



Region of Waterloo

Regional Implementation Guideline

**Conserving
Regionally Significant
Cultural Heritage
Resources**

2018

Contents

A.	INTRODUCTION	3
	1.0 What are Regionally Significant Cultural Heritage Resources?	4
	2.0 Rationale for RSCHR Conservation	5
	3.0 Objectives of Undertaking the RSCHR Identification Process	6
	4.0 Policy Framework	8
B.	CONSERVATION PROCESS	13
C.	GUIDELINES	16
	I. Identification and Evaluation of Regionally Significant Cultural Heritage Resources	16
	II. Documentation of Regionally Significant Cultural Heritage Resources	21
	III. Council Approval of Regionally Significant Cultural Heritage Resources	25
	IV. Conservation of Regionally Significant Cultural Heritage Resources through a Cultural Heritage Impact Assessment	29
D.	GLOSSARY OF DEFINITIONS	37
E.	REFERENCE LIST	40
	Appendix A - Example of an Evaluated RSCHR	41

A. INTRODUCTION

The purpose of the Region of Waterloo Implementation Guideline for Conserving Regionally Significant Cultural Heritage Resources is to provide guidance to applicants, municipal heritage advisory committees (MHACs) and Regional and Area Municipal staff on the implementation of the *Regionally Significant Cultural Heritage Resources* policies of the Regional Official Plan (ROP) and for the preparation and review of *development applications*.

This document outlines the existing policy context and *conservation* process for the *cultural heritage resources* of interest to the Region of Waterloo, and provides further detail for the implementation of ROP policies 3.G.2 to 3.G.4 and 3.G.14 to 3.G.20 through the following sections:

- Identification and Evaluation of Regionally Significant Cultural Heritage Resources
- Documentation of Regionally Significant Cultural Heritage Resources
- Council Approval of Regionally Significant Cultural Heritage Resources
- Conservation of a Regionally Significant Cultural Heritage Resource through a Cultural Heritage Impact Assessment

The ROP relies on implementation guidelines in a number of subject areas to provide additional technical guidance in the application of certain policies. Implementation guidelines elaborate upon ROP policy, but may not be used as a means of introducing “new policy provisions that could be the basis for denying *development applications* or for interfering with the natural justice rights of landowners and the public” (See Policy 10.B.10).

The content and scope of Regional Implementation Guidelines is determined through a full, open, and transparent consultation and engagement process with Area Municipalities, other agencies, interested organizations and citizens. Implementation guidelines represent statements adopted by Regional Council that detail the manner in which ROP Policy should be implemented. As relevant ROP policies are updated, added, or deleted, the implementation guidelines must also be revised to ensure conformity with the provisions of the ROP.

As stated in the ROP, through the planned *conservation* of the region’s *cultural heritage resources* including heritage resources that are of Regional interest, Waterloo Region will realize the benefits of: a higher quality of life; a stronger and more defined regional identity; a wealth of social, environmental and economic opportunities; and a broader foundational understanding of the people and places of our past.

1.0 What are Regionally Significant Cultural Heritage Resources (RSCHR)?

RSCHR are *significant built heritage resources* and *cultural heritage landscapes* identified as being valued for the important contribution they make to our understanding of the history, events and/or people of Waterloo Region as a whole. These include but are not limited to:

- buildings;
- monuments;
- bridges and other *infrastructure*;
- rivers and waterways;
- roads;
- parks and open space;
- districts;
- cemeteries;
- *cultural heritage landscapes*; and,
- archaeological sites.

To further illustrate potential resources that may possess Regional significance, the following chart outlines groupings of *RSCHR* by theme and lists examples that could be, or have been evaluated. In several of the categories, individual structures may possess Regional significance due to being the work of an outstanding architect or builder, sites where historic events took place, or contributing to the physical character of the region.

