CITY OF KITCHENER

CULTURAL HERITAGE LANDSCAPES

DECEMBER 2014

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PREFACE

*This report is divided into two major parts. The **first part** consists of a summary report and five related appendicies. The summary report contains: a short section on heritage policy and supporting legislation that determines the need for a municipal inventory of cultural heritage landscapes; methods used; issues that are common to the different types of cultural heritage landscapes; and, a summary of observations associated with cultural heritage landscapes found within the City of Kitchener. Appendicies 1 through 5 include: evaluation criteria, a history table of the events associated with cultural heritage landscapes, public comment, maps of cultural heritage landscapes at different levels of detail and an evaluation table.*

*The **second part** is Appendix 6. This large section consists of the output of a data base which provides a detailed inventory of each of the 55 cultural heritage landscapes identified within the City of Kitchener. This latter section of the report describes each of the landscapes in terms of their heritage value and integrity, and indicates why they are valuable to the citizens of the City of Kitchener.*

TABLE OF CONTENTS

ACKNOWLEDGEMENTS

Project Steering Committee - members of the Study Team and the Consultation Group provided valuable direction both in terms of defining and interpreting the goals and objectives of the study and in determining the level of detail necessary to make the cultural landscape descriptions useful and meaningful. The cooperative and positive approach of the Committee made the task pleasant and significantly more complete.

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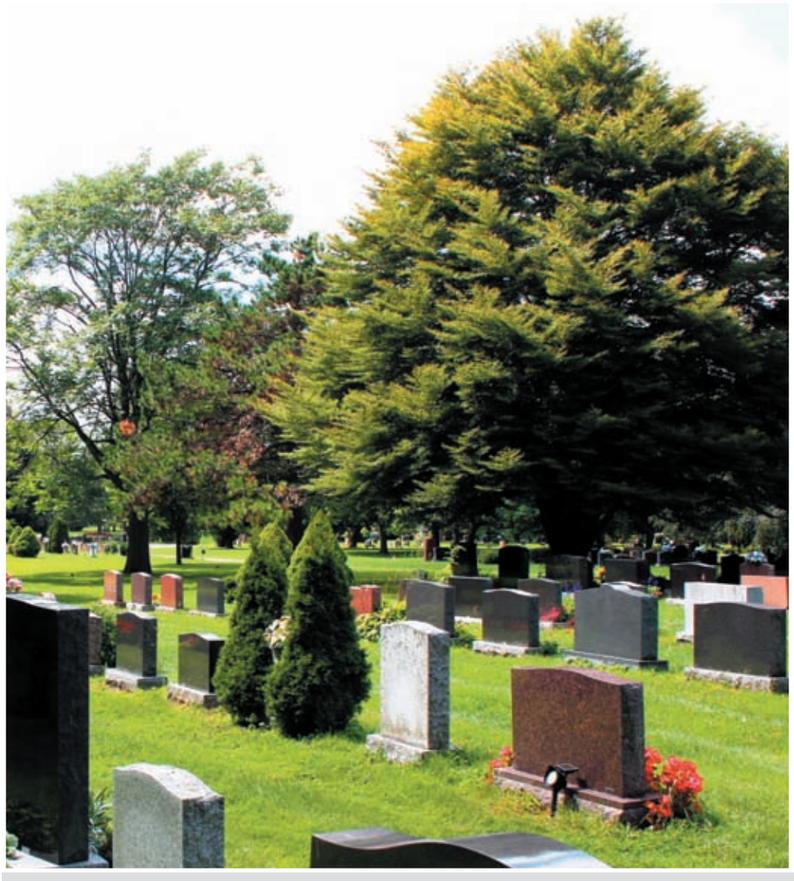
The photographic survey for this project includes digital imagery from windshield surveys. Unless otherwise identified the photography was completed by: Chris Borgal, Rod Mac Donald and Mark Steele.

Cover Photo: Pioneer Tower from the west bank of the Grand River Valley.

EXECUTIVE SUMMARY

In order to have a more complete picture of the City's cultural and heritage resources, the City needs to expand its knowledge base beyond the recognition of individual heritage properties to the identification and protection of important cultural heritage landscapes. The purpose of this study is to provide a working inventory of the City of Kitchener's cultural heritage landscapes which will serve as a planning tool in the assessment and management of these resources as the community changes and evolves. Short term benefits will permit the retrieval of information related to the cultural history of the community and assist in planning matters such as heritage designations, background searches for information related to new development and other planning initiatives. It is intended that this database not be considered a "completed" product, but rather the beginning of an extended process. Over the long term, the benefits of this project may include the redirection of the development of the City in a manner that preserves and protects identified resources which might otherwise go unnoticed or be at risk. It may also provide precedent for future changes to the City's urban form as it continues to mature and re-invent itself. By so doing, the City can move forward into the 21st Century confident that its unique cultural heritage resources will be less at risk and proceed in a manner that will allow the City to develop and manage these resources in a manner unique to the City of Kitchener.



1. INTRODUCTION

What makes older cities interesting is in their ability to creatively integrate new development with the old, in a way that conserves the history and early development pattern of the city. Recognizing and maintaining cultural heritage resources within a city contributes greatly to the quality of life of that city's citizenry in a variety of ways:

- The City of Kitchener's tangible *cultural heritage resources*, combined with stories of the past, provide a physical and psychological foundation for the City's identity.
- Heritage resources in the City provide important information about, and opportunities for, understanding the peoples, events, processes, and activities that have shaped, and are continuing to shape, the City. This in turn provides a historical context as to how the City was formed.
- Conserving heritage resources maintains a quality of outdoor spaces and architecture unique to that time because the materials, skills, and labour are no longer available or affordable.
- The retention of heritage resources tells an amazing story of the tremendous human and economic capital required to develop a city, and maintains a record of important civic landmarks and city builders.
- The heritage resources of the City support ongoing traditions and reflect particular ways of life. They allow people to participate in the City's cultural heritage continuum: learning from the multilayered past; enjoying the vibrancy of the present; and creating meaningful linkages for the future.
- Conserving older districts in a city conserves an environment that contributes greatly to the sustainability of the community in its mature landscapes and environmental friendly materials.
- Heritage resources provide economic, environmental, social and cultural benefits through aesthetic, ecological, recreational, and educational opportunities. Conserving these resources makes the City of Kitchener a better place to live, work, play, and visit.

In order to understand this process of integration of old and new development, an analysis of heritage resources and features must be completed at a scale that demonstrates historical patterns of development. This is very difficult to accomplish on a building by building or property by property basis. To provide a comprehensive approach and analysis requires a more holistic landscape perspective that incorporates both process and built-form in its point of view. This means looking at the city at the scale of large public open space, whole neighbourhoods, complete retail and industrial areas, and agricultural areas that include contextual infrastructure such as roads and other associated open space. In terms of heritage analysis and inventory, this means that any future analysis of the heritage value of these areas will include a discussion of structures, landscape, streetscape, important views and contextual relationships that are not obvious on a site by site basis.

2. STUDY PURPOSE

The purpose of this study is to provide an inventory of the cultural heritage resources of the City of Kitchener in the form of ***cultural heritage landscapes (CHLs)***. The City already has a database of primarily *built* heritage resources in its designated properties, listed properties and heritage conservations districts. The inventory of cultural heritage landscapes will contribute an additional dimension of larger scale areas that expresses both the historical process of development and

the physical outcome of that process.

3. DEFINING CULTURAL HERITAGE LANDSCAPES

The origin of a cultural heritage landscape is one which dates back several decades and resulted from the need to identify and preserve important cultural areas which were under threat from redevelopment or environmental change. With the establishment of the United Nations after the Second World War, an increasing focus was placed on the protection and preservation of monuments and sites important to the retention of the cultural and heritage of communities located in countries subscribing to the U.N. Charter. In 1972, UNESCO implemented a convention calling for the protection of both cultural and natural heritage landscapes of *outstanding universal value (Criteria for Cultural Landscapes under the World Heritage Convention, APT Bulletin, 1999)*. That convention resulted in the creation of the World Heritage List. Although most cities the age of Kitchener do not have cultural landscapes worthy of being on this worldwide list, the approach laid the

foundation for all communities to identify those cultural landscapes within their boundaries that have heritage and visual qualities worthy of recognition, protection and management on a municipal, regional, and national level. Further revisions to the 1972 Convention, in 1992, advocated putting into place *adequate legal and/or traditional protection and management mechanisms to ensure the conservation ..... of cultural property or landscapes. The existence of protective legislation at the national, provincial and municipal level or well-established traditional protection and/or management mechanisms are therefore essential and must be stated in the nomination of .....*these cultural landscapes *(Criteria for Cultural Landscapes under the World Heritage Convention, APT Bulletin, 1999)*.

3.1 Types of Cultural Landscapes

The following provides a précis of the definition of a cultural heritage landscape provided by the Ontario Heritage Trust. The term is defined internationally through UNESCO, an agency of the United Nations, and this organization recognizes three categories of cultural heritage landscapes. These are:

- **Designed Cultural Landscapes:** These are areas or regions created by human design and can include gardens, parklands, and may include religious or other monumental buildings and man-made elements.
- **Evolved Cultural Landscapes:** These result from social, economic, administrative, and/or religious sites which have evolved to their present form in a manner responsive to and as a result of their natural environment. These fall into two separate sub-groups:
    - A relict or fossil landscape - one which ceased to evolve or change at some point in the past while leaving its distinguishing features still visible
    - A continuing landscape - one which actively retains its social role but which is associated with traditional life or practices. While the evolutionary process is active and continuing, a significant part of the evidence of its evolution is retained.
- **Associative Cultural Landscapes:** These sites have powerful religious, artistic, or cultural associations with nature. Material cultural evidence may be absent.

