

Staff Report



To	City Council
Service Area	Infrastructure, Development and Environment
Date	Wednesday, November 13, 2024
Subject	Ontario Reformatory Heritage Conservation District – Draft Plan and Guidelines

Recommendation

1. That Report 2024-487 from Planning Building Engineering and Environment, dated November 13, 2024, regarding the draft Ontario Reformatory Heritage Conservation District Plan and Guidelines be received.
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Executive Summary

Purpose of Report

To release the draft Ontario Reformatory Heritage Conservation District Plan and Guidelines for review and comment by Council and the public.

The November 13 Council Planning meeting is the statutory public meeting in the Heritage Conservation District (HCD) designation process required under Part V of the Ontario Heritage Act. The purpose of this report is to summarize the key components of the draft Ontario Reformatory HCD Plan and Guidelines and to describe the next steps in the HCD designation process.

Council will hear public delegations on the draft Ontario Reformatory Heritage Conservation District Plan and Guidelines, ask questions for clarification and identify issues. The draft Ontario Reformatory HCD Plan and Guidelines is to be received, and no decisions are to be made at this time.

Key Findings

- The establishment of heritage conservation districts is a proven approach to determining and conserving areas of municipalities with distinctive and cohesive cultural heritage characteristics and has been used successfully throughout Ontario and by Guelph in the Brooklyn and College Hill HCD approved in 2014
- Initiation of a Heritage Conservation District Study for the Ontario Reformatory area was identified as a priority in the Cultural Heritage Action Plan due to the desire of the local community to maintain the heritage character of the area and manage change in a sensitive manner
- Implementation of the Cultural Heritage Action Plan to conserve our cultural heritage resources is an action in the 2024-2027 Strategic Plan
- If established for the Ontario Reformatory area, an HCD Plan and Guidelines would have multiple benefits, including:
 - developing an understanding and appreciation of the cultural heritage resources within the HCD area;

- recognizing and commemorating the values that can sustain a sense of place for the Ontario Reformatory area into the future;
- establishing clear objectives and guidelines regarding the conservation of cultural heritage resources within the HCD providing certainty and guidance regarding future change in the area to property owners, businesses, and residents;
- Heritage designation by-laws are not in full force and effect on property that is under Provincial ownership.

Strategic Plan Alignment

This report's key findings and recommendations align with the Future Guelph Strategic Plan themes and objectives as it conserves and celebrates cultural heritage resources as a part of City Building.

Future Guelph Theme

City Building

Future Guelph Objectives

City Building: Grow and care for our community space and places

Supporting action 6.1.4 - Implement the Cultural Heritage Action Plan to conserve our cultural heritage resources

Financial Implications

The Ontario Reformatory HCD project is funded through Planning Services approved Capital Budget.

Report

Project Phases

The City of Guelph retained WSP Canada (WSP) to conduct a Heritage Conservation District (HCD) Study and Plan for the Ontario Reformatory lands.

The Ontario Reformatory HCD (OR HCD) project has two phases.

Phase 1 – The Ontario Reformatory HCD Study assessed the historical, design, and contextual value of the initial study area; identified contributing and non-contributing properties and resources; reviewed the existing policy framework for the area; provided a character analysis and statement of cultural heritage value or interest; and delineated a proposed boundary for the proposed HCD. The OR HCD Study also included community engagement to better understand the unique character of the area, and to inform the proposed HCD boundary.

On March 21, 2023, City Council approved the recommendations from the OR HCD Study as well as the proposed OR HCD boundary (Attachment-1) and directed that the project move to Phase 2 to prepare an HCD Plan and Guidelines for the lands within the Ontario Reformatory HCD boundary in accordance with the Ontario Heritage Act.

Phase 2 – WSP (the consultants) have produced a draft HCD Plan and Guidelines document (Attachment-2) that, if approved, would be used to implement a potential heritage conservation district designation by-law. The OR HCD Plan document includes policies and guidelines to manage change and conserve the

distinct heritage character of the Ontario Reformatory HCD. The Plan provides policy direction, strategies, design guidelines, and conservation standards that support and enhance the cultural heritage value or interest and unique character of the Ontario Reformatory HCD. The OR HCD Plan will:

- Confirm the HCD boundary as identified in the OR HCD Study;
- Describe the OR HCD's cultural heritage value and interest including the statement of objectives for the HCD Plan; and
- Provide guidelines founded on the statement of objectives and the recommendations of the Study that will provide a consistent approach to managing change, alterations, and maintenance of the built heritage attributes and landscape heritage attributes that comprise the OR HCD.