Theme	Explanation	Examples
Public Buildings	Purpose-built public structures that have played a central role in the growth and development of the Region of Waterloo.	Galt Post Office
		Elmira Carnegie Library
Bridges & Transportation	<i>Infrastructure</i> constructed over the nineteenth and twentieth century that has been integral to the development of the region.	Freeport Bridge, Kitchener
		Waterloo Train Station
		West Montrose Covered Bridge
Industry & Commerce	In the nineteenth and twentieth centuries there were many manufacturing industries which were fundamental to economic development.	Kitchener Warehouse District Cultural Heritage Landscape
		Sheave Tower, Cambridge
Outdoor Spaces & Corridors	Scenic roads and landscaped public parks and open spaces contribute to the region's urban form and sense of place. Potential exists to be <i>designated</i> as <i>Cultural Heritage Landscapes</i> .	Huron Road, Kitchener
		Waterloo Park, Waterloo

Early Settlements	Small, early settlement areas that have retained their heritage character and attributes may demonstrate the early development of Waterloo County, while containing other element(s) of interest. Potential exists to be <i>designated as Cultural Heritage Landscapes</i> .	New Hamburg, Township of Wilmot
		Maryhill, Township of Woolwich
Places of Residence	Early residences of <i>significant</i> regional citizens, work of an outstanding architect or builder, sites where historic events took place, or those illustrating unique styles of architecture/building materials contributing to the physical character of the region.	Joseph Schneider Haus, Kitchener
		Castle Kilbride, Township of Wilmot
		Homer Watson House & Gallery, Kitchener
Places of Worship	Religion was very important to many of the early settlers in Waterloo County. As churches were often the centre of community life, many towns developed physically and culturally around them.	First Mennonite Church, Kitchener (first church in Berlin)
		Detweiler Meetinghouse, Roseville, North Dumfries (only surviving stone meetinghouse built by Mennonite pioneers)
Burial Grounds	Historic burial grounds and cemeteries are associated with many <i>significant</i> places of worship and early pioneers. Potential also exists to be <i>designated Cultural Heritage Landscapes</i> .	Woodland Cemetery Cultural Heritage Landscape, Kitchener
		Pioneer Memorial Cemetery, Kitchener
Indigenous Sites	Indigenous sites provide information on the lifestyles and lives of people who lived in the region before European contact. More research is needed on the prehistory of Waterloo Region.	Huron Natural Area, Kitchener

2.0 Rationale for the Identification and Conservation of RSCHR

Conserving a RSCHR means identifying, protecting, using and/or managing a resource in such a way that the heritage value, *attributes* and integrity of the property are retained for the benefit of the region, province or nation. This identification will support the *conservation* and future *designation* of individual heritage resources and of *cultural heritage landscapes* that contribute to the character of Waterloo Region. The *conservation* efforts outlined in this implementation guideline will be undertaken in partnership with Area Municipalities to support and assist them in protecting and managing *RSCHR*.

Note: Identifying a resource as Regionally *significant* will not replace the Area Municipal responsibility to *designate* property, nor will it replicate the level of protection provided through listing on an Area Municipal Register or by an Ontario Heritage Act *designation*.

Identifying RSCHRs provides clarity for the development industry and Area Municipalities as to where the Regional cultural heritage interest lies and also when and for which heritage resources Regional comments may be expected in the development review process. Identifying Regional significance will ensure that the Regional interest is applied consistently across each Area Municipality and provides a level of impartiality when it comes to cultural heritage significance, as each Area Municipality faces differing development pressures and priorities. Identifying RSCHRs also provides Area Municipal staff the support of Regional Cultural Heritage staff resources, if required or requested, when determining heritage significance and reviewing development applications that may impact a RSCHR. This imparts a level playing field across the Region as each Area Municipality has different capacities with respect to professional heritage planning.