3.2 Definition of a Cultural Heritage Landscape

The 2014 Provincial Policy Statement defines a cultural heritage landscape as:

> *a geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association.*

Examples may include Heritage Conservation Districts; complete villages or neighbourhoods; parks; battlefields; cemeteries; industrial areas; shrines or spiritual places; aboriginal sites or trails; views and vistas; and distinct or unique land-use patterns.

4. PLANNING CONTEXT ASSOCIATED WITH CULTURAL HERITAGE LANDSCAPES

There are a number of pieces of legislation and policies that provide the planning framework for the identification and evaluation of cultural heritage landscapes at the municipal level. They include:

4.1 Provincial Legislation and Policy

The Province requires municipalities to conserve significant CHLs and provides a variety of legislative, planning and financing tools to municipalities for use in the conservation of cultural heritage resources, including CHLs, primarily under the Provincial Policy Statement (PPS, 2014), the Ontario Heritage Act, and the Planning Act.

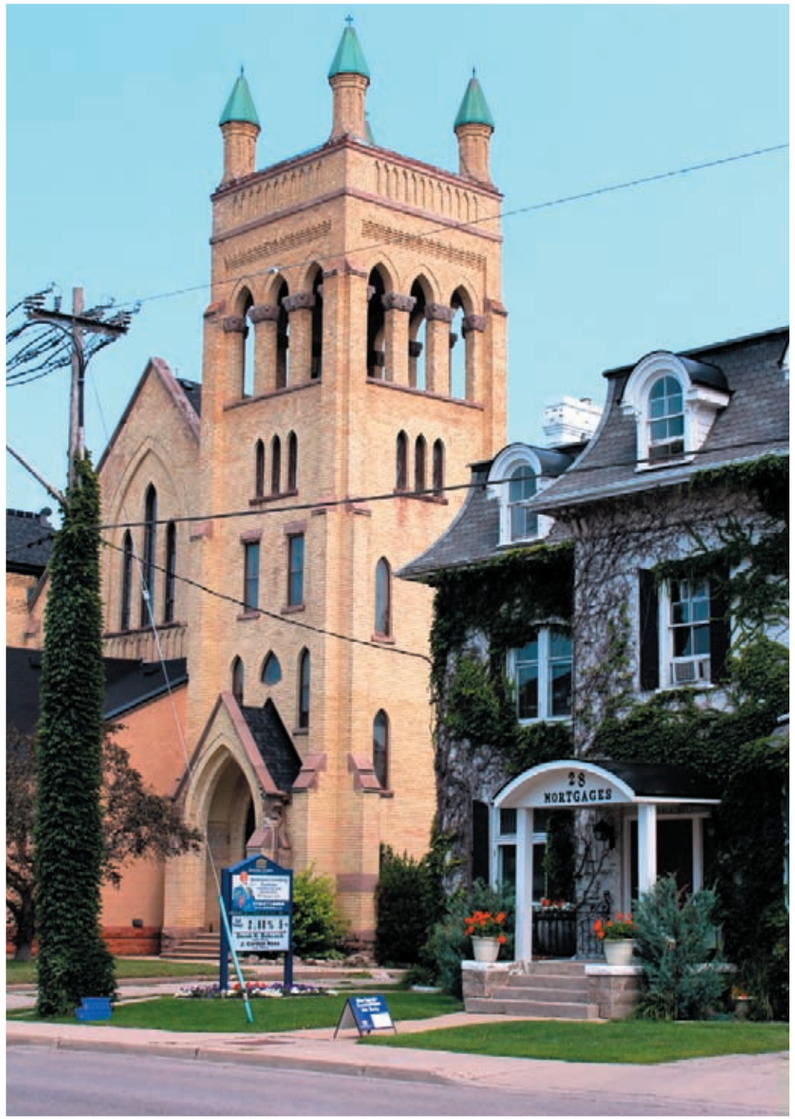
- **The Ontario Heritage Act** - the Ontario Heritage Act (OHA) provides three key tools for CHL conservation:

    1. If a CHL is contained on a single property (i.e. farmstead, park, garden, estate, cemetery), a municipality can designate the CHL as an individual property under Part IV of the OHA.
    2. If the CHL includes a grouping of properties, a municipality can designate the area as a Heritage Conservation District (HCD) under Part V of the OHA. An OHA designation provides the strongest heritage protection available for conserving a CHL. It allows the municipality to deny demolition permits, to guide change through development review on and adjacent to the protected property(ies) and to control property alterations through a heritage permit system. Within the Region, there are currently eight CHLs designated as HCDs under Part V, and several other single property CHLs designated under Part IV of the OHA.
    3. A municipality may list a CHL as an individual or grouping of non-designated property(ies) of heritage value or interest on their Municipal Heritage Register. Under the OHA municipalities are required to maintain a Municipal Heritage Register that lists all designated and non-designated cultural heritage resources of heritage value or interest. The list is meant to provide easily accessible information about cultural heritage value for municipal staff, land-use planners, property owners, developers, the tourism industry, educators and the general public. Owners of listed properties must provide 60 days notice prior to demolition or removal of a building or structure, and the property may be subject to a Cultural Heritage Impact Assessment or Conservation Plan during the heritage and development review process.

- **The Planning Act and the Provincial Policy Statement** - the Province has identified the conservation of cultural heritage resources including CHLs, as an area of Provincial Interest to be considered under the Planning Act and through the Provincial Policy Statement (PPS, 2014). Under the guidance of the Planning Act, municipalities make local planning decisions and prepare planning documents including Official Plans. A municipal Official Plan sets out the municipality's general planning goals and policies that will guide future land use, including the conservation of cultural heritage resources. These planning decisions and planning documents determine the future of their community and must be consistent with the Provincial Policy Statement and applicable provincial legislation.

  Policy 2.6.1 of the PPS states that "*Significant built heritage resources* and *significant cultural heritage landscapes* shall be *conserved*." Conserved is defined as "the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act." This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments. The

initial step in conserving cultural heritage resources - *identification*, can take place under the OHA, as noted in the previous section, and/or in Official Plans or other planning documents prescribed under the Planning Act, such as Council adopted inventories, plans or studies. Identified cultural heritage resources are conserved through the requirement of Cultural Heritage Impact Assessments and/or Conservation Plans to support proposed development, site alteration or infrastructure projects that have the potential to directly or indirectly impact the identified cultural heritage resource.



- **Environmental Assessment Act** - the Environmental Assessment Act requires an environmental assessment of any major public sector undertaking that has the potential for significant environmental effects. Environmental assessments (EAs) are a key part of the infrastructure planning process and must be completed before decisions are made to proceed on a project. EAs determine the ecological, cultural, economic and social impact of the infrastructure project and are informed through the undertaking of a variety of studies including Cultural Heritage Impact Assessments.

The Ministry of Tourism, Culture and Sport (MTCS) provides additional non-legislative resources to assist communities in the conservation of cultural heritage resources, such as toolkits and guides. The MTCS outlines in the Ontario Heritage Toolkit, that cultural heritage resources should be identified, listed, researched, evaluated and protected. It is up to municipalities to use the most effective and appropriate tools available at each step of this process in order to ensure the ongoing conservation of the CHLs within their jurisdiction.

4.2 Region of Waterloo Cultural Heritage Landscape Policy

As stated in the previous section, the Province of Ontario requires that significant CHLs be conserved through the land use and infrastructure planning process using complementary policy provisions at the Provincial, Regional and Area Municipal level. In order to accomplish this, the Region of Waterloo prepared an Implementation Guideline for Cultural Heritage Landscape Conservation (2013). This document's stated purpose is to provide guidance to applicants, municipal heritage advisory committees and municipal staff on the implementation of heritage policies, for the identification of cultural heritage resources, for the preparation and review of development applications, and for the undertaking of heritage review during the Environmental Assessment (EA) process. The chosen CHL conservation tool will be a reflection of the combined level of heritage conservation and change management desired by the municipality, public and property owners. The Regional CHL conservation approach incorporates the full spectrum of provincially legislated tools for CHL conservation as described below, and allows municipalities to choose the most appropriate conservation tool for each CHL.

- **CHL Conservation under the Ontario Heritage Act** - currently, municipalities have three tools to conserve CHLs under the Ontario Heritage Act (OHA):
  - Part IV designation of an individual property;
  - Part V designation of an Heritage Conservation District; and
  - Listing of a CHL on the Municipal Heritage Register as an individual or grouping of non-designated property(ies) of heritage value or interest accompanied by a map or description of the CHL.

  In order for a Municipal Heritage Register listing to effectively conserve a CHL, the listing process must include:
  - A full evaluation and documentation of the CHL;
  - An opportunity for public consultation;
  - Council approval; and,
  - Municipal authority to conserve the CHL during the land use and infrastructure planning processes.

  These three CHL conservation tools under the OHA will continue to be used by Area Municipalities in the Region. The complete processes used for designating or listing a CHL under the OHA are not addressed as part of the Implementation Guideline as they are a well entrenched practice. However, portions of the Implementation Guideline may prove useful in the preliminary identification, evaluation, and documentation of CHLs being conserved under the OHA.