Public Meeting

Before Council can pass a by-law to designate an HCD area or to adopt an HCD Plan, a statutory public meeting must be held to give opportunity for persons who may wish to raise objection or make oral representations or written submissions regarding the HCD Plan. The November 13, 2024, meeting of Council functions as the statutory meeting required under Section 41.1 of Part V of the Ontario Heritage Act. Public notice of the statutory meeting to discuss the proposed heritage conservation district plan must be given at least 20 days before the date of the meeting. Planning staff advertised the statutory meeting online in [Guelph Today](#) on Thursday, October 24, 2024 and on the City of Guelph website (guelph.ca) on the same day. The Draft HCD Plan and Guideline was made available to the public on the City's website on Friday, November 1, 2024, published with the agenda for the November 13, 2024, Council meeting. Notice of the November 13 Council meeting has also been mailed to property owners within the proposed district and those within 120 meters of the HCD boundary.

Structure of the Draft Ontario Reformatory HCD Plan and Guidelines

The Ontario Reformatory HCD Plan and Guidelines will provide information for City staff, Heritage Guelph, Council and potential users to understand the cultural heritage value or interest of heritage resources within the OR HCD. The OR HCD Plan also provides policies and guidelines to achieve the stated objectives in the proper conservation of the heritage attributes of the OR HCD. Heritage designation is not in full force and effect on property that is under Provincial ownership.

It is suggested that the OR HCD Plan be read as follows:

Section 1 – Introduction provides high-level background on Phase 1 (OR HCD Study) and Phase 2 (OR HCD Plan and Guidelines) of the project. The location of the Study Area, the scope and purpose of the OR HCD Plan and Guidelines, and the approved HCD boundary are defined.

Section 2 – Provides a summary of the OR HCD Study and Plan process, including community engagement conducted to date, the legislative and policy framework, and an overview of applicable policy and supporting guidelines as they relate to heritage conservation.

Section 3 – The statement of cultural heritage value or interest of the OR HCD is described, as presented in the OR HCD Study. Character areas are described.

Section 4 – The statement of objectives and guiding principles for the OR HCD Plan are described.

Section 5 – Recommended policies to meet the objectives and guiding principles are presented.

Section 6 – Design guidelines for managing change within the OR HCD are presented.

Section 7 – Planning and implementation measures to manage cultural heritage landscapes and built heritage resources are presented. The implementation of the OR HCD Plan is outlined, including, the heritage permit process, and the types of work that do not require review against the Plan, and heritage easement agreement requirements.

Section 8 – Recommendations are presented to provide information on amendments to the Official Plan and Comprehensive Zoning By-law and to support the objectives of the OR HCD Plan as well as any further reports that may be needed in the future including periodic review.

Appendix A: Definitions of terms throughout the OR HCD Plan document.

Appendix B: Ontario Reformatory HCD Property Information Database (from OR HCD Study)

Appendix C: Ontario Reformatory HCD Character Areas (from OR HCD Study)

Financial Implications

The Ontario Reformatory HCD project is funded through Planning Services approved Capital Budget.

Consultations and Engagement

Once the draft Ontario Reformatory HCD Plan and Guidelines have been presented at the statutory meeting on November 13, commentary and feedback on the draft is welcomed from Council, the public and the commenting groups that have been assisting the HCD designation process.

During the month of December 2024 Heritage Planning will offer consultation meetings regarding the draft OR HCD Plan and Guidelines with First Nations, the OR HCD Community and Landowner Group, the Heritage Guelph committee, as well as staff members participating in the review of the proposed OR HCD Plan.

Resulting comments and feedback will be considered and may influence revisions to the Plan's content before the final OR HCD Plan and Guidelines is brought back to Council for approval with a proposed by-law to designate the Ontario Reformatory Heritage Conservation District area and a related by-law to adopt the accompanying OR HCD Plan and Guidelines.

Attachments

Attachment-1 Ontario Reformatory Heritage Conservation District Boundary

Attachment-2 Ontario Reformatory Heritage Conservation District Plan and Guidelines (Draft, October 2024)

Attachment-3 Staff Presentation

Departmental Approval

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