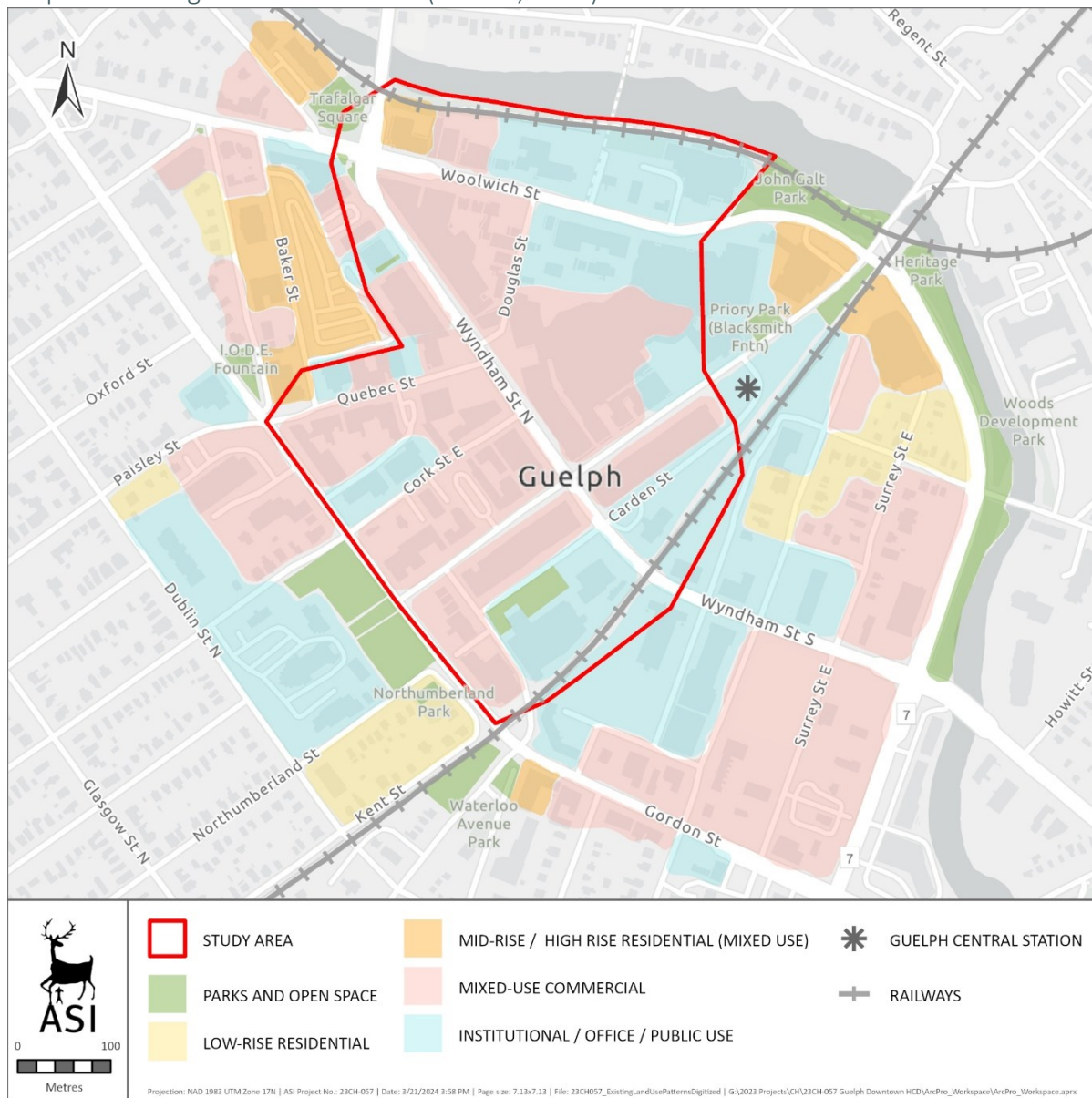


Figure 68: A row of residential properties on Woolwich Street, some of which have been converted for commercial use (A.S.I., 2023).



### 17.3 Existing Land Use Patterns

Map 29: Existing Land Use Patterns (Fotenn, 2023).



Existing land use patterns were characterized through a visual assessment of building use and typology and generalized across properties to capture high level trends (Map 29). Existing land use patterns have been categorized and described as follows:

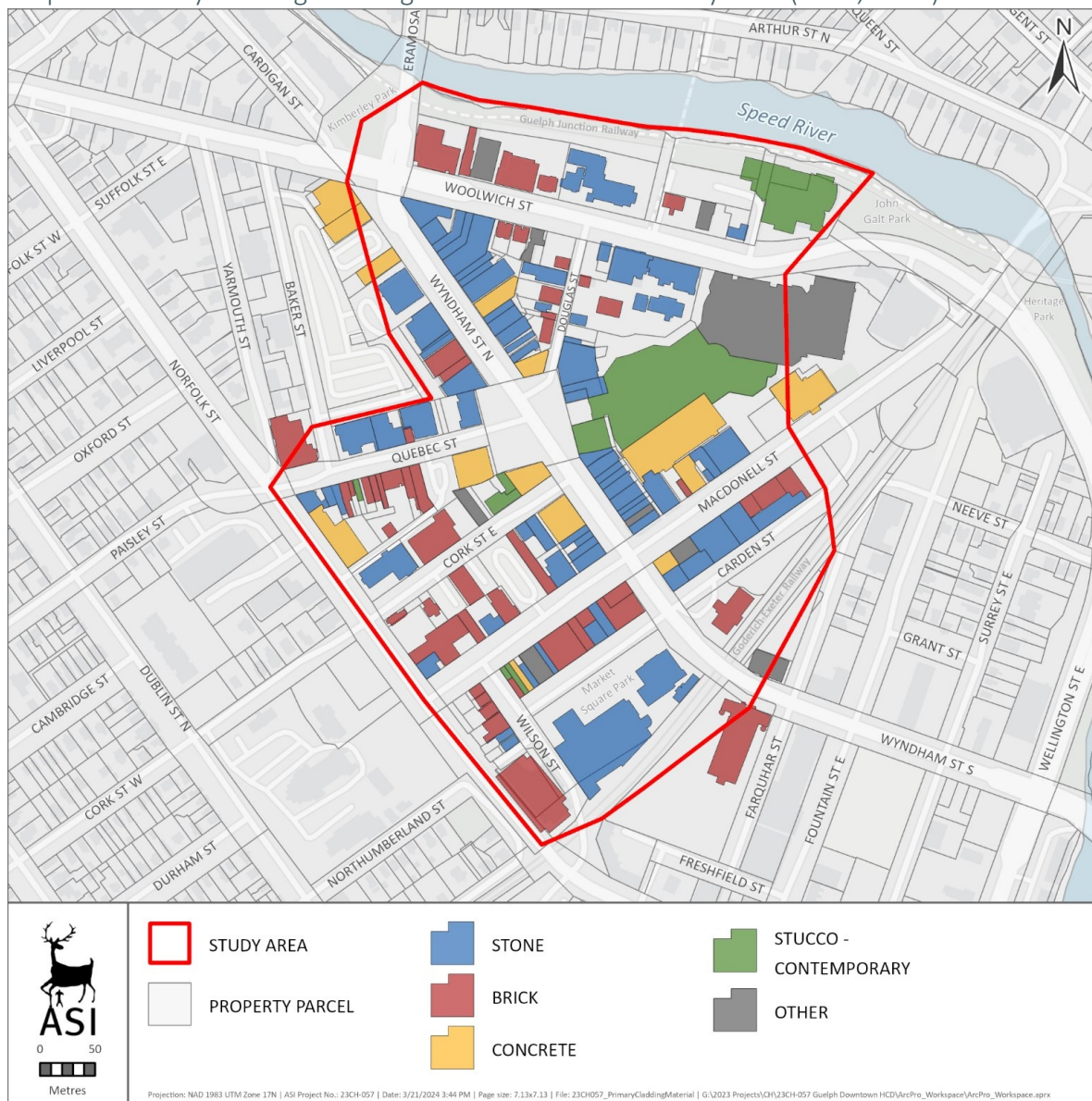
- Mixed-Use Commercial:** The prevailing land use pattern in downtown Guelph, specifically the H.C.D. Study Area is Mixed-Use Commercial. Buildings generally range between two-storeys to four-storeys in height. Commercial uses are primarily located within the ground floors of low-rise built forms, with upper storeys containing residential uses or commercial uses where residential uses would have historically been located.