- **CHL Conservation under the Planning Act** - although CHL conservation tools under the OHA have been available for many years, a large number of CHLs within the region remain unidentified with no landscape level conservation measures in place. In order to assist with the conservation of the full range of CHLs within the region, the Region has developed policies in the Regional Official Plan which enable and require municipalities to conserve CHLs under the Planning Act by designating CHLs in their Official Plans. Note: CHLs that have already been or are planned to be conserved under the OHA may also be, but are not required to be, designated in Area Municipal Official Plans. In accordance with the Regional Implementation Guidelines, conserving CHLs under the Planning Act should be used when:
  - There are multiple CHLs that a community needs to officially identify and conserve within a short time frame, using limited resources;
  - OHA designation cannot currently be achieved and interim conservation is required;
  - OHA Part IV and/or V designations are in place to protect individual property-based cultural heritage resources within a CHL, but the OHA designations do not conserve the larger context of the resources (e.g. the attributes of the CHL);
  - Future impacts to the CHL can be addressed through requirements for Cultural Heritage Impact Assessment, Conservation Plans, and/or through implementing planning and financial tools that support the conservation of the CHL (i.e. design guidelines, site specific zoning, financial incentives);
  - There are opportunities for proposed development, site alterations and infrastructure projects to enhance the existing character of the area and/or conserve the grouping of cultural heritage resources.

- **Regional Policy** - the Regional Official Plan (ROP) contains the following policies specifically related to the conservation of CHLs.
  - Cultural Heritage Landscapes - the Region will prepare and update a Regional Implementation Guideline for Cultural Heritage Landscape Conservation. This guideline will outline the framework for identifying cultural heritage landscapes, including cultural heritage landscapes of Regional interest, and for documenting each individual landscape through a Cultural Heritage Landscape Conservation Plan (an amendment may be made to change this to CHL Technical Study) that includes:
    1. a statement of significance;
    2. a listing of the cultural heritage resources and attributes being conserved within the cultural heritage landscape through the use of existing planning tools, such as Heritage Act designations, listings on the Municipal Register, official plan policies, secondary plans and zoning bylaws; and
    3. recommendations for additional conservation measures.

  - Area Municipalities will designate cultural heritage landscapes in their official plans and establish associated policies to conserve these areas. The purpose of this designation is to conserve groupings of cultural heritage resources that together have greater heritage significance than their constituent elements or parts. Designating a CHL in an Area Municipal Official Plan means identifying a CHL on a list and map or schedule contained in or appended to the Official Plan.
  - The Region will assist Area Municipalities with the preparation of Cultural Heritage Landscape Conservation Plan (an amendment may be made to change this to CHL Technical Study) for Cultural Heritage Landscapes of Regional interest.
  - Area Municipalities will establish policies in their official plans to require the submission of a Cultural Heritage Impact Assessment in support of a proposed development that includes or is adjacent to a designated property, or includes a non-designated resource of cultural heritage value or interest listed on the Municipal Heritage Register. (An amendment may be made in order to clarify that this includes the consideration of CHIAs within or adjacent to a cultural heritage landscape). Adjacent is defined as lands that are situated in sufficiently close proximity such that development, site alteration or an infrastructure project could reasonably be expected to produce a negative impact on an identified cultural heritage resource.

  A CHL evaluated and identified as a cultural heritage resource of Regional interest is also subject to ROP policies 3.G.2, 3.G.14, 3.G.15, 3.G.17, 3.G.18, 3.G.19 and 3.G.20.
- **Area Municipal Policy** - General policies for the conservation of CHLs must be included in an Area Municipal Official Plan (OP) in order for the plan to be consistent with the ROP and the PPS. The Region recommends that the general CHL conservation policies include, but not be limited to, a commitment by the Area Municipality to:
  - Identify and document individual CHLs through a Cultural Heritage Landscape Technical Study as outlined in ROP 3.G.5;
  - Designate individual CHLs in the Area Municipal Official Plan;
  - Review development site alteration and infrastructure projects within or adjacent to designated cultural heritage landscapes to ensure that the cultural heritage resources and attributes of the CHL will be conserved. A Cultural Heritage Impact Assessment may be required to assist the municipality in making this determination.

  Associated CHL conservation policies may include a commitment by the municipality to:
  - list and/or designate under the Ontario Heritage Act individual cultural heritage resources and attributes inventoried within a CHL;
  - consider the impact of lot creation and/or reconstruction within the CHL;
  - further investigate CHLs to identify additional and/or evolving cultural heritage resources and attributes; and,
  - promote the awareness, appreciation and enjoyment of CHLs.

4.3 City of Kitchener Cultural Heritage Landscape Policy

The policies related to cultural heritage landscapes for the City are imbedded in the Official Plan, as approved by Kitchener City Council in June 2014. Relevant sections of the OP provide the framework to ensure the conservation of those cultural heritage resources which reflect and contribute to the history, identity and character of Kitchener. The policies include:

- The City will develop, prioritize and maintain a list of cultural heritage resources which will include the following:
  a) properties listed as non-designated properties of cultural heritage value or interest on the Municipal Heritage Register,
  b) properties designated under Part IV and V of the Ontario Heritage Act;
  c) cultural heritage landscapes; and,
  d) heritage corridors.
- The City, in cooperation with the Region and the Municipal Heritage Committee (MHC), will identify, inventory and list on the Municipal Heritage Register, cultural heritage landscapes in the city.
- Cultural heritage landscapes will be identified on Map 9 in accordance with the Regional Official Plan and this Plan, Map 9, may be revised without the need for an Official Plan Amendment at such time as cultural heritage landscapes are identified.
- The City will require the conservation of significant cultural heritage landscapes within the city.
- The City will require the conservation of cemeteries of cultural heritage significance (including human beings' remains, animals' remains, vegetation and landscapes of historic, aesthetic and contextual values) in accordance with the Cemeteries Act and the provisions of Parts IV, V and/or VI of the Ontario Heritage Act.
- The City recognizes the Grand River as a Canadian Heritage River and will cooperate with the Region and the Grand River Conservation Authority in efforts to manage and enhance, where practical, the river's natural, cultural, recreational, scenic and ecological features.

4.4 Existing Precedents of Cultural Heritage Landscapes in the Region of Waterloo

There are several cultural heritage landscapes already formally recognized or in the process of being recognized within the Region of Waterloo. They include: the village of West Montrose with its covered bridge which was constructed in 1881 by John and Benjamin Bear and is best known for being the last remaining historical covered bridge in Ontario; the Black Bridge Road area in the City of Cambridge which has received preliminary endorsement by Cambridge Council; the Pioneer Tower area including the Betzner farmstead and ridge; the designated sites of the Sims Estate and 500 Stauffer Drive; and, the National Historic Site of Woodside, the childhood home of Prime Minister William Lyon Mackenzie King. Also included are the existing heritage conservation districts (HCDs): City of Cambridge: Main St. HCD (1984), Blair HCD (2002) and Dickson Hill HCD (2005); City of Waterloo: MacGregor-Albert HCD (2008); Townships: New Hamburg HCD (Wilmot – 1992) and Greenfield HCD (North Dumfries – 2014);and, City of Kitchener: Upper Doon HCD (1988), Victoria Park HCD (1996), St. Mary's HCD (2002) and Civic Centre HCD (2010).

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4.5 Archaeology Provincial Policy Statement

With respect to archaeological resources, the most recent Provincial Policy Statement, which came into effect April 30, 2014, states that:

> *Development and site alteration shall only be permitted on lands containing archaeological resources or areas of archaeological potential if the significant archaeological resources have been conserved by removal and documentation, or by preservation on site. Where significant archaeological resources must be preserved on site, only development and site alteration which maintain the heritage integrity of the site will be permitted (Section 2.6, Cultural Heritage and Archaeology).*

Significant archaeological resources are those "that are valued for the important contribution they make to our understanding of the history of a place, an event, or a people." The PPS therefore recognizes that while they are usually invisible, archaeological sites are important contributors to the heritage character of many cultural heritage landscapes. The buried artifacts and features that together make up an archaeological site may reveal much about the past lives and experiences that are the history of the area and which have helped to shape its present form. Where archaeological sites are known to exist, or are known to have formerly existed within a cultural heritage landscape, they are part of the story of that landscape, and so should be considered a contributing attribute, whether they constitute a visible landscape element or not.

4.6 Archaeology in Waterloo Region and Kitchener

The Regional Municipality of Waterloo was one of the pioneers in municipal planning for archaeological resources through its development of an Archaeological Master Plan, which was originally passed by council in 1989. This plan included an inventory of known archaeological sites and the identification of areas of potential for the presence of hitherto undocumented archaeological resources defined on the basis of a series of environmental and historical factors. The City of Kitchener's Official Plan recognizes the Regional Archaeological Master Plan as the tool in determining when an archaeological assessment will be required in advance of a development application.

The City of Kitchener Archaeological Policy defines archaeological resources as "artifacts, archaeological sites and marine archaeological sites." Significant archaeological resources are those "that are valued for the important contribution they make to our understanding of the history of a place, an event, or a people." The identification and evaluation of such resources is based upon archaeological fieldwork undertaken in accordance with the *Ontario Heritage Act*. "Removal" of an archaeological resource is accomplished through mitigative documentation and/or excavation.

Specific Official Plan policies include:

12.c.1.17.The City and/or the Region will require an owner/applicant to submit an archaeological assessment conducted by a licensed archaeologist to support the submission of a development application, or site alteration in accordance with the provisions of the Regional Archaeology Implementation Guidelines following the Provincial Standards and Guidelines, to the satisfaction of the Province, where archaeological resources and/or areas of archaeological potential have been identified in the Regional Archaeological Master Plan.

12.C.1.18. Where an archaeological assessment identifies a significant archaeological resource, the City and/or the Region and the Province will require the owner/applicant to conserve the significant archaeological resource in accordance with Ministry approvals by:

a) ensuring the site remains undeveloped and, wherever appropriate, designated as open space by the City; or,

b) removing the significant archaeological resource from the site by a licensed archaeologist, prior to site grading or construction.