The *conservation* of *RSCHR* provides the following benefits:

- Sense of Place - The region's tangible *cultural heritage resources*, combined with stories of the past, provide a physical and psychological foundation for our regional identity. *RSCHR* provide important information about, and opportunities for, understanding the events, processes and activities that have shaped, and are continuing to shape, our region.
- Authenticity – *RSCHR* often support ongoing traditions and reflect particular ways of life. They allow people to participate in our region's cultural heritage continuum: learning from the multilayered past; enjoying the vibrancy of the present; and creating meaningful linkages for the future.
- Quality of Life – *RSCHR* provide economic, environmental, social and cultural benefits through aesthetic, ecological, recreational and educational opportunities. *Conserving RSCHRs* will make our region a better place to live, work, play and visit.

3.0 Objectives of Undertaking the RSCHR Identification Process

Undertaking the process to identify a *RSCHR* ensures that *cultural heritage resources* are proactively identified and that the necessary information is available to effectively consider cultural heritage *conservation* during the land use and *infrastructure* planning process. Generally, identifying *RSCHR* recognizes the

importance of a *cultural heritage resource* to Waterloo Region as a whole. It also encourages good stewardship and promotes opportunities for education, tourism, and in the deriving the character of this region.

Priority-based Planning – The *RSCHR* Conservation Process will be used to better inform land use and *infrastructure* planning decisions and is not meant to negatively impact permitted land uses. *Conservation of cultural heritage resources* is often one of many planning priorities. The ROP establishes a strong vision for the more efficient use of land and resources through compact urban development. This vision is realized through ROP policies to: increase reurbanization in our urban areas; develop a Rapid Transit system; promote brownfield redevelopment; and, establish a firm countryside line. Implementing that vision comes with increased and sometimes negative development pressures on *Cultural Heritage Landscapes* and *built heritage resources*. To complement and balance this vision, the ROP also includes policies for the identification *RSCHR*. Identifying the most *significant cultural heritage resources* and landscapes as *RSCHR*, assigns priority and requires that additional consideration be given when development applications may impact *RSCHR*, applications that in many other ways, may carry-out and fulfill Regional priorities.

Full consideration of all priorities, including *RSCHR conservation*, during the land use and *infrastructure* planning process will result in the best possible *development* or construction/rehabilitation solution that meets as many priorities as possible. It is important to note there may be *cultural heritage resources* in the region that have not yet been identified in any fashion, or are even known about. These resources may be of equal or greater value to an identified *RSCHR*. The process of identifying *RSCHR*s does not diminish the value of other unidentified *cultural heritage resources*, it simply facilitates the *conservation* of an identified *RSCHR* through the *development application* review process.

Increased Transparency – An up to date list of identified *RSCHR* will be available on the Region's website and shared with Area Municipalities. Maintaining a list of *RSCHR* is a means of making Regional and Area Municipal staff, developers, property owners and the public aware of the historically *significant cultural heritage resources* within the community for which conservation measures should be considered.

Informed Decision Making – Identified *RSCHR* are supported by documentation that includes an evaluation against 10 criteria approved by Regional Council that highlight a resource's *significant cultural heritage* value or interest. This research provides the foundation of information on which the determination of Regional significance will be based and proposed *development, site alteration* and *infrastructure* projects will be reviewed.

Effective Heritage Protection – Identifying a *RSCHR* does not provide formal protection to the resource. The *RSCHR* Conservation Process documents the

resource's cultural heritage value, requires the consideration of formal heritage recognition or *designation* of the *RSCHR* by the Area Municipality, and can be used to trigger heritage review of proposed *development* applications, and Regional *infrastructure* projects. As with all *cultural heritage resources*, identified *RSCHR* should be considered for protection through existing and new Ontario Heritage Act *designations*, conservation easements, Area Municipal register listings, and through the implementation of recommendations made within *Cultural Heritage Impact Assessments (CHIA)*.

4.0 Policy Framework

RSCHR will be *conserved* through complementary policy provisions at the Provincial, Regional and Area Municipal level. The following section outlines the existing policy provisions at the Provincial and Regional level and a recommended policy approach for the Area Municipal level.

4.1 Provincial Legislation

The Provincial Policy Statement (PPS), policy 2.6.1 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.”