- **Institutional / Office / Public Use:** An Institutional / Office / Public Use land use pattern has been identified in downtown Guelph. This land use includes municipal buildings and other public uses, including Guelph City Hall, Provincial Court buildings, Guelph Central Station, the Armoury, and other municipal buildings. Standalone office or public buildings have been included within this land use pattern, including the Cooperators General Insurance Company offices and Sleeman Centre. Additional uses include churches, community centres, health services, and their associated lands.
- **Low-Rise Residential:** Low-Rise Residential areas are located on the periphery of the downtown area, and include built forms such as single detached, semi-detached, and townhouse or rowhouse style dwellings.
- **Mid-Rise / High-Rise Residential (Mixed Use):** A higher density residential land use pattern has been identified in select locations on the periphery of downtown Guelph and includes mid-rise and high-rise residential buildings. This land use pattern includes both mid-rise residential in the range of four to six-storey buildings, new high-rise tower developments, and earlier slab towers. The majority of these buildings contain small scale commercial spaces at grade, with exception of the earlier slab towers north of the Study Area.



## 17.4 Building Materiality

Map 30: Primary building cladding material within the Study Area (A.S.I., 2024).



A variety of exterior cladding materials<sup>1</sup> are found within the Study Area (Map 30). Approximately 48% of the buildings within the Study Area have a stone exterior, and nearly all of these are limestone. The buildings with stone exteriors are located throughout the Study Area, with a concentration along Wyndham and Macdonell streets. Buildings with stone cladding within the Study Area typically were constructed from the mid-nineteenth century to the early-twentieth century and are typically also of masonry construction (Figure 69). Brick is the next most common exterior cladding type within the Study Area, with approximately 32% of the buildings featuring a brick exterior (Figure 70). Buildings with brick exteriors are located throughout the Study Area, though very few brick buildings are located along

<sup>1</sup> Exterior cladding materials analyzed and mapped were observed from the street and defined by the primary cladding material on the street-facing façade.

Wyndham Street. Overall, approximately 80% of the buildings within the Study Area have masonry exteriors (stone and brick) and relatively few original exterior finishes have been overclad with contemporary materials, reflecting a good level of material integrity

Figure 69: Limestone building at 137-145 Wyndham Street North (A.S.I., 2023).



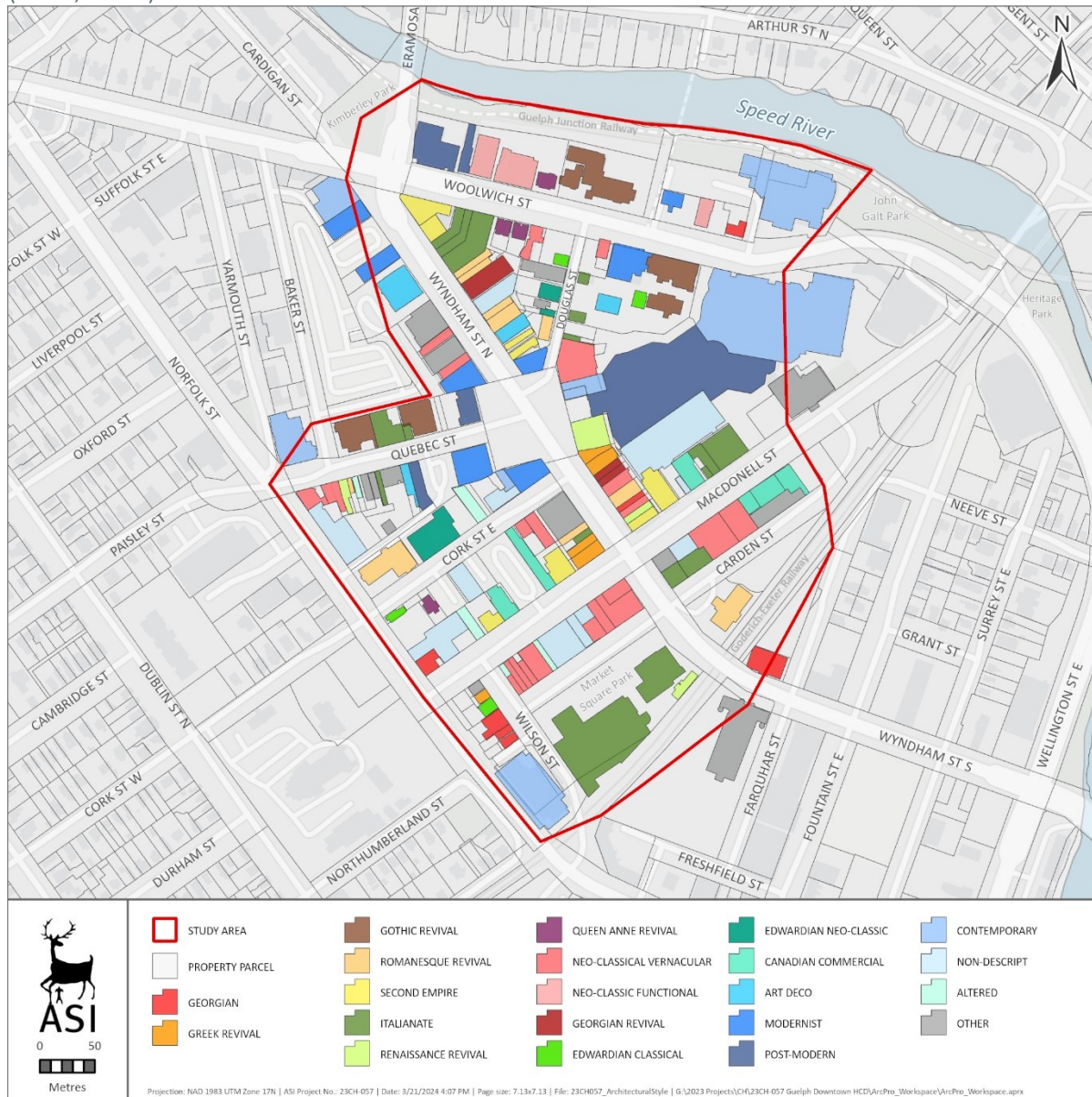
Figure 70: Red brick building at 30/32 Douglas Street (A.S.I., 2023).





## 17.5 Architectural Style

Map 31: Map showing architectural styles within the Downtown Guelph H.C.D. Study Area (A.S.I., 2024).



A range of architectural styles are found within the Study Area (Map 31). Approximately 15% of the buildings are constructed in the Neo-Classical Vernacular style. This style was identified and applied by the City in previous documentation of buildings within the Study Area and can be described as a building style that reflects a local or regional interpretation of the Neo-Classical style. These buildings may not have robust or cohesive architectural detailing that is consistent with the Neo-Classical style, but their combination of materials, fenestration, massing, and occasional stylistic embellishments allow them to establish a specific area character that is reflective of their general stylistic influence and period of construction (for example, 8-10 Wyndham Street North, Figure 71). Approximately 11% of the buildings



are constructed in the Italianate style, a popular style for commercial buildings in the second half of the nineteenth century (for example, 128-133 Wyndham Street North,

Figure 72). Approximately 53% of buildings within the Study Area display other styles generally typical of nineteenth- and early twentieth-century design for commercial, civic, industrial, and residential structures (for example, Romanesque Revival, Second Empire and Edwardian Classical). Approximately 15% of buildings display mid-to-late twentieth-century styles, such as Modernist, Post-Modern, and Contemporary. This includes a concentration of these styles around the perimeter of St. George's Square, corresponding to the replacement of earlier buildings that occurred during this period. Approximately 6% of the buildings are non-descript in style. Non-descript buildings are defined as buildings lacking enough architectural detail or design to indicate a stylistic reference or influence, or a building that has been altered to an extent that its original style is no longer reflected. Overall, the Study Area is not defined by any particular architectural style, but the high proportion of styles typical of the nineteenth and early-twentieth centuries contribute to the historical character of the Study Area.