5. LOCAL FACTORS INFLUENCING THE FORMATION OF KITCHENER'S CULTURAL HERITAGE LANDSCAPES

5.1 Natural Influences

1. Rivers, Water Bodies, and Drainage Patterns

The riverine environment would have been one of the main factors in attracting early settlers to the Waterloo Region area, particularly those coming from Pennsylvania. Valley landscapes would have been familiar to them both in terms of the fertility of flood plain soils and access to potable water. It is not surprising that the Betzner and Schoerg families choose the east bank of the Grand River to establish the first European settlement in the Kitchener area. Later developments of water powered mills along Schneider's Creek at German Mills in 1825, and Laurel Creek at Bridgeport in 1829, demonstrate the value of creeks and rivers to the emerging agricultural community.

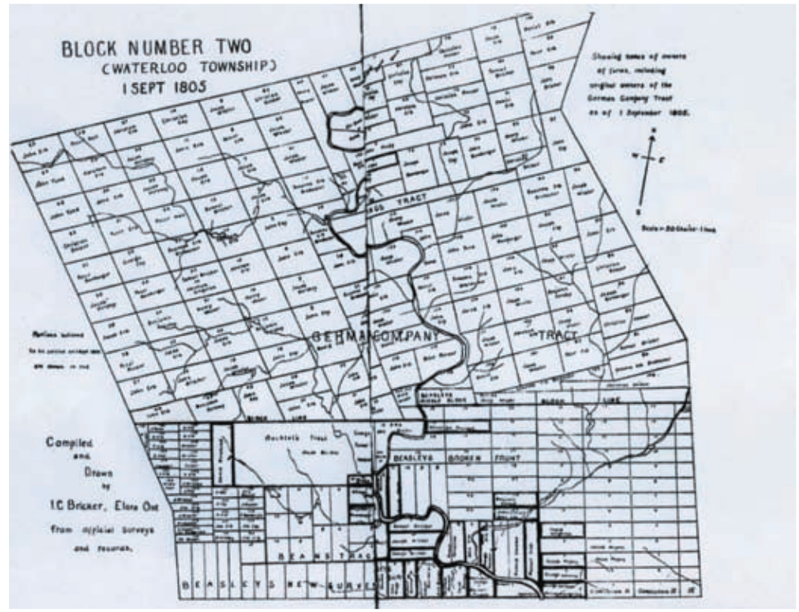
2. Physiography and Soils

The landform upon which Kitchener rests, was created at the end of the last glaciation period about 12,000 years ago. The underlying moraines, kames and glacial spillways give rise to the quality of residential neighbourhoods and other areas by providing an interesting and often photogenic base upon which all urban development was founded. This scenic quality can be found in neighbourhoods such as Caryndale and Cedar Hill both of which were never massed graded leaving a rolling landscape that influenced the layout of roads and lot pattern creating interesting views and residential landscapes.

5.2 Settlement Patterns

1. Original Surveys

At the turn of the 19th Century crown lands in Ontario (Upper



Canada) were surveyed on a standard of 100 acre lots. The survey grid generally ignored natural features such as rivers, wetlands, and topographic landform. Concessions and side roads were laid out on sixty-six foot right-of-ways and in rectangular blocks of a mile and a quarter wide by a mile long. The survey of lots and roads were coincidental. Wilmot and Wellesley Townships, west of Kitchener, are good examples of this standardized survey and layout grid.

Waterloo Township was not laid out in the same manner as crown land. It was surveyed by Richard Cockrell sometime prior to 1805 and registered in 1805. (Hayes 1997:3) Cockrell divided the township into two blocks, the upper block and the lower block, with the dividing line close to the current alignment of Bleams Road. Cockrell surveyed the upper block for the German Company, which became known as the German Company Tract. The Company's manner of dividing the land differed in the following ways:

- Lot sizes were much larger than the hundred acre lots on crown land. Each shareholder of the German Company received two lots. This meant that with a total area of approximately 60,000 acres, the tract was divided into 128 farms of 448 acres each and 32 farms of 83 acres each (Moyer 1971:12).
- The Cockrell survey was still a grid that appears to use Trussler Road (the township boundary between Wilmot and Waterloo) as a base line and runs northwest/southeast giving the lots a parallelogram shape. The grid is somewhat altered along the length of the Grand River where odd shaped lots were created with east and west boundaries coinciding with the river's centre line and meander.
- The most interesting deviation from crown land surveys is that road allowances were not incorporated into the survey. Therefore, there was never the typical grid of

concessions and side roads. Early roads such as King Street (originally the Dundas Road), Mill Park Road, Lancaster, Plains, Wilson, Highland, Mill Street to name a few, were desire lines determined by the location of fords along the Grand River, the need to link small hamlets and possibly influenced to some degree by topography or the path of least resistance. This is a throw-back to the pattern of development of the original east coast United States where roads were randomly laid out largely determined by topography, river valleys, and river crossings. The eventual development of a road network was an organic process that resulted in many complex lot divisions as the original property boundaries were often altered to accommodate new roads (Bloomfield 2006:25). This latter fact has had the most significant impact on the modern landscape. What makes this important to the modern landscape of Kitchener is that travelling through the City is more complicated, but also makes the City more visually interesting than other communities laid out on a geometric grid. Street views terminate in trees or buildings along curves and at T intersections where blocks of gridded streets meet roads with random alignments. The random organization of residential lots makes neighbourhoods more interesting and creates views with unusual compositions adding to the visual character of these areas.

6. HISTORICAL THEMES

As part of the process in the identification and evaluation of cultural heritage landscapes, the Region's method (as identified in the Regional Implementation Guidelines) requires that landscapes be classified by regional historical themes.

6.1 Region of Waterloo General Historical Themes

Themes of Regional significance are those that are essential to understanding the evolution of the Region and underpin its identity (Envision and A. Scheinman, 2006). The requisite themes include: prehistoric habitation, the Grand River, first exploration, pioneer settlement, Mennonite settlement, agriculture, industry and commerce, urban development, transportation, lifeways (religion/ethnicity/education), and governance and education. See the Appendix 5 Cultural Heritage Landscape Inventory Matrix for details of how each cultural heritage landscape was classified with regard to themes.

6.2 Refinement of Historical Themes to Address Local (Kitchener) Conditions

Residential development is an important part of the evolution of any city. At the regional level, this aspect of city development was not considered as a necessary theme in order to understand the development of either the region or the city towns and villages within the region. This study suggests that the evolving pattern of residential development is critical to understanding urban form and the physical and functional relationships within most communities. It must be emphasized that historical neighbourhoods are the repositories of much of a city's heritage resources. Those neighbourhoods that remain stable and relatively intact, include landmark buildings, evolving styles of housing and landscape design, important streetscapes and street furnishings, neighbourhood parks, heritage trees as part of the urban forest, and a wealth of stories about the citizens of the city. For this reason, Early or Significant Residential Community or Neighbourhood was added to the thematic classification

in identifying and evaluating candidate CHLs in Kitchener. In addition, this study suggests that the criteria used to evaluate significance of residential neighbourhoods should be expanded to reflect more of the qualities that make residential neighbourhoods special and unique in character. This might mean a separate set of criteria that specifically focuses on the qualities of neighbourhoods that make them historically valuable and significant.

7. CULTURAL HERITAGE LANDSCAPES IN THE CITY OF KITCHENER

To initiate the Cultural Heritage Landscape Study, City staff, with many years of experience addressing heritage related issues in the City, identified 57 preliminary sites that had the potential to be cultural heritage landscapes. The consulting team reviewed these candidate sites in the field, and refined and reduced the list of landscapes to 55. These are shown on the map provided in Appendix 4 and are described in greater detail in Appendix 6. The following provides a brief summary to the 9 types of cultural heritage landscapes identified by the study:

7.1 Residential Neighbourhoods – there are 12 residential neighbourhoods that were determined to have heritage value. Four of these had already been designated as Heritage Conservation Districts (HCDs). A review of historical mapping and development patterns structured by age of development identified a number of additional residential areas that were planned prior to 1920 and developed over the next 20 years up to the beginning of the 2nd World War in 1939. A review of these through field observation and historical maps confirmed that these areas met the definition of cultural heritage landscapes. They are as follows:

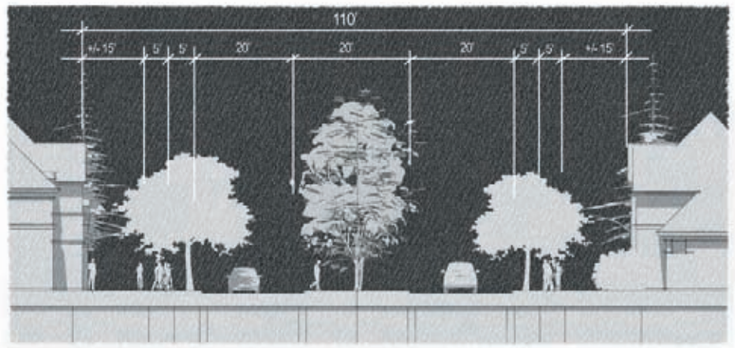
- Civic Centre Neighbourhood (HCD) was probably the first substantive neighbourhood to be developed outside the commercial and industrial core in the mid to late 1800s.
- Mt Hope-Breithaupt, Gildner and Gruhn developed in anticipation of and after the Grand Trunk Railway was constructed in 1856. These working class neighbourhoods provided badly needed housing for employees who worked in the factories that were located in the downtown and that straddled the rail line.
- Cedar Hill Neighbourhood developed south of the downtown and was constructed at a slower pace probably because of its topography, with other flatter areas in the city being the first choice of builders.
- Victoria Park Neighbourhood was likely the fourth residential area to be developed in the City. Parts of this neighbourhood were located in lowland areas around Schneider's Creek. The area was probably poorly drained and accounts for the delay in pushing development in a westerly direction from the downtown core.
- Westmount Neighbourhood was initiated in 1912 but remained only partially developed even after World War II, in part due to its distance from the downtown core area.
- Central Frederick Neighbourhood was a logical extension of the Civic Centre Neighbourhood and was part of the next ring of development in the early part of the 20th Century.
- Queen's Boulevard Neighbourhood was part of an early planned community initiated around 1912 that centred on St Mary's Hospital.
- Onward Avenue Neighbourhood was part of a planned neighbourhood that developed in the late 1920s and early 1930s.
- Pandora Neighbourhood, similar to Onward, was also a planned community that developed in the 1930s.
- The original village of Upper Doon (HCD) was one of the earliest hamlets servicing the agricultural area in the southern part of the Township. Along with Blair (which is Cambridge) and Freeport, it is the only surviving community of a group that included the small hamlets of Strasburg, German Mills, New Aberdeen, Williamsburg and Centreville.
- The late 1940s neighbourhood of St Mary's (HCD) is a more contemporary neighbourhood of the twelve identified. This unique wartime housing neighbourhood is a planned community that was designed and quickly created at the end of World War II, to house returning soldiers and their families.
- The Caryndale neighbourhood, though more contemporary has a great story of origin and development. This faith centred community developed around its church and school and adhered to the religious tenants of Emmanual Swedenborg (1688-1772).