Provincial legislation requires municipalities to conserve significant cultural heritage resources, and provides a wide variety of planning and financing tools (under the Planning Act, the Ontario Heritage Act, the Municipal Act, etc.) to municipalities that can be used for the conservation of cultural heritage resources that may include resources that are Regionally significant.

Section 27 of the Ontario Heritage Act requires Area Municipalities to keep a current, publicly accessible register of properties of cultural heritage value or interest situated in the municipality. As of 2005, the Ontario Heritage Act also allows Area Municipalities to include on the Municipal Heritage Register, properties of cultural heritage value that have not been *designated*. Listing on a municipal register is a means to formally identify properties that may have cultural heritage value or interest to the community. It is an important tool in planning for their conservation and provides a measure of interim protection.

Upper-tier municipalities are not enabled to list resources on a register through the Ontario Heritage Act. The Regional Municipality of Waterloo has established a

Waterloo Region Heritage Inventory (WRHI) that aims to include cultural heritage resources of interest to the Region, also known as *RSCHR*, with the understanding that the inclusion of these resources on the Inventory provides no legislative or statutory effect on those cultural heritage resources. This list of *RSCHR* is to be forwarded to Area Municipalities for their consideration for inclusion in their registers.

The Ministry of Tourism, Culture and Sport encourages communities to conserve cultural heritage resources, such as *RSCHR*, by ensuring they are 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 to ensure the ongoing conservation of the cultural heritage resources within their jurisdiction.

4.2 Regional Policy

The ROP (2009-2029) contains the following policies specifically related to the *conservation of RSCHR*.

3.G.2 The Region will prepare and update a Regional Implementation Guideline for Conserving Regionally Significant Cultural Heritage Resources. In accordance with the Ontario Heritage Act, this guideline will outline the criteria and processes the Region will follow to identify and *conserve cultural heritage resources* of Regional interest including regional roads that have cultural heritage value or interest.

3.G.3 Area Municipalities will identify *cultural heritage resources* by establishing and maintaining a register of properties that are of cultural heritage value or interest. Area Municipalities will include on their register properties *designated* under Part IV, V or VI of the Ontario Heritage Act, and will consider including, but not be limited to, the following additional *cultural heritage resources* of cultural heritage value or interest:

- a) properties that have heritage conservation easements or covenants registered against title;
- b) *cultural heritage resources* of Regional interest; and
- c) *cultural heritage resources* identified by the Grand River Conservation Authority and the Federal or Provincial governments.

3.G.4 The Region will coordinate and maintain a region-wide inventory of *cultural heritage resources* that are:

- a) listed on registers established and maintained by Area Municipalities;
- b) identified by the Federal or Provincial governments, and the Grand River Conservation Authority;
- c) identified through research by the Region, Area Municipalities, post-secondary institutions or local historical societies;
- d) of Regional interest; or
- e) owned by the Region.

RSCHR are also subject to ROP policies 3.G.14 to 3.G.20 that deal with *CHIAs*.

4.3 Area Municipal Policy

General policies for the *conservation of cultural heritage resources*, which include *RSCHR*, must be included in an Area Municipal Official Plan (OP) in order for the plan to be consistent with the ROP and the PPS.

General *RSCHR conservation* policies found in Area Municipal Official Plans include, but are not limited to a commitment by the Area Municipality to:

- Identify *cultural heritage resources* by establishing and maintaining a register of properties that are of cultural heritage value or interest. Area Municipalities will include on their register properties *designated* under Part IV, V or VI of the Ontario Heritage Act, and will consider including *cultural heritage resources* of Regional interest;
- Where a *CHIA* required under Policy 3.G.13 relates to a *cultural heritage resource* of Regional interest that is listed on the Municipal Heritage Register, the Area Municipality will ensure that a copy of the assessment is circulated to the Region for review. In this situation, the *CHIA* submitted by the owner/applicant will be completed to the satisfaction of both the Region and the Area Municipality; and,
- Where a *development application* includes, or is *adjacent* to, a *cultural heritage resource* of Regional interest that is not listed on a Municipal Heritage Register, the owner/applicant will be required to submit a *CHIA* completed to the satisfaction of the Region.