Figure 71: 8 -10 Wyndham Street North (A.S.I., 2023).

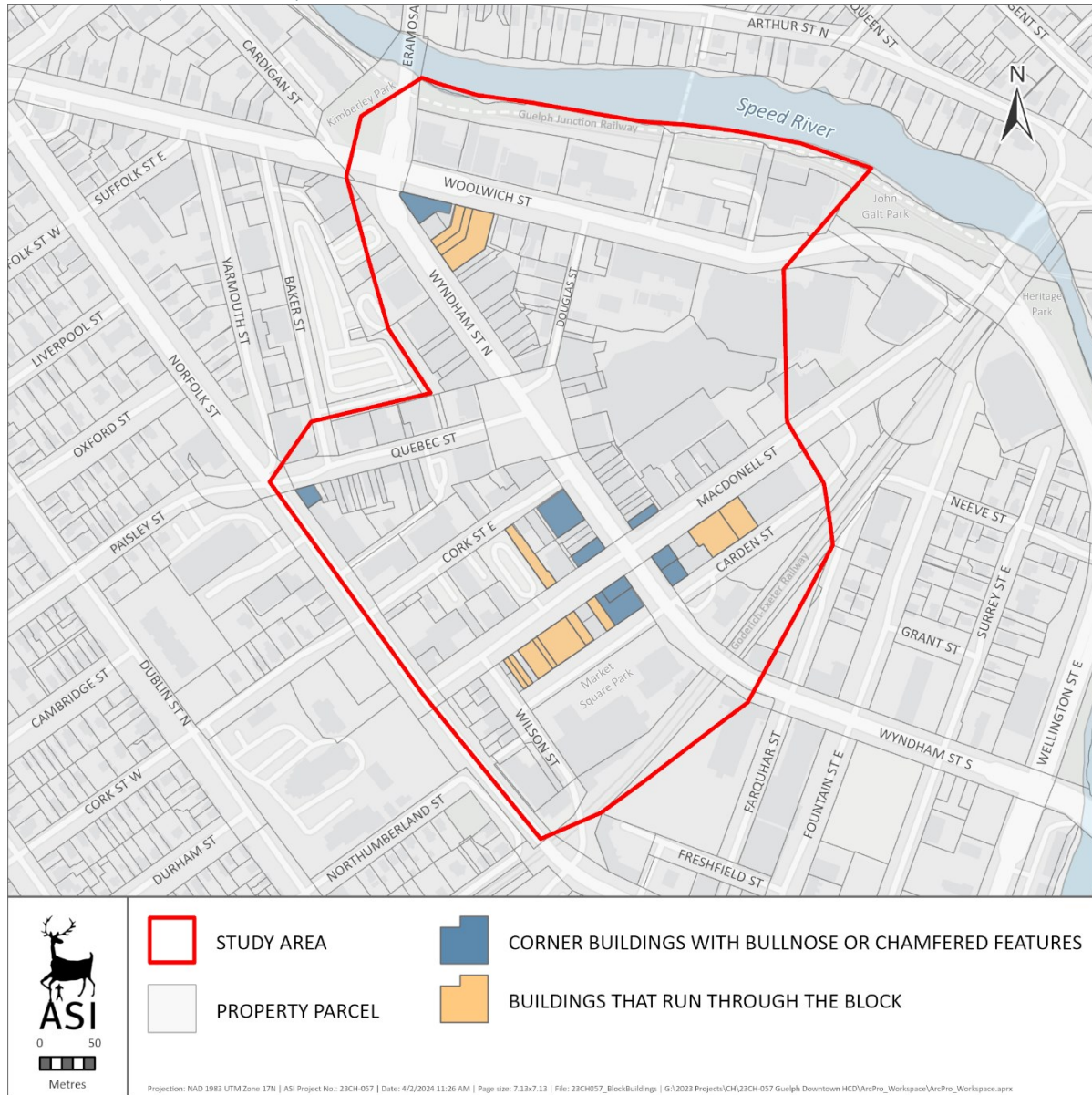


Figure 72: 128 - 133 Wyndham Street North



## 17.6 Distinctive Built Form Features

Map 32: Buildings in the Study Area with chamfered features and buildings that run through a whole block (A.S.I., 2024).





Map 33: Pairs of buildings within the Study Area that relate or respond to each other (A.S.I., 2024).



A number of buildings located on street corners have bullnose or chamfered features that respond to the street corner and lend visual emphasis to their prominent positions (several also have turrets or domes) (Map 32). This also creates visual flow between intersections and a more impressive scale to the streetscape, as well as contributing to the architectural cohesion of the area. These buildings include:

- 1-5 Wyndham Street North
- 8-10 Wyndham Street North (Figure 73)
- 9 Wyndham Street North
- 12 Wyndham Street North
- 32 Wyndham Street North
- 147-159 Wyndham Street North (Figure 74)



- 1 Quebec Street (Figure 75)
- 66-70 Macdonell Street (Figure 76)
- 54 Carden Street

A number of buildings run all the way through the block and have frontages on two streets, due to the narrow blocks and triangular intersections (Map 32). This is primarily seen between Macdonell and Carden streets and at the intersection of Wyndham and Woolwich streets.

As noted by Gordon Couling, the Study Area contains some buildings that respond/relate to each other in their detailing (Map 33). These include:

- Kennedy Block (123-125 Wyndham Street North) and McQuillan Block (101-109 Wyndham Street North) on upper Wyndham Street ( )
- Coffee Block (88-90 Macdonell Street) and Armstrong Block (92-98 Macdonell Street) on Macdonell Street (Figure 79 and Figure 80)
- Hastings Block (20-26 Macdonell Street) and Regent Hotel (52 Macdonell Street) on Macdonell Street (Figure 81 and Figure 82)
- Medical Hall (12 Wyndham Street North) and Elliott Block (16-20 Wyndham Street North) on lower Wyndham Street (Figure 83 and Figure 84)

These buildings may not necessarily be designed by the same architect, but this characteristic contributes to the cohesion of the streetscapes.

Figure 73: 8-10 Wyndham Street North (A.S.I., 2023).



Figure 74: 147-151 Wyndham Street North (A.S.I., 2023).



Figure 75: 1 Quebec Street (A.S.I., 2023).



Figure 76: 66-70 Macdonell Street (Mark Steele, 2023).



Figure 77: The Kennedy Block at 123-125 Wyndham Street North, constructed circa 1873 by contractor Thomas Dobbie (A.S.I., 2023).



Figure 78: The McQuillan Block at 101-109 Wyndham Street North, constructed 1874-1876 by local contractors Arthur and Frank McQuillan (A.S.I., 2023).





Figure 79: Coffee Block at 88-90 Macdonell Street, constructed circa 1880 (A.S.I., 2023).



Figure 80: Armstrong Block at 92-98 Macdonell Street, constructed in 1875 (A.S.I., 2023).



Figure 81: Hastings Block, formerly the Union Hotel, at 20-26 Macdonell Street, constructed circa 1880 (A.S.I., 2023).



Figure 82: Regent Hotel at 52 Macdonell Street, constructed in 1883 and designed by architect John Day (A.S.I., 2023).



Figure 83: Elliott Block at 16-20 Wyndham Street North, constructed circa 1859-1860 (A.S.I., 2023).



Figure 84: Elliott Block at 16-20 Wyndham Street North, constructed circa 1859-1860 (A.S.I., 2023).





## 17.7 Architects

An impressive number of accomplished architects practised in Guelph for short periods during the prosperous years between the 1850s to the 1880s. These included William Thomas, David Murray, Victor Stewart, and Cornelius Soule. Local architects who had a strong impact on the look of Guelph include John Hall Junior and John Day. Many of these architects designed buildings which are extant within the Downtown Guelph H.C.D. Study Area. William Thomas designed Guelph City Hall at 59 Carden Street circa 1856; Victor Stewart designed the Wellington Hotel at the corner of Wyndham Street North and Woolwich Street (147-159 Wyndham Street North) (Figure 85) circa 1876-1878 and the adjoining building at 137-147 Wyndham Street North circa 1878; and local architect John Hall Jr. designed the Second Empire building at 93 Wyndham Street North circa 1876. Guelph native, John Day is one of the most well-represented architects within the Study Area, having designed the Commercial Hotel at 48-52 Macdonell Street in 1883, the iconic Petrie Building and Great Western Hotel both at 15 Wyndham Street North, and 66-70 Macdonell Street circa 1882-1883 (Figure 86).