Each of these neighbourhoods expresses a high degree of heritage integrity and are representative of planning concepts and housing styles of the period in which they were developed. Within these neighbourhoods, there is an enormous variety of housing designs, including one unique to the Kitchener area known as the Berlin Vernacular. None of these neighbourhoods are likely to be constructed again, so any loss or depreciation of these neighbourhoods would be a significant loss to Kitchener's portfolio of heritage resources. Four out of the twelve met the criteria of being regionally significant largely because they were already designated as HCDs by the City. This should not diminish the value or the importance of the remaining eight. It is the recommendation of this study that the Region refine and expand the criteria by which residential neighbourhoods are evaluated to ensure that the value of the heritage resources in these wonderful neighbourhoods is not ignored or misinterpreted in future planning initiatives.

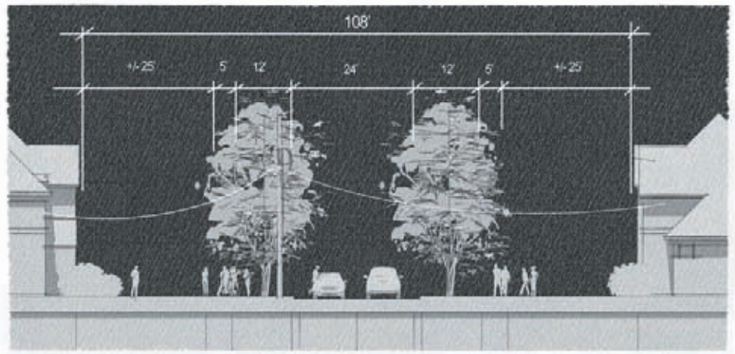
7.2 Parks, Natural Areas and other Public/Private Open Space – there were seven open space areas identified as having cultural heritage value. Victoria Park is one of Kitchener's heritage gems and is likely of national significance. It has a high degree of historical integrity and is representative of a group of urban parks designed throughout North America in the latter part of the 19th Century. The two municipal golf courses and one private course were identified. All three are spectacular landscapes. These designed landscapes contribute greatly to the urban character of the areas in which they are located. Their recognition as cultural heritage landscapes is important in the event that future changes in land use might affect the wonderful collections of trees, open spaces and landform that make these sites so appealing to the public at large. Pioneer Tower is already a nationally recognized and designated landscape. Huron Natural Area and Chicopee are important to the City for a variety of cultural heritage and recreational reasons and will gain in significance as they mature and are managed into the future.

7.3 Transportation Corridors and Streetscapes – transportation corridors are an interesting and somewhat troubling area of heritage resource inventory. Most streets are continually being updated. It is very difficult to maintain the heritage integrity of roads when road widening is necessary to address changes in traffic volumes and new services are required to update old infrastructure. The Huron Road is a good example of this issue. The Huron Road has a great heritage story with very little physical evidence remaining with which to tell that story.

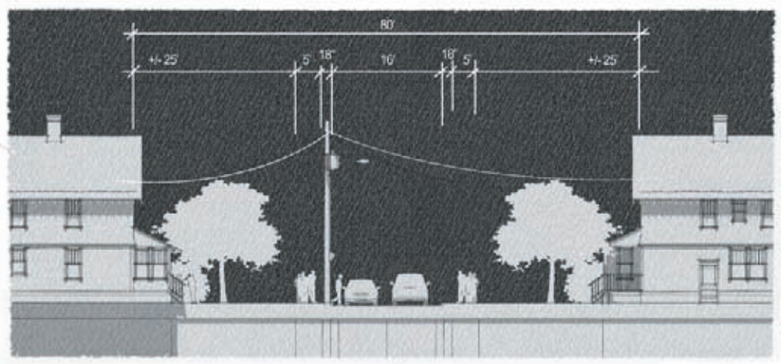
Kitchener's heritage roads can be generally divided into two categories, those which were originally pioneer rural roads, and roads which were urban from the beginning. Rural roads include Hidden Valley Road, Dodge Drive, Groh Drive, Mill Park Drive, Pioneer Tower Road, Plains Road, Reidel



Union Boulevard



Lydia Street



Cedar Street

Drive, Stauffer Drive, Tilt Drive, and Trussler Road. These roads serviced and in some cases continue to service the farm and agricultural community in the southern part of the original Township of Waterloo. Many of these are part of the random network of roads that connected the small rural hamlets that had agriculture service industries such as grist mills, flax mills and sawmills. Many of these roads have rural cross-sections with narrow shoulders, ditches, utility lines and few fences. Most traverse the natural topography of the glacial landforms without the interruption of major grading. Some have remnant trees within their right-of-ways that may have been planted by early settlers. Where major changes to these rural heritage roads is contemplated in developing suburban areas, the City's approach to preserving the original right-of-ways as public open space is both innovative and commendable.

The urban streets that have been identified as cultural heritage landscapes include Jubilee Drive, Union Street and Union Boulevard. These streets are distinctive on their own and contribute to the character of their surrounding landscapes in a unique way. It should be noted that there are many other urban streets that, although not identified as separate cultural heritage landscapes, still make a significant contribution to their encompassing neighbourhoods. Many of these streets were designed with a variety of cross-sections. The Cedar Hill Neigbourhood for example has some of the narrowest streets in the City. With cross-sections of approximately 25 metres (80 ft.) and steep topography, these streets give Cedar Hill a unique character and quality. Most streets in the older neighbourhoods of the core area have 33 metre (110 ft.) right-of-ways. What is interesting is the variety of streetscape design that occurs in these standardized right-of-ways. Union Boulevard and Lydia Street are a good comparison. The width of these two streets, building face to building face, is approximately the same at 33 meters, but their design is completely different. Union has a generous centre median with very small front yards, while Lydia has generous boulevards and larger front lawns. The visual impact of each design is very different but both add a distinctive quality to their surrounding residential neighbourhoods. Many of the streets in mature neighbourhoods are also significant repositories of the City's oldest trees and make a great contribution to the urban forest.

The CN Rail Line adds a distinctly linear landscape to Kitchener's core area. This cultural heritage landscape was instrumental in creating and defining the Warehouse district and its adjoining residential neighbourhoods.

7.4 Institutional Landscapes – the City has three institutional areas that rank as cultural heritage landscapes. The Freeport Hospital is a relic of a nation-wide health care strategy that conquered tuberculosis, allowing the 1920s and 30s hospital campus to be repurposed for more contemporary uses. The mature landscape and minimalist Georgian Revival buildings provide an appropriate and beautiful setting for the new health care programmes that serve Kitchener and the Regional community. The second institutional cultural landscape is the Civic District, which has been associated with government buildings and other civic functions since the middle of the 19th Century. Although the area contains a dramatic mix of architectural styles dating as far back as the 1850s, the evolving landscape setting and quality of architecture provides a memorable area that creates a sense of pride and identity for all of Kitchener's residents. Finally, the Catholic Block linking the Civic District with Kitchener's modern City Hall has been associated with the Catholic Church since the end of the 19th Century. Although many buildings have been repurposed for other functions, their landmark architecture creates a sense of community permanence and longevity in a rapidly changing downtown landscape.

7.5 Commercial, Industrial and Retail Landscapes – two cultural heritage landscapes are directly tied to the founding of the City, the downtown and the original industrial core. These two founding districts contain remnants of city commercial and industrial functions that date to the mid 1850s. Along with the Civic Centre residential neighbourhood, these are the oldest cultural landscapes within the area of the original Town of Berlin. The portfolio of buildings and associated architecture speaks to a history of innovation and risk that has made the City prosperous for over 150 years. The industrial district retains seven of the original factories shown on a 1911 fire insurance plan. Two of these were designed by the renowned industrial architect, Albert Kahn. All are related to the coming of the Grand Trunk Railway (Canadian National) in 1856. As suggested in the opening paragraph of this report, it is in these two areas,

the industrial district and the downtown, that Kitchener can achieve the type of community that has been repeatedly acknowledged around the world as the best approach to city building. By integrating the best of the old with a contemporary portfolio of modern buildings and uses, Kitchener will remain both prosperous and a quality place to live for generations to come.

7.6 Agricultural Landscapes – there remains within the city limits a viable agricultural area in the southwest corner of the city. This area dates to the earliest pioneer settlement of the region and remains one of the most consistently used cultural landscapes in the City. The farmstead located at 500 Stauffer Drive is an excellent and representative example of a late 19th Century farm. This property authentically retains its original spatial organization between buildings and its agricultural landscapes and

demonstrates the productivity of one of the best farming areas in the province. The remnants of the Steckle and Woolner farmsteads help to tell the story of Mennonite immigration to Canada and the development and evolution of the farming community in the City of Kitchener.