Other architect-designed buildings within the Study Area tend to be churches and some late-nineteenth and early-twentieth century commercial buildings (Figure 87 and Figure 88).

Figure 85: 147-159 Wyndham Street North (the Wellington Hotel) and 137-145 Wyndham Street North, both designed by Victor Stewart. The Alma Block, designed by James Smith is also visible on the far right (A.S.I., 2023).



Figure 86: The Petrie Building and Great Western Hotel at 15 Wyndham Street North and 66-70 Macdonell Street, designed by John Day (A.S.I., 2023).



Figure 87: 45 Cork Street East, designed by William Day (A.S.I., 2023).



Figure 88: Chalmers United Church, designed by Gundy and Langley at 50 Quebec Street (A.S.I., 2023).



## 18.0 Edges of the Study Area

To appropriately understand the immediate surroundings of the Study Area, a review and analysis of the edges of the Study Area was conducted. This analysis focuses on several key areas: the northwest edge, the western edge, the southern edge, the southwest corner, and the northeast.

At the northwest edge of the Study Area, Baker Street has changed considerably during the twentieth century, however it fronts onto the burial ground laid out as part of Galt's plan (formerly the Baker Street parking lot currently being redeveloped for a library and residential buildings). Yarmouth Street (Figure 89) contains the Raymond Sewing Machine Company factory, historically one of Guelph's largest employers, located on the east side of the street (37 Yarmouth Street). The predominantly late-nineteenth or early-twentieth century single detached houses located on the west side of the street may have provided housing for workers at the sewing machine factory. Several twentieth-century high-rise apartments are also located on the east side of the street. Norfolk Street (Figure 90) north of Quebec Street contains the Guelph Public Library (100 Norfolk Street) and St. Andrew's Presbyterian Church (161 Norfolk Street), as well as nineteenth or early-twentieth-century single detached houses. Suffolk Street East between Woolwich and Norfolk streets contains another large Raymond Sewing Machine Company factory building, while the north side of the street is primarily residential. Woolwich Street between Cardigan and Norwich streets contains a mix of commercial and residential properties, with some houses converted to commercial use, as well as the former Trinity Baptist Church (200 Woolwich Street). The "Five Points" intersection of Norfolk, Norwich and Woolwich streets expresses the convergence of the surrounding rectilinear grid with the radial street pattern of the downtown, representing a transition point from the downtown to the surrounding residential areas. A mix of commercial and residential properties are located at this intersection, further reinforcing this as a transition point.

Figure 89: Looking southeast along on Yarmouth Street towards the Raymond Sewing Machine building (A.S.I., 2023).



Figure 90: Norfolk Street, looking south from the intersection with Paisley Street (A.S.I., 2023).





Along the western edge of the Study Area, Norfolk Street between Quebec Street and Waterloo Avenue is a transitional street between the downtown and residential area to the west, with a mix of commercial, institutional, and residential properties on both sides of the street. The presence of more street trees on the west side of the street also reflects this transition. Located on the west side of Norfolk Street at the terminus of Macdonell Street, the Basilica of Our Lady Immaculate sited on Catholic Hill is a highly visible node for community members related to and adjacent to downtown Guelph. The site was frequently mentioned in public and stakeholder engagement sessions as an important part of the City of Guelph. Views to the Basilica are protected within the *City of Guelph Official Plan (2022 Consolidation)*. As such, it was determined that the Basilica would not be included in the boundary. Additional features of the property may warrant ongoing protection and monitoring by City staff.

Along the southern edge of the Study Area, Farquhar Street (Figure 91) and Fountain Street East form a narrow block which would have previously fronted onto the Market Square prior to the railway bisecting it and is the complement to the narrow block formed by Macdonell and Carden streets. Fountain Street East is one of the five radial streets included in Galt's 1827 Plan of the Town of Guelph. The block contains the 1858 Granary Building (111 Farquhar Street), sited for proximity to the railway, as well as a mix of institutional and residential properties dating from a range of periods. A few buildings run through the block due to its narrow width, with frontages on both Farquhar Street and Fountain Street East, while others front onto Farquhar Street and back onto Fountain Street East.

At the southwest corner of the Study Area, the north side of Gordon Street (Figure 92) has two buildings that reflect the early settlement pattern that occurred in this area around the Market Square. 32 Gordon Street was the first major stone building constructed in Guelph, as a general store in 1845. 26 Gordon Street is a stone building also constructed circa 1845. The current Farmers' Market building at 2 Gordon Street was built circa 1913 as a show horse barn for the Winter Fair Buildings which were located north of the railway viaduct. The two sections were connected by a tunnel under the railway (Couling, 1986).

To the northeast of the Study Area at the intersection of Woolwich and Macdonell streets is the founding site of Guelph. A plaque on the western abutment of the C.N.R. bridge marks the site of the first maple tree felled by John Galt and his party on April 23, 1927. This is the site from which the downtown streets radiate outwards. The "Priory", built in 1827-28 as a residence for John Galt and his family and as headquarters for the Canada Company, was located beside the Speed River on the north side of Macdonell Street. Demolished in 1926, its original site is now partly covered by the Woolwich-Wellington by-pass, and is commemorated with John Galt Park (Couling, 1986).



Figure 91: Farquhar Street, looking northeast from Freshfield Street (A.S.I., 2023).



Figure 92: Gordon Street, looking east from east of Fountain Street East (A.S.I., 2023).



# Part E: Evaluation, Boundary and Statement of Significance

This chapter discusses the Study Area’s cultural heritage values. Based on the results of research, analysis, and engagement, the Study Area as a whole is of cultural heritage value and meets the requirements for designation under Part V of the *Ontario Heritage Act*. The chapter presents a recommended boundary for the proposed Heritage Conservation District. The chapter culminates in a preliminary Statement of District Significance.

## 19.0 Determination of Cultural Heritage Value or Interest within a Heritage Conservation District

The *Ontario Heritage Act* (O.H.A.) establishes that designation under Part V relates to an area, either the entirety of a municipality or a portion of it (Section 41(1)). Further, the O.H.A. acknowledges that determination of an area’s suitability for designation as a Heritage Conservation District (H.C.D.) shall be based on, in part, examination of the character and appearance of the area that is the subject of the study (Section 40(2)). Relatedly, Part 41.1 (5) of the O.H.A. directs that where an H.C.D. is designated under a by-law, a Plan must be adopted and the Plan shall present, among other components, an explanation of how the *district* is of cultural heritage value and describe the heritage attributes of the district, including properties within it (emphasis added).





Amendments to the O.H.A. that went into force on January 1, 2023<sup>2</sup> now require that where an H.C.D. is designated, at least twenty-five percent of properties within its boundaries are to demonstrate that they meet at least two of the following nine criteria presented in Ontario Regulation 9/06:

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

The Ontario Heritage Tool Kit identifies specific factors that should be considered when examining the character of an area under assessment for an H.C.D. (p.9):

- A concentration of heritage buildings, sites, structures, designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts, or use.
- A framework of structured elements including major natural features such as topography, landform, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches, and edges.
- A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.

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<sup>2</sup> See O.H.A. Section 41(1)(b); See Ontario Regulation 9/06 Section 3(1)(2)

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

The Tool Kit also recommends that an H.C.D. boundary be assessed based on consideration of the following factors (p.24):

- Historic factors, such as the boundary of an original settlement or an early planned community, concentrations of early buildings and sites;
- Visual factors determined through an architectural survey or changes in the visual character of the topography of an area;
- Physical features such as man-made transportation corridors (railways and roadways), major open spaces, natural features (rivers, treelines, and marshland), existing boundaries (walls, fences, and embankments), gateways, entrances, and vistas to and from a potential district; and
- Legal or planning factors which include less visible elements such as property or lot lines, land use designations in Official Plans or boundaries for particular uses, or densities in the zoning bylaw, may also influence the delineation of the boundary, especially as they may affect its eventual description in the bylaw.

The legislative requirements outlined above have been addressed as part of this Study. Guidance provided in the Ontario Heritage Tool Kit has also been considered as part of this Study.

## 20.0 Analysis of the Study Area’s Cultural Heritage Values and Boundary

The results of research and analysis undertaken (Parts C and D) as part of this study as well as the community engagement process (Part B) demonstrate that the Study Area is appropriate for designation under Part V of the O.H.A. The following sections present a rationale for this recommendation through:

- Discussion of the area’s design, historical, and contextual values based on consideration of criteria contained in Ontario Regulation 9/06 (Section 20.1);
- Analysis of the Study Area’s initial boundary and which includes recommendations for expansion (Section 20.2); and
- Confirmation that a minimum of twenty-five percent of properties within the recommended boundary meet at least two criteria contained in Ontario Regulation 9/06 (Section 20.3).

## 20.1 Discussion of the Area's Cultural Heritage Values

The Study Area encompasses the radial portion of Galt's 1827 Plan of the Town of Guelph situated between Norfolk Street/Gordon Street and the Speed River with the radius point at the intersection of Macdonell Street and Woolwich Street and the radial streets, Woolwich Street, Quebec Street, Macdonell Street and Farquhar Street, extending to Norfolk Street from that point. This plan is unique within the Ontario context. The radial portion of the town plan establishes a street layout that creates a unique arrangement of triangular blocks in the downtown. The plan also responded to its surrounding natural landscape consisting of the L-shaped bend in the Speed River and contained by Guelph's prominent drumlins. The subject Study Area and some immediately adjacent properties together constitute an intact composition of Galt's radial plan as it would have been developed as early as 1827 and evolving to approximately 1935. The radial plan also distinguishes the Study Area from its surroundings, particularly the neighbourhoods to the south and west which are arranged in a typical grid pattern of streets and blocks.

The Study Area contains a concentration of commercial and civic buildings and some former industrial buildings which have continuity from as early as the 1840s and through to the present. The area is characterized by grand civic buildings (former City Hall, Guelph Central Station, Guelph Armoury, Dominion Public Building) and commercial buildings which form complete streetwalls set at the sidewalk and are typically 2 to 3 storeys in height. The commercial and civic operations established within the Study Area would have provided the building blocks for further development in this growing nineteenth-century community. The Study Area has a cohesive assemblage of buildings and streetscapes, unified by the consistency of the architectural design, scale of buildings and material aesthetic and common commercial, civic, and institutional building typologies.

The area has a cohesive and interconnected collection of historically significant and finely executed buildings, streetscapes, open spaces, landmark buildings, and landscape features that together demonstrate how Guelph became a thriving community in the mid to late nineteenth century, and eventually a centre for industry and commerce in the heart of a highly productive agricultural region. They are interconnected at a scale and with a level of authenticity that allows the area to be experienced as a distinct historical place that reflects on the community's nineteenth-century development patterns.

The downtown comprises a distinctive and cohesive collection of high-quality buildings, open/civic spaces, and streetscapes demonstrated through various characteristics such as: materiality (limestone and brick masonry of buildings); architectural style of buildings; specimen/unique plantings; commemorative or interpretative installations; and periods of construction. Of the 160 parcels surveyed in the Downtown Guelph H.C.D. Study Area 66% of parcels are commercial, civic, or institutional properties; 70% contain brick or masonry structures; and 68% contain structures constructed between 1827 and 1935.





## 20.2 Boundary Analysis

Generally, the Study Area is distinct from its surroundings and encompasses the entirety of the radial portion of Galt's 1827 Plan of the Town of Guelph. It also presents a cohesive and interconnected collection of historically significant and finely executed buildings, streetscapes and landscape features that together demonstrate how Guelph became a thriving community in the nineteenth century, and eventually a centre for industry and commerce in the heart of a highly productive agricultural region. The recommended boundary contains the area which demonstrates the cultural heritage values discussed in Section 20.1 and further articulated in Section 21.0.

### Recommended Boundary

Based on the results of research, analysis, consideration of cultural heritage evaluation criteria, and engagement, the Study Area, with an extended boundary has been recommended (Map 34) for designation under Part V of the O.H.A.

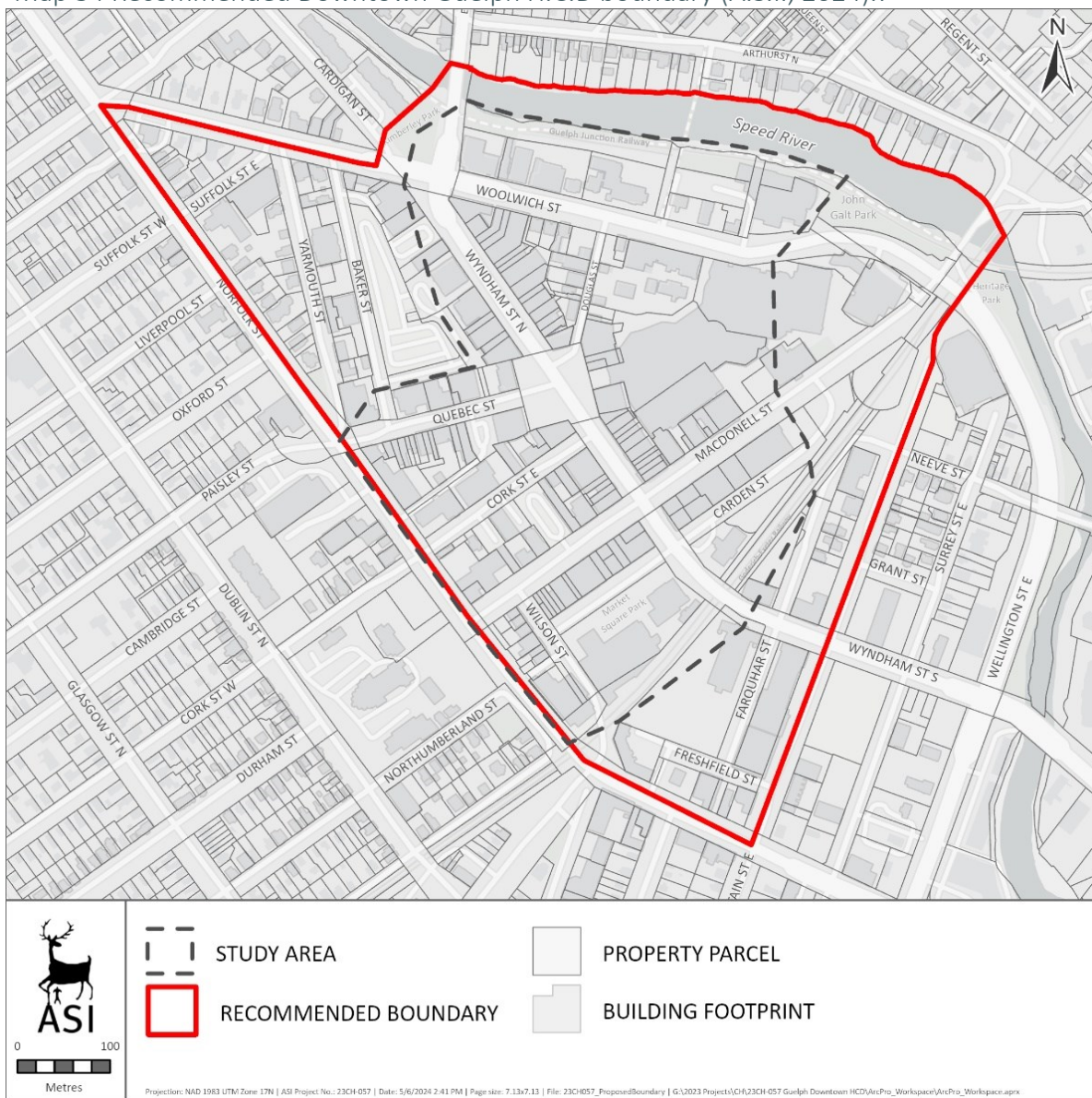
The expanded boundary recommendation includes: the Speed River between Eramosa Road and Macdonell Street; the full extent of Market Square's original layout and frontages onto the former square along Carden Street and Farquhar Street; the intersection of Macdonell Street with Woolwich Street; and extending westward along Woolwich Street and Norfolk Street to Norwich Street.