7.7 Large Lot Residential/Estate Landscapes - three individual residential properties were identified as important cultural heritage landscapes and two of these are of national heritage significance. Homer Watson House and grounds commemorates the contribution of the artist Homer Watson, to the legacy of Canadian painters who celebrated the Canadian landscape through their internationally recognized painting styles. Woodside is the childhood home of the longest-serving Prime Minister in the history of Canada. Both houses are important pieces of pre-Confederation architecture in the City and the Region. The Sims Estate is associated with the early 20th century life style of a wealthy Kitchener citizen, Harvey Sims, who created one of the few remaining country estates in the Region. The house, made famous by its publication in Canadian Homes and Gardens, is the creation of the provincially renowned architectural firm of Forsey, Page, and Steele and is representative of an international architectural style popular in the 1920s and 30s.

7.8 Cemeteries – there are two groups of cemeteries deserving of cultural heritage landscape status. The first is a collection of pioneer cemeteries that were the burial grounds in the early settlement of Waterloo County. These include the First Mennonite Cemetery, the Doon Presbyterian Church and Biehn-Kinzie Family Cemetery, the Strasburg Lutheran Cemetery and the Bridgeport Free Church and Memorial Cemeteries. These cemeteries are the repository of the first settlers to the region. Although their physical context has changed as they have been surrounded by the modern city, they were initially rural cemeteries bordered by the farmland that the people buried in them helped to clear and develop. The second group of cemeteries are urban cemeteries and includes Mount Hope Cemetery, St. Peters Lutheran Cemetery and Woodland Cemetery. Here are the early citizens and the city builders of the City of Kitchener. In these cemeteries is the combined history of the City. They are the last resting place of the enormous human capital that it took to create the contemporary City of Kitchener. Each cemetery is a park-like setting that contains landform and collections of trees that are important not only for the history they contain but for the contribution they make to the character of those areas of the City in which they are located.

7.9 Grand River Valley Landscapes – in 1994, the Grand River and its major tributaries, the Nith, Conestogo, Speed and Eramosa rivers, were designated as Canadian Heritage Rivers. It was the 15th Canadian Heritage River to be designated in Canada. Although the river has been much altered by its people, it still provides large natural areas and scenic views and is of outstanding recreational and educational value to the citizens of Kitchener. Many decades of careful management have maintained these values even as the urban nature of the watershed grew. The City of Kitchener is part of a group of custodians that must manage and protect this amazing civic asset. While use of the river has changed, the major recreational role it plays, and the well-preserved evidence of the cultures that were drawn to its banks, makes it both worthy of its status as a Canadian Heritage River and as a Regionally significant cultural heritage landscape.

See Appendicies four, five and six for detailed descriptions of each of the cultural heritage landscapes summarized in the section above.

8 ARCHAEOLOGY IN THE CITY

The City of Kitchener also has a long history of archaeological research by academics, avocationals and most recently by consultant archaeologists working in the field of Cultural Resource Management. Cumulatively, this work has led to the discovery of archaeological sites within the Region spanning the full range of the human occupation of southern Ontario, beginning with the arrival of the first peoples around 11,000 years ago and continuing through to the Euro-Canadian settlement period. A total of 21 archaeological sites have been documented within the cultural landscapes examined in this study, based on the information registered with the Ontario Ministry of Tourism, Culture and Sport's Ontario Archaeological Site Data Base, and contained in the Region of Waterloo's Archaeological Management Plan.

At first glance this may seem to be a small number, given the large area of land represented by the 55 cultural heritage landscapes. The explanation for this lies in the fact that most of the cultural landscapes evolved during the nineteenth through mid-twentieth century, before large-scale or systematic archaeological surveys were undertaken to document sites. It has only been since the 1980s, with the rise in planning requirements for cultural resource management, that archaeological site documentation has become a daily occurring event. Therefore, the relatively small number of sites found within the cultural landscape units is in no way a reflection of the former extent of Aboriginal occupation or land use, or early Euro-Canadian settlement in the city.

The majority of the Aboriginal sites found within the various cultural landscape units are the ephemeral remains of small, short-term camp sites occupied by small groups of mobile hunter-foragers, which cannot be assigned a date in the absence of any diagnostic artifacts. They conceivably date any time from the first occupation of the region, circa 9,000 B.C., to circa 500 B.C. The largest well-documented Aboriginal site is Strasburg Creek, located in the Huron Natural Area (L-OPS-2). It is a fifteenth-century A.D. Iroquoian village made up of 10 longhouses—one almost 90 metres long—that would have been surrounded by extensive horticultural fields. Based on some nineteenth-century accounts, a similar village may have been located in the Warehouse District Landscape Unit (L-COM-1), but the available evidence, even as to its exact location, is vague. It is unlikely that any portion of the site still survives.

Euro-Canadian archaeological sites within the various landscape units include those related to early farmsteads such as those represented by the Woolner Farmstead (L-AGR-2) and the Joseph Schneider House in the Victoria Park Neighbourhood (L-NBR-7), and later nineteenth-century urban residences, such as the Sonneck House located in the Civic Centre Neighbourhood HCD (L-NBR-2). Substantial archaeological remains associated with the village of New Aberdeen in the Huron Natural Area (L-OPS-2), have been documented, in the form of buildings, wells, and middens. Finally, excavations carried out at the former Waterloo County Gaol in the Civic District (L-INS-2) uncovered a variety of archaeological deposits associated with the construction and operation of the Gaol. The bodies of two inmates executed for capital crimes were also exhumed.

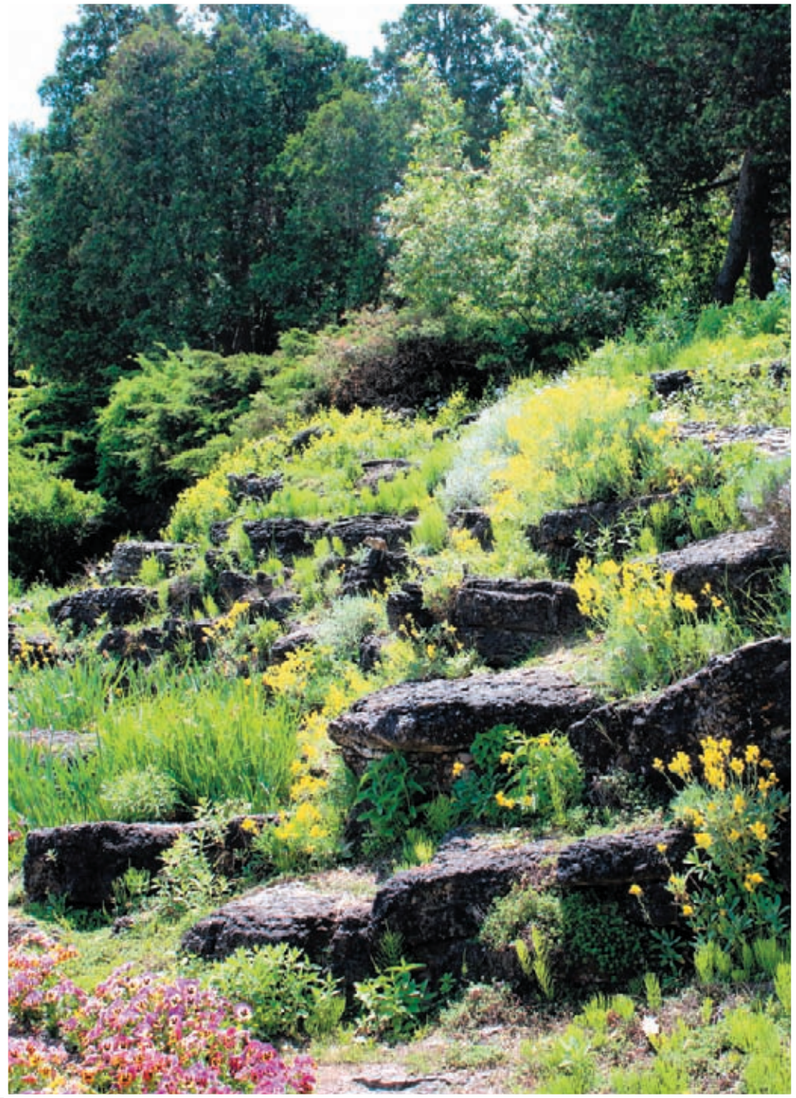
The potential for additional hitherto undocumented archaeological resources within many of the cultural landscape units is reflected by the archaeological mapping maintained by the Regional Municipality of Waterloo, which classifies approximately 858 hectares or 55% of the total area of 1554 hectares taken up by the landscape units as exhibiting archaeological potential. Development, or redevelopment within any of these areas of potential should be preceded by formal archaeological resource assessment.

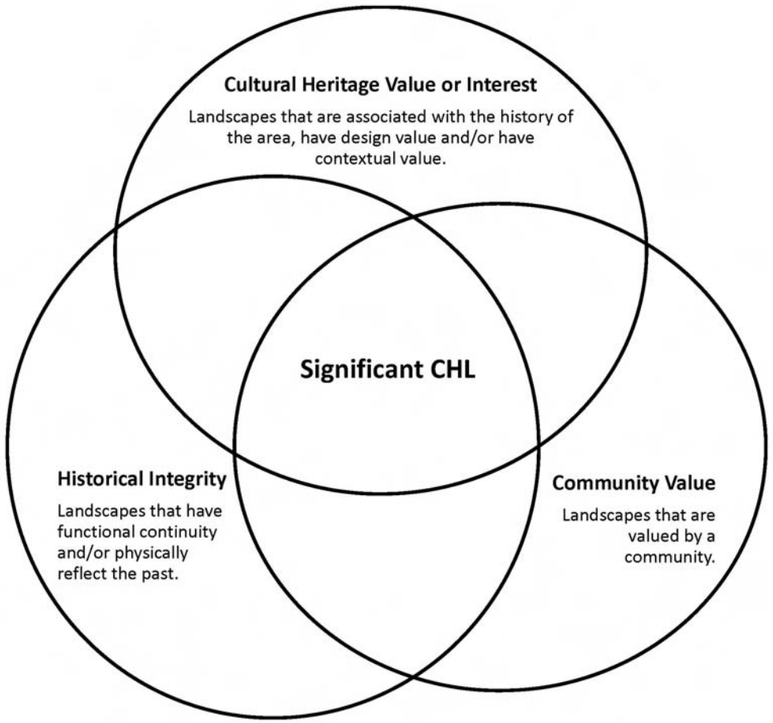
9 STATEMENT OF SIGNIFICANCE

The significance of each cultural heritage landscape was evaluated based on a three pronged approach, related to the Provincial Policy Statement definition of a CHL. This process included a statement for: cultural heritage value or interest; historical integrity; and community value of the landscape. These are summarized in Appendix 4 the Evaluation Table. Each of the statements are also provided in the individual landscape descriptions in the data base, provided in Appendix 6.

9.1 Cultural Heritage Value or Interest - is based on the criteria used by the Province of Ontario to evaluate the cultural heritage value or interest of other forms of cultural heritage resources as provided in Regulation 09/06. The framework provided by the Region suggests that each CHL be evaluated for its design value, historical value and its contextual value (see Regional guidelines in Appendix 1 for further details). The findings were summarized in a CHL **Statement of Cultural Heritage Value or Interest** for each of the 55 cultural heritage landscapes identified in the City of Kitchener.

9.2 Historical Integrity - is a measure of how well the existing landscape physically reflects the landscape of the past; and the functional continuity of the landscape over time. In order to measure integrity, the historic context of the landscape in terms of use, relationships, views, circulation networks, boundaries, etc. must be understood. The historic integrity of





The diagram above is from the Regional Implementation Guideline for Cultural Heritage Landscape

each Candidate CHL, using the Region's Appendix C, was completed for all 55 cultural heritage landscapes and summarized in a **Statement of Historical Integrity**.

9.3. Community Value - can be evaluated by determining the presence of indicators of community value. Each of the 55 cultural heritage landscapes was evaluate for its importance in the community using Appendix D provided by the Region. The findings were summarized in a **Statement of Community Value** for each CHL**.**

9.4 Regionally Significant Cultural Heritage Landscapes – the final step in the process of evaluation was to determine if any of the 55 cultural heritage landscapes met the standard for being a Regionally Significant Cultural Heritage Landscape. To be of Regional significance the cultural heritage resource had to meet a minimum of four of the following criteria: recognized or protected through designation; old or rare in the historical development of the City of Kitchener; recognized as being of outstanding design; associated with a key person; associated with a key historical event; illustrative of a stage in a community's development; provides context to a historical landscape, streetscape or viewshed; has economic value for tourism; is representative of vernacular regional character; contains elements of good vernacular character; and finally, is part of a collection

of historically significant landscapes or collections of structures within the Regional Municipality of Waterloo.

As an example, Victoria Park met seven of the Region's criteria of significance. The Park was designated by the City of Kitchener as part of the Victoria Park Neighbourhood Heritage Conservation District; Victoria Park is an outstanding piece of high Victorian landscape design in the Romantic style; there were a number of historic events that have taken place in Victoria Park's 118 year existence; the Park represents a turning point in the development of the community, when public funds were sufficient to invest in public amenities and not just essential infrastructure; the Park contributes significantly to the visual character and the quality of life of the downtown core and adjacent residential neighbourhoods; the park programme of special events contributes significantly to attracting people to the Kitchener area; and finally, the Park is a part of a group or collection of parks that were designed at the same time across Ontario both as commemorative of Queen Victoria and designed in the Romantic style including Queens Park in Stratford, Victoria Park in Niagara Falls, Mount Royal in Montreal to name a few.

Twenty-two of the cultural heritage landscapes identified in the City of Kitchener met the criteria of Regional significance in a manner similar to Victoria Park described above. They are: five cemeteries First Mennonite, Mount Hope, St Peter's Lutheran and, Woodland Cemetery; four residential neighbourhoods the Civic Centre neighbourhood, St Mary's, Upper Doon and Victoria Park neighbourhood; two residential estates, Woodside and Homer Watson House; two transportation corridors, the Huron Road and the Canadian National Railway line (Grand Trunk Railway); four public and private open spaces including Westmount Golf Course, Rockway Golf Course, the Pioneer Tower Memorial and Victoria Park; two institutional areas, the Catholic Block and the Civic District; two commercial areas including the Warehouse District and the downtown; the Steckle Farmstead; and the Grand River Corridor. See the spreadsheet included in Appendix 5 for additional details.

9.5 Municipally Significant Cultural Heritage Landscapes - the balance of the 55 cultural heritage landscapes identified are significant, but do not meet the Region's criteria of Regional significance. None of the remaining landscapes should be interpreted as being of lesser value as far as their importance to the City of Kitchener or their need for conservation and management is concerned. The 33 landscapes contain significant cultural heritage resources in the City of Kitchener and are deserving of both protection and enhancement if subject to potential loss or degradation.

10 AT-RISK ISSUES FOR CULTURAL HERITAGE LANDSCAPES IN THE CITY OF KITCHENER

Change in a city is inevitable. With that said it is still important for a city to passively and actively manage its cultural heritage resources in a manner that conserves the essence of their role and contribution to city form and the visual and historical character of its older neighbourhoods and districts. Kitchener is subject to the same forces of change that other communities are. Two trends that are of particular interest in Kitchener are the new light rail transit initiative, *ION*, and the Provincial growth targets. These interrelated forces have the potential to impact older residential neighbourhoods, in particular. Infill and intensification is expected along the transit route and this will surely have an impact on the original core area of the 1920's town footprint. Higher density towers may have significant impact on heritage areas. Land assembly, infrastructure up-grades, building massing, building height, types of building cladding, shade, transparency at grade and setbacks, can all impact the character of older, more stable neighbourhoods. It is important therefore that this study identify the significant heritage resources and provide information that will assist in making better informed decisions on how best to conserve the heritage values of these areas and minimize the impact of the anticipated intensification.

11 SUMMARY OF PUBLIC COMMENT AND INTEREST IN CULTURAL HERITAGE LANDSCAPES

In order to determine the public's understanding and appreciation of cultural heritage landscapes, the Study Team organized two public open houses, one early in the study to confirm approach, and one near the end of the study to communicate results of the inventory and data base preparation. A website was also established where information and a short questionnaire were made available to address some of the ideas of community value and the perceived importance that cultural heritage landscapes might have in the City. Although the concept of cultural heritage landscapes is not new, it is still not foremost in people's perception

of their community, and the study team approached the public open houses with the outlook that definition, rationale and purpose were important to the process of engaging the public's interest.

11.1 The June 11th Open House and Presentation– this meeting was very well attended and consisted of a PowerPoint presentation and display panels showing nine representative examples of cultural heritage landscapes in the City of Kitchener. The presentation focused initially on what constitutes a cultural heritage landscape, and on the variety of heritage resources that exist within the City's cultural heritage landscapes. This presentation was very well received. People grasped the concept of cultural heritage landscapes quickly, and appreciated the holistic description of places that many take for granted without understanding their importance to the City's history.

11.2 The September 11th Open House and Presentation – this meeting had a different focus. The intent was to show and describe each of the 55 cultural heritage landscapes that had been identified through field study in June, July and August. In addition, the evaluation of significance was introduced which was a means of classifying importance to the City and Region as a whole. The presentation was similar to the first meeting with a combination of PowerPoint, display panels and a draft copy of the individual cultural heritage sheets published from the Microsoft Access data base. There were specific questions that focused on potential implications with respect to regulation or redevelopment for any private or public property within a cultural heritage landscape. Information on how the inventory would be used and next steps associated with incorporating cultural heritage landscapes into the planning process was provided. Although the subject of conservation measures was deferred to a future public process and study, the general sense of understanding the inventory and the significance of the 55 cultural heritage landscapes was appreciated by those in attendance.

11.3 Survey and Questionnaire – a questionnaire was provided at the first open house and posted on the City's web page. There were 63 on-line respondents. Most of those responded by ranking their favorite top ten cultural heritage landscapes giving the Study Team a sense of what resources were important to the public. The overwhelming number of general comments was positive with most people responding favourably to the concept of cultural heritage landscapes and their value as a planning tool.

See Appendix 3 for additional information.

While the majority of comments received from the public were very positive, some property owners did raise concern or objection with the identification of some of the cultural heritage landscapes. These concerns were considered and discussed by the study team and staff communicated or met with the property owners in an effort to address their concerns.