These are recommended to be included in the boundary based on the following:

- The Speed River is important to the evolution of the downtown and the initial layout of the radial plan. The engagement program repeatedly identified the important relationship between the river and the downtown's development patterns. The engagement program also underscored the relationship between the Speed River and the Grand River watershed, shaping how people interacted with these lands for thousands of years. While previous cultural heritage analyses in the downtown have delineated the Speed River as a related but distinct cultural heritage landscape, this study recommends that it be included in the H.C.D. boundary. The river as part of a much larger landscape should continue to be monitored by City staff, as per the *Cultural Heritage Action Plan* (City of Guelph & MHBC, 2020), and if risk is apparent should be moved upward in priority. The consultant team recommends that the City continue to work with Indigenous communities to define conservation approaches and priorities for this important river landscape.
- Market Street has evolved, from a large open space in 1827 with civic functions, to a mixed area of open space and buildings. Notwithstanding this evolution, this corridor within the downtown has had a continuous early civic character, defined by buildings such as the Guelph Armoury, Drill Hall, and Guelph Police Services.

- The intersection of Macdonell Street with Woolwich Street represents the focal point of the radial plan. Despite Woolwich Street not being in its historical alignment at this convergence point, it is the point from which the downtown streets radiate and is visually, historically, and physically important to understanding the layout of the 1827 Plan of the Town of Guelph in its entirety.
- Woolwich Street extends as a radial street to Norfolk Street. The blocks between Woolwich Street and Norwich Street continue the pattern of land uses extant within the Study Area with industrial, commercial, and institutional building typologies.

Map 34 Recommended Downtown Guelph H.C.D boundary (A.S.I., 2024):



## Distinction from Adjacent Areas

The historical core of downtown Guelph historically relates to adjacent areas and the technical work has considered whether these areas should be included in the recommended boundary. For example, the residential areas located to the west and south, known as Old City and Exhibition Park, would have been surveyed concurrently and represent early patterns of residential development in the downtown. However, the Study Area remains physically and visually distinct from these adjacent areas and as such, these contemporaneous residential nodes are understood as distinct places from the commercial downtown.

Additionally, the radial plan dissolves into a regular grid pattern south of Fountain Street and west of Norfolk Street/Gordon Street, creating a distinctive sense of exit and entry. An exception is Waterloo Avenue as it extends westward from Norfolk Avenue and continues to be a meeting point between the grids to the north and southeast with a continuation of triangular blocks. This quality and in combination with the exceptional trees within Waterloo Avenue Park and the residential neighbourhood more broadly being identified as a separate Cultural Heritage Landscape (C.H.L.) make this a place distinct from the downtown.

Vegetation patterns also serve to delineate the Study Area from its adjacent areas. Dense tree coverage is a distinct pattern of the residential areas surrounding the downtown while the downtown itself is characterised by a lack of street trees/tree canopy. Trees form a boundary between the downtown and residential areas along the west side of Norfolk Avenue and within Waterloo Avenue Park and signal a distinct shift in character. The vegetation along the Speed River also reinforces the northern boundary of the downtown.

Finally, the arrangement and composition of parks and open space serve to reinforce a strong visual and physical edge to the Study Area. Several parks sit at the edges of the area between the downtown and the surrounding residential areas. Additionally, open space within the downtown is characterized by squares which are predominantly hard surfaces and surrounded by buildings. The parks at the edges of the commercial centre of downtown, such as John Galt Park (former location of The Priory), Kimberley Park (former Trafalgar Square and location of the Guelph Cenotaph) and 105 Norfolk Street (location of the I.O.D.E. Fountain), are civic in nature (rather than neighbourhood parks which typically provide amenities such as playgrounds) and are integral components of the downtown.

## Supporting Plans

The proposed boundary aligns with recommendations made as part of prior work completed by the City of Guelph:

- *Cultural Heritage Action Plan (2020)* defines the Old Downtown C.H.L. and defines surrounding C.H.L.s such as Catholic Hill C.H.L. and Riverscape C.H.L. Identification of surrounding C.H.L.s supports areas which are distinct from the downtown or merit





understanding, or heritage protection separate from downtown. The Old Downtown C.H.L. includes two small areas beyond the proposed boundary. The area south of Fountain Street East is distinct from the commercial and civic downtown and is a typical residential area in relation to its built form and streetscape qualities. The area to the west of Norfolk Street and between Cork Street West and Paisley Street contains commercial buildings, which begin to meld into the residential neighbourhood. The Riverscape C.H.L. encompasses the length of the City of Guelph and warrants separate and distinct recognition however it is also important to recognize the contribution of the river to the downtown through the Downtown Guelph H.C.D.

- *Built Form Standards and Streetscape Manual (2020)* defines the Historic Street-Based Area and Renewal Area. The Historic Street-Based Area provided the basis for this study. Through the study process it has been determined that portions of the adjacent Renewal Areas and the Mills Lands Area, particularly the Speed River, are integral to an understanding of the downtown as an H.C.D. Surrounding residential areas and the balance of the Mills Lands Area support the distinct shift in character between the downtown and these areas.
- *Downtown Secondary Plan (2022)* defines the intersection of Woolwich Street/Norfolk Street/Norwich Street and the surrounding area as a cultural heritage resource which has a heritage character that should be protected (11.1.5.4.4 c)

Legal property lines have been used to refine the area recommended for designation under Part V of the O.H.A.

### 20.3 Assessment of Individual Properties

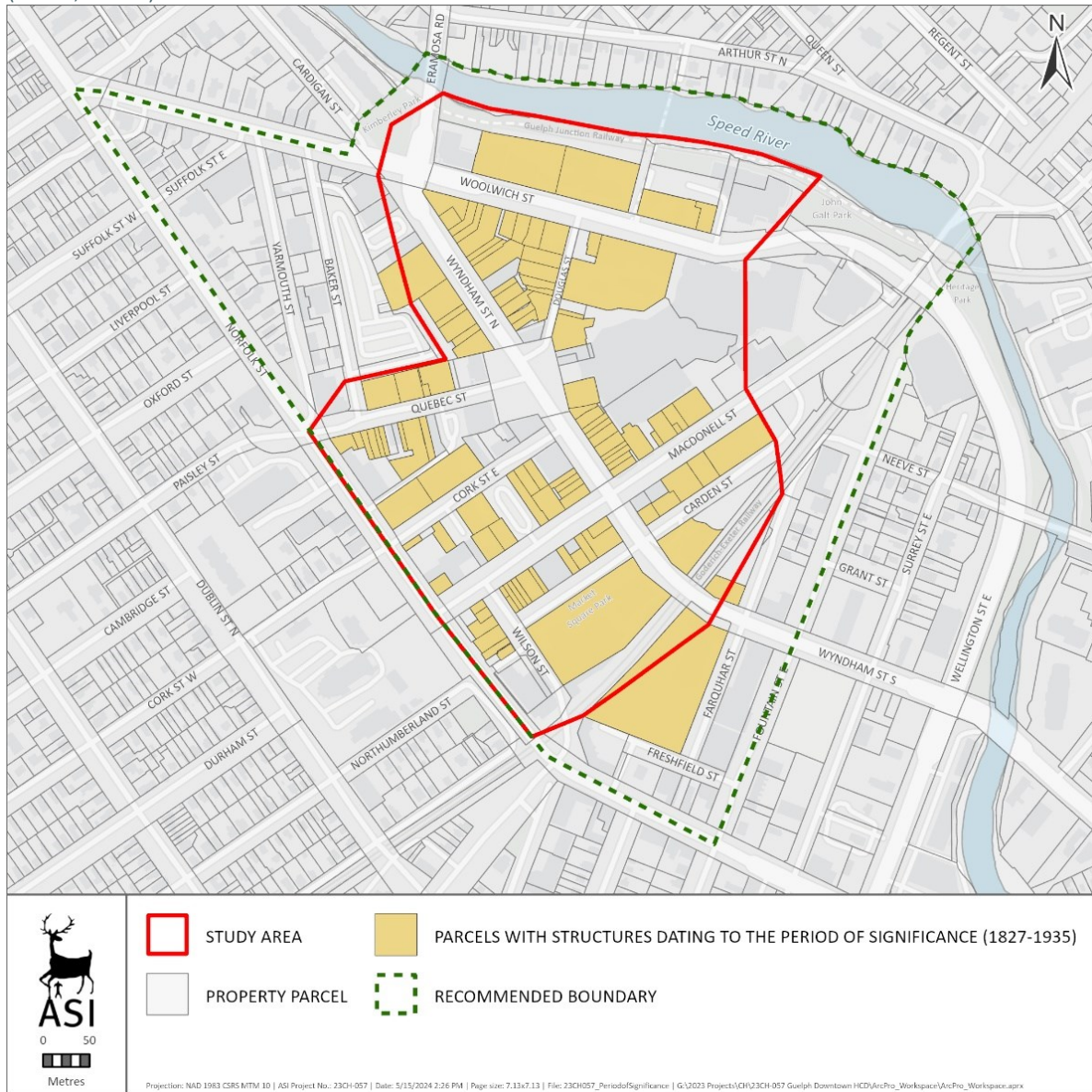
The *Ontario Heritage Act (O.H.A.)* requires that at least twenty-five percent of properties within the boundary of the district meet at least two criteria from Ontario Regulation 9/06 (*Ontario Heritage Act, R.S.O. c. O.18, [as Amended in 2023], 1990*).