12 FINDINGS AND CONCLUSIONS

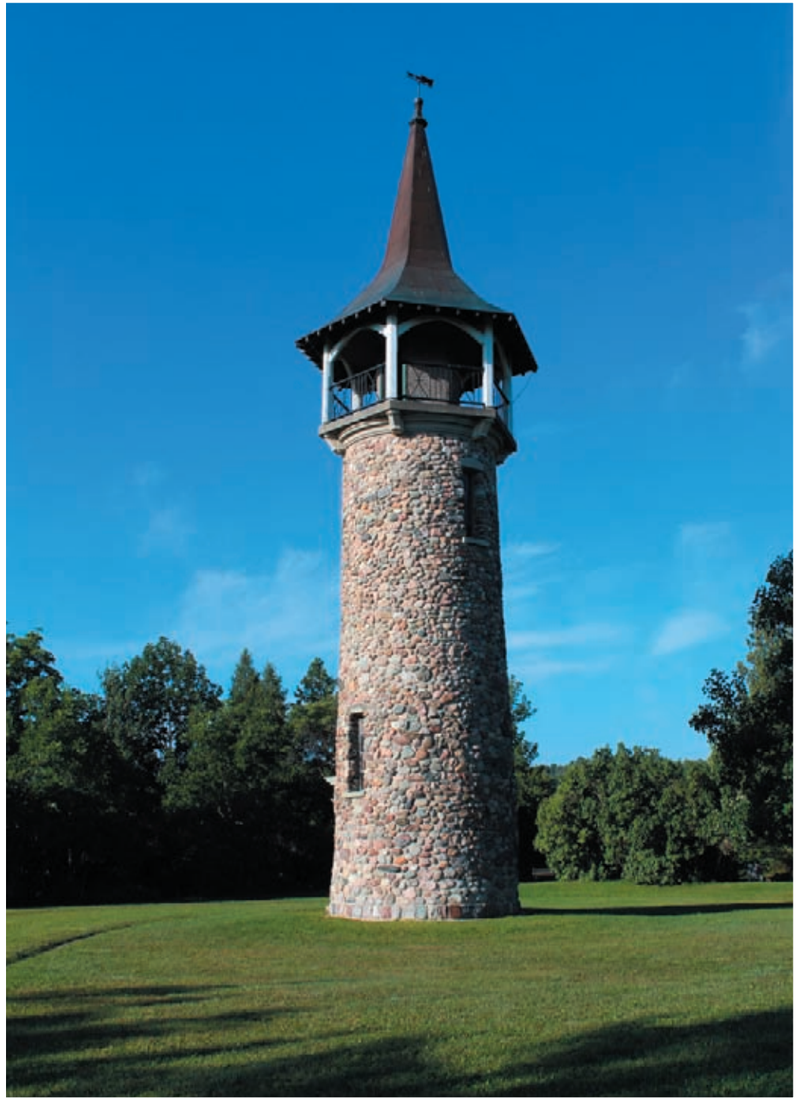
It is the overall conclusion and recommendation of the Study Team and Consulting Project Team **that the 55 areas identified in the map included in Appendix 4 and described in more detail in the data sheets in Appendix 6 of this study, be identified as significant cultural heritage landscapes in the City of Kitchener.** By their very nature, cultural heritage landscapes are continually evolving. The value and significance assigned to some of the CHLs identified in this study may change. In time, other areas of the City may be identified as CHLs. For this reason, the Kitchener CHLs inventory will evolve.

12.1 Recommendations - In addition to the primary recommendation above, the Consulting Project Team makes the following observations, findings and conclusions:

- **Data Base Software** - The Microsoft Access software does not handle photographs well. It is recommended that the City continue to explore options for data base software that would facilitate both revisions to the data base and the handling of photography that is indispensible in documenting heritage resources.

- **Further Investigation** – There are four specific areas which require additional research to determine if they warrant identification as separate cultural heritage landscapes. These include the Bridgeport area, both sides of the river; the Lower Doon area including Homer Watson Park; the Breithaupt Park area; and, the Freeport area. Additional review of the Grand River Valley would strengthen arguments for the preservation of more open space related to heritage resources and to complement areas already in public ownership.

- **Residential Areas** – The Region of Waterloo's approach to the identification of heritage residential areas was focused on the identification of smaller hamlets and villages, but did not identify older urban residential neighbourhoods as a thematic area of consideration. Older residential areas are great repositories of architecture, streetscapes, gardens, public open spaces, and occasionally civic, institutional and industrial structures of heritage value. To Kitchener's credit, it has already identified four important residential areas as Heritage Conservation Districts. At the same time, there were several additional residential areas identified as having significant heritage resources and yet based on the Region's evaluation criteria did not achieve Regional significance. It is the recommendation of the Consulting Project Team that the approach to all heritage residential areas be reviewed with the possibility that a separate set of criteria be used to evaluate these areas. The intent of this review would be to develop an evaluation method that more accurately addresses the wealth of cultural heritage resources embodied in these neighbourhoods.



- **Conservation Guidelines for Older Residential Neighbourhoods** – Each of the four Heritage Conservation Districts were well documented and each provided a separate set of guidelines to encourage conservation and restoration of heritage properties. Many of these guidelines are overlapping and generic to older residential areas. They have application beyond the boundaries of the HCDs for which they were originally written. It is the recommendation of this study that a more universal set of guidelines be consolidated, updated and reorganized to address all older residential neighbourhoods regardless of whether they have

been designated as an HCD or have some other level of designation. This would assist all homeowners of heritage properties in addressing on-going maintenance and improvement issues and reinforce a sense of the collective and shared value in maintaining heritage structures and landscapes to the benefit of whole neighbourhoods. Since styles and technologies change and evolve, a more comprehensive guideline could address the appropriateness of adaptation of these new trends in construction and design. Where unique circumstances arise, the guideline could have more specific remedies in appendices that would focus on these individual or unique conditions.

- **Roads –** Urban streets are being continually updated. It is very difficult to maintain the heritage integrity of roads when road widening is necessary to address volume changes and new services are required to update old infrastructure. The Huron Road is a good example of this problem. The Huron Road has a great heritage story with very little physical evidence left with which to tell that story. The City's approach to preserving original rights-of-way as public open space in developing suburban areas is both innovative and commendable. It is recommended that this approach to conserving that rural network of pioneer roads, particularly in the southern part of the City, continue, and that an overall plan of the anticipated end result be formulated to demonstrate the value of this approach.

- **The Urban Forest and Heritage Trees –** Today's urban forest is a gift from past generations. The City's portfolio of trees has been progressively added to, by each new generation of citizens, since replanting began in the latter part of the 1800s. Some areas of the City now have trees in excess of 120 years old. The City has also done a commendable job of preserving large areas of tree cover as suburban development advanced to the south. Wooded areas such as the Huron Natural Area will be this generation's gift to the future. If areas like Pinnacle Hill, Homer Watson Park, Huron Natural Area and Steckle Woods, to name a few, can be managed to achieve *old-growth forest status*, what an marvelous contribution they will make to the quality of life of future generations of Kitchener residents. As well as their heritage value, these trees provide all manner of tangible environmental benefits. The City needs to remain determined and disciplined in its approach to preserving and enhancing this valuable civic asset.

- **Investment in Telling the Heritage Story** – The City has made a considerable capital investment in telling the story of pioneer settlement in the vicinity of the Pioneer Tower, Schneider House, industrial heritage through public art, and the history of First Nations at the Huron Natural Area. It is difficult to calculate the impact that these kinds of facilities have on a community's understanding of their heritage. It is the opinion of the authors of this report, that however subtle, these kinds of facilities do have a tangible impact on people's perception of their community, not just that it is old, but that a significant amount of human energy went into the creation and quality of the City as it exists today. It is the recommendation of this report that the City continue to invest in these kinds of facilities and that priority be given to the history of the following: the Iron Horse Trail, Victoria Park, the Grand River and its tributaries, the Grand Trunk Railway story, and the industrial heritage of the City's core.

- **The Grand River** – Most of the Grand River watershed communities grew up straddling the Grand and its tributaries. They have their own heritage legacy and story. Kitchener is different. It did not straddle the River, but expanded, and is continuing to expand, to the River. While other watershed communities have had to determine how to, in many cases, recover the river's edge, Kitchener has the great fortune of being able to plan how it integrates the River into the fabric of the City. This integration includes the River's cultural and natural heritage. The amount of open space given to the River is important in the conservation and protection of both heritage and natural resources. There have been several studies completed giving direction in this regard. It is the recommendation of this report that the City remains diligent and disciplined in its approach to assembling public open space along the River's edge and in developing the interpretive programme associated with the Walter Bean Trail.

- **Continuing Process** - There must be a continued openness to adding cultural heritage landscapes and features to the inventory. Not only was this study not able to include all the resources that currently exist, but new resources will present themselves as the City continues to mature, and as these resources become publicly recognized for their heritage value and their contribution to the evolution of the City's physical form and social fabric. This open process will require continued funding, staff resources and volunteer time to keep the inventory up to date. Priorities should be given to: a more complete inventory of residential neighbourhoods with priority given to those in the core area of the City; those landscapes associated with the Grand River corridor; and the remaining agricultural areas within the City's boundaries.

- **Publicly Accessible Information** - It should be acknowledged that the cultural resources of the city are part of the City's history and story of development. This information will be of interest to all citizens, students, and professionals. Eventual inclusion on websites and in digital format such as video and DVDs will allow the public greater access to *their story* and in turn, encourage greater participation in the preservation and management of those heritage resources deemed valuable and worthy of protection.

12.2 Next Steps - As suggested above the identification and evaluation of cultural heritage landscapes is one step in the conservation process and will continue to be an on-going planning exercise. It is anticipated that there may be additional landscapes added to the inventory and in some cases landscapes removed if for some reason they lose their heritage integrity or significance. While the conservation of some areas has already been adequately addressed through individual designations and Heritage Conservation Districts, other identified CHLs would be well served through further examination and consideration of new or additional conservation tools, with priority perhaps given to the City's older residential neighbourhoods. These mechanisms must be a reflection of the combined level of heritage conservation and change management desired by the municipality, the public and property owners. It should also include consideration to listing on the Municipal Heritage Register and designation in the Official Plan (as per Municipal and Regional Official Plan policy), as well as the use of design guidelines and possibly heritage designation. By so doing, the City of Kitchener can move forward into 21st Century confident that its cultural heritage landscapes and associated heritage resources will be less at risk.

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