Within the Downtown Guelph H.C.D. Study Area boundary 160 parcels were surveyed. To meet the threshold of 25%, at least 40 parcels are required to meet two criteria. Of the 160 parcels, the following characteristics and heritage evaluation criteria are demonstrated as follows:

- 106 parcels (approximately 66%) are defined by commercial, civic, or institutional building typologies and meet O.H.A Regulation 9/06 criteria 1 and 7;
- 112 parcels (approximately 70%) contain structures constructed of masonry stone or brick and meet O.H.A. Regulation 9/06 criteria 1 and 7; and
- 109 parcels (approximately 68%) contain structures dating to the area's periods of significant development, between of 1827 to 1935 and meet O.H.A. Regulation 9/06 criteria 4 and 7 (Map 35).

The District boundary contains greater than the minimum threshold required by the O.H.A.

Map 35: Map showing parcels with structures which date to within the period of significance (A.S.I., 2024).



## 21.0 Preliminary Statement of District Significance

### Description of Historic Place

The Downtown Guelph Heritage Conservation District (H.C.D.)<sup>3</sup> is generally bounded by Woolwich Street/the north bank of the Speed River, Fountain Street East, and Norfolk Street/Gordon Street. The Guelph area was home to the Hatiwendaronk, the Anishinaabe, and the Haudenosaunee and Indigenous peoples continue to live and work within the City of Guelph today. The Downtown Guelph H.C.D. retains a well-preserved collection of street layouts, lotting patterns, buildings, streetscapes, views, and landscape features. These features effectively express Guelph's significant period of commercial, civic, institutional, and industrial establishment, growth, and solidification within John Galt's radial plan from 1827. The scale and quality of historical fabric in the downtown reflects how the area grew and evolved, through the coming of the railway in 1856 to approximately 1935 when the last cut limestone building, the Dominion Public Building, was constructed. The majority of buildings in the District date to the nineteenth century. Many of the extant buildings constructed in this period continue to retain their historical uses, with industrial buildings converted to new complementary uses and the former open space within Market Square having a continuity of civic uses. The District's impressive collection and concentration of nineteenth and early twentieth-century features nestled in the elbow-shaped bend of the Speed River express design, historical and contextual values. The area is generally organized with commercial blocks along Wyndham and Quebec streets and civic and institutional buildings located on Carden, Woolwich and Cork streets. The area also contains remnants of Guelph's industrial operations that flourished in the nineteenth century.

### Statement of Cultural Heritage Value

Cultural heritage values associated with the radial plan include:

- The downtown is laid out in a rare and unique manner and is an early example of employing a radial plan in the layout of streets. The radial plan in Guelph is unique in Ontario, particularly as it extends from the natural bend in the Speed River, is sited on a plateau above the river, and is contained by the drumlins which characterize the city.
  - The clarity and integrity of this original layout and survey concept for Guelph continues to be effectively expressed.
  - The focal point of the radius is situated at the intersection of Macdonell Street and Woolwich Street, extending from this point are five radial streets: Woolwich Street, Quebec Street, Macdonell Street, Market Street (through Market Square and from 1855 the Grand Trunk Railway line), and Fountain Street East.

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<sup>3</sup> Note: It is proposed that the name "Downtown Guelph" be revised to avoid confusion with the downtown as defined by the Downtown Secondary Plan.



- The radial streets generally end on the west side of the downtown at their intersection with Norfolk Street and Gordon Street and where the land rises steeply at the drumlin known as Catholic Hill. The exception to this is Market Street which continues as Waterloo Street and Fountain Street West.
- The radial plan naturally results in the creation of triangular block patterns. This condition resulted in irregular parcel shapes which continue to be defining lotting patterns today. Near to the apex of some blocks, parcels extend through the block. In other cases, irregular spaces are created between neighbouring properties and resulting in courtyards.
- Within Galt's 1827 Plan of the Town of Guelph and contained between the Speed River and Norfolk Street, land was set aside for public functions: Market Square as the location for St. Andrew's Church, St. George's Square for the location of St. George's Church, and the Burial Grounds.
- For the community of Guelph, the radial plan provides an identity with a strong oral history around the site of the ceremonial tree felling by John Galt as the focal point of the radial plan and the five radial streets extending from this location being likened to fingers extending from the palm of a hand.
- The plan is associated with John Galt who laid out the plan for Guelph in 1827. Galt was a Scottish writer who was Superintendent of the Canada Company which sought to develop the Huron Tract.
  - The approach to town planning used by Galt and the Canada Company is an early and rare example of streets and blocks designed and initiated prior to any development of industry, agriculture, or commerce.
  - The town developed in a particular manner due to the ways in which the Canada Company promoted the area and attracted settlers. Attractive church sites were intended to entice monied British Protestants as well as skilled people (St. Andrew's Church originally located at Market Square and St. George's Church original located within St. George's Square). The site was located amidst prime agricultural lands, allowing the company to charge considerably high prices.

Cultural heritage values associated with Market Square, the Railway and civic functions include:

- The significant civic functions of the City of Guelph that are situated within the lands which comprised the original Market Square. This began with the siting of the Town Hall for Guelph in 1856, continued with the Provincial Winter Fairgrounds in 1899, and has been reinforced through the twentieth and twenty-first centuries.
- The narrow blocks along the north and south edges of Market Square that result in primary building frontages responding to Market Square and buildings backing onto the neighbouring streets of Macdonell Street and Fountain Street East.
- The bisection of Market Square by the 1856 railway which, while having negative impacts on the design of the square, ultimately benefitted the economy of the town.

Cultural heritage values associated with downtown Guelph as a regional centre include:

- Guelph's selection as the District town for the District of Wellington in 1837 and with that selection the construction of the District courthouse and jail which in turn led to the opening of Douglas Street and a concentration of legal offices in this area.
- The railway's broader significance related to being a major stop on an early railway network in the province as well as attracting large industries and exporting goods and resources such as limestone. Guelph Central Station continues to function as a major transportation node in the downtown.
- The large quantity of hotel building, demonstrate that Guelph's regional role as a stopping place for people traveling to and through the area.

Cultural heritage values associated with the economy, commercial and industrial composition of downtown Guelph include:

- Limestone as a key natural resource and resulting collection of commercial and industrial buildings with a visual unity based on materiality and the consistency of cornice heights.
- The nineteenth century aspirations for the City which led to architect designed buildings and architectural features such as rounded or chamfered features at street corners.
- Wyndham Street as a commercial spine along with Quebec, Douglas, Carden and Wilson streets.
- The evolved quality of the south side of Macdonell Street as the street became more prominent over time and building rears took on frontages.
- The bank uses which edge St. George's Square and have maintained the dimensions of the Square as laid out in 1827.
- The remnant industrial sites such as the buildings associated with Raymond Sewing Machine Company and Bell Organ and Piano Company.

### **Preliminary Heritage Attributes**

Heritage attributes that express the values of the District include:

Attributes related to landscape:

- Location cradled within the bend of the Speed River.
- Sitting amongst Guelph's prominent drumlins on a rise above the Speed River.
- Topography of the drumlins that provide a sense of enclosure to the downtown.

Attributes related to the public realm:

- General layout of streets defined by Galt's 1827 Plan of the Town of Guelph and resulting in:



- Triangular blocks and related “through” properties
- Narrow blocks that formed the edges of Market Square and related “through” properties and which front onto Carden and Farquhar streets and back onto Macdonell and Fountain streets respectively.
- Woolwich, Quebec, Macdonell and Fountain streets as significant radial streets.
- Vehicular, pedestrian and railway crossings along the Speed River providing connections to the downtown.
- Wyndham, Quebec, Carden and Wilson streets as significant streetscapes and commercial arteries with consistent streetwalls and scenic qualities.
- Open spaces which sit at the edge of the District and act as gateways to the downtown such as John Galt Park, Kimberly Park, and the triangular open space at the intersection of Norfolk, Yarmouth, and Quebec streets.
- Formally designed public landscapes providing softscaping and vegetated conditions within the downtown, such as St. George’s Anglican Church, the Wellington County Courthouse Courtyard, and Priory Square Parkette.
- Public squares that function as organizing and orienting features in the downtown with:
  - Prominent civic properties on Carden Street and Wyndham Street South in the location of the former Market Square and which contains the present Market Square forecourt to City Hall.
  - A concentration of financial institutions surrounding St. George’s Square.
- The Guelph Farmers’ Market as a persistent market feature within the extent of the former Market Square and as a connection for the community to the City’s agricultural surroundings.
- Alignment of the Metrolinx rail corridor which historically bisected Market Square.
- Commemorative installations, statuary, and plaques throughout the District.

Attributes related to the built form and streetscapes:

- Mid-nineteenth-century properties related to the early establishment of Guelph.
- Collection of nineteenth industrial properties.
- Collection of nineteenth and early-twentieth century stone buildings, reflecting high quality craftsmanship using locally quarried limestone.
- Collection of nineteenth century and early twentieth-century buildings, reflecting representative vernacular expressions of architectural styles and building typologies that would have been pervasive in town and villages in southwestern Ontario at this time.
- Buildings and properties that were designed by influential architects that were significant within the City of Guelph.
- Collection of high-quality nineteenth and early-twentieth-century civic and institutional properties.
- Network of commercial streets with nineteenth and early-twentieth-century mixed-use commercial/residential properties.



- Concentration of buildings which form consistent streetwalls, framing abutting streets and the public realm and resulting in a well-defined streetscape.
- Properties with buildings which interact with two streets such as 14 Carden Street and 128 Woolwich Street.
- Landmark properties, including civic, institutional, and religious buildings some set within formally landscaped settings. Highlights of this group are: City Hall; the Former City Hall; Guelph Courthouse; St. George's Anglican Church; Royal City Mission (former Chalmers United Church); Knox Presbyterian Church; Hope House (former Wesleyan Methodist Church). Together these properties express the solidification of the community in Guelph as early as the 1850s. Some of these strongly express the community's historical social and cultural values of governance, community gathering and education, and safety and security.

#### Attributes related to views:

- Sustained view travelling generally north along Douglas Street, from St. George's Square of St. George's Anglican Church and the reciprocal view south along Douglas Street, from the Church to the Square.
- Sustained view travelling generally east along Woolwich Street, from Norwich Street of St. George's Anglican Church.
- Static view of St. George's Anglican Church from John Galt Park.
- Sustained views travelling generally north along Wyndham Street from Carden Street, generally east along Quebec Street and generally south along Wyndham Street from just south of Woolwich Street to St. George's Square.
- Sustained view south along Wyndham Street to the Armoury from just south of Woolwich Street.
- Sustained view travelling north along Wyndham Street from just north of Quebec Street to the Cenotaph.
- Static view generally south from the intersection of Norwich, Norfolk, and Woolwich streets into the downtown.

# Part F: Implementation

This study concludes that the Study Area within downtown Guelph meets the requirements for designation as a Heritage Conservation District (H.C.D.) under Part V of the *Ontario Heritage Act* (O.H.A.). This study also concludes that areas outside of the Study Area boundary to the north and south are integral to the understanding of the downtown and should also be protected as part of the downtown Guelph H.C.D. Part E further elaborates on these recommendations.

The District Plan will contain a statement of objectives to be achieved in the designation of the area as an H.C.D. Section 22.0 presents a preliminary statement of objectives. Section 23.0 addresses recommended changes to the Official Plan, Downtown Guelph Secondary Plan and Zoning By-law.

## 22.0 Preliminary Statement of Objectives

In accordance with Section 40(2) of the O.H.A., the H.C.D. Study is to consider and make recommendations as to the objectives of the recommended designation. Based on the results of engagement, research, heritage evaluation and development of a statement of significance it is recommended that the prospective H.C.D. Plan for downtown Guelph consider addressing the following objectives:

- Reinforce and conserve the District’s significant built forms, streetscapes, public squares, materiality, and character that reflect its historical commercial, civic, institutional, and industrial uses and cultural heritage values and while recognizing that these features can support ongoing growth, evolution, and dynamism in the downtown.
- Celebrate and maintain the physical, visual, and historical relationships formed by the radial plan in the downtown through development of policies and guidelines for alterations, redevelopment, new development, and infill that address conservation of the area’s cultural heritage value and its significant network of public spaces, parks and public squares, streetscapes, and circulation routes.

- Promote opportunities for revitalizing historical squares and open spaces, such as St. George's Square, to serve as focal points in the downtown and as part of new developments, reflecting design excellence and integration and celebration of heritage fabric and features.
- Develop consistent, sympathetic, and respectful design policies and guidelines for new development and infill in the District.
- Ensure that the H.C.D. Plan supports the ongoing use, adaptive reuse, and accessibility of existing buildings in a manner that balances intensification and conservation objectives so that the District retains its cultural heritage value while encouraging growth, strengthening the public realm as a pedestrian experience with ease of access for the public, and animating streets and spaces.
- Develop guidelines for compatible new development and infill in the District that enhances and is informed by the existing planning framework and supports the planned density targets and building heights in the downtown Urban Growth Centre while ensuring that the District's cultural heritage values are not adversely affected or impacted by newer forms and types of development.
- Develop guidelines to address opportunities for gateways sites to expand open spaces at the edges of the District, reinforcing the pattern of park and open spaces as transition points between the adjacent residential neighbourhoods and the commercial downtown.
- Review existing and encourage the development of new incentives, tools, and programs for property owners to support implementation of the District's objectives.
- Encourage active participation from the City in the promotion of and implementation of the H.C.D., including development of a streamlined and proactive heritage permitting process with the City to ensure that requirements of property owners are understood early in the process and revisions to project plans are mitigated and reduced.

To ensure clarity between the public understanding of downtown, the boundary of the Downtown Secondary Plan and the boundary of the H.C.D., the Plan should propose an alternate and appropriate name for the H.C.D. area.

## 23.0 Recommended Changes to the Official Plan, Secondary Plans or Zoning By-Laws

Ontario's provincial policy documents support the conservation of built heritage resources, cultural heritage landscapes and archaeological resources, and enable planning authorities to implement plans to protect these resources. The O.H.A. enables municipalities to designate





H.C.D.s under Part V of the Act. The *City of Guelph Official Plan* policies support the identification and conservation of built heritage resources and cultural heritage landscapes within the City. The City of Guelph's policy documents conform to provincial plans and contain policies which prioritize heritage conservation and authorize the municipality to establish new H.C.D.s following a study process prior to designation. Provisions in many City of Guelph municipal by-laws have implemented measures to protect and conserve cultural heritage resources within the Downtown Guelph H.C.D. Study Area.

As such, no changes or modifications to any City of Guelph policy documents or municipal by-laws are recommended at this time to facilitate the initiation and creation of an H.C.D. in the downtown. However, should an H.C.D. Plan be initiated, it should be noted that further review of City of Guelph municipal by-laws and plans, including in progress planning studies as part of the Downtown Renewal projects may require coordinating prospective design and conservation directives. During the Plan stage, plans, policies, and by-laws which may require revision or update will be identified.



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