Associated *RSCHR conservation* policies within the ROP encourage the Area Municipality to consider pursuing *designation* of *RSCHR* under the Ontario Heritage Act, if not already formally protected through *designation*.

4.4 Expectations and Outcomes of ROP Policies and this Implementation Guideline

Implementation of the ROP *RSCHR conservation* policies using this implementation guideline will result in:

- Comprehensive region-wide identification and evaluation of *RSCHR*;
- Documentation of individual *RSCHR* through evaluation documents;
- Listing of *RSCHR* on the Region of Waterloo website and inclusion of *RSCHR* on the WRHI; and,

- Regional authority to provide comment on and require *CHIAs* to support proposed *development applications* within or *adjacent* to an identified *RSCHR*.

4.5 Region of Waterloo Heritage Planning Advisory Committee Mandate

The Region of Waterloo's Heritage Planning Advisory Committee (HPAC) advises the Region on heritage policies, implementation, issues and strategies. Committee, in accordance with the policies in Chapter 3 of the ROP, will fulfil its mandate under the direction of the Community Services Committee and the Commissioner of Planning, Development and Legislative Services. Upon request from the Commissioner of Planning, Development and Legislative Services, they will:

- a) Advise on heritage matters that are in accordance with the ROP;
- b) Assist in monitoring the implementation of the ROP policies and their impact on *cultural heritage resources*;
- c) Review and comment on *development applications*, *Environmental Assessments*, and other processes that may impact *cultural heritage resources* of Regional interest;
- d) Review and comment on Regional projects that may impact *cultural heritage resources*;
- e) Assist the Region and supporting Area Municipalities in developing new heritage policies and strategies;
- f) Assist in the implementation of the Ontario Heritage Act in matters of Regional jurisdiction; and,
- g) Comment on policies, plans, programs or legislation of other bodies for the promotion and/or *conservation* of heritage in the region.

The HPAC will endeavour to increase public awareness and understanding about heritage issues of Regional interest and will undertake or support research on *cultural heritage resources* and issues, and will report findings to Regional Council, Area Municipal Councils and the public, as appropriate.

See the HPAC [Terms of Reference on the Region's website](#) for more details on the committee's vision and duties.

4.6 Role of the Region of Waterloo HPAC

As a result of the committee's mandate, HPAC identified the need to create a process to evaluate and *conserve RSCHR*. In 2002, Council approved the ten (10)

criteria evaluation developed by HPAC to identify Regional Significance (See Guideline I Section. 2.0).

HPAC's advisory role in the identification and *conservation* of candidate *RSCHR* is based on the points discussed in section A.4.5 above. The committee will advise on the prioritization and recommendation of properties identified as *RSCHR*, and will review and comment on the evaluation of candidate properties through the application of Council approved criteria. HPAC may also review and provide comment on Regional Significance and *CHIAs* related to identified *RSCHR*s as part of the heritage review process (during both the *development application* review and *Environmental Assessment* processes).

B. CONSERVATION PROCESS

The following process for *conserving RSCHR* has been developed to ensure that they are recognized early in the land use planning process, and that comprehensive information on the *cultural heritage resources* and *attributes* of the *RSCHR* are available when making land use decisions.

The Regionally Significant Cultural Heritage Resources Conservation Process includes:

- Identifying and evaluating candidate *RSCHR*;
- Documenting *RSCHR* in a consistent format;
- Undertaking stakeholder and Area Municipal consultation and engagement before formally identifying *RSCHR*;
- Requesting Regional Council approval of *RSCHR*;
- Including *RSCHR* on the WRHI; and,
- Reviewing *proposed development, site alteration, and public works projects* within or *adjacent* to identified *RSCHR* to determine whether the *cultural heritage resources* and *attributes* associated with the *RSCHR* will be *conserved*.

The Regionally Significant Cultural Heritage Resources Conservation Process has six key steps that will be undertaken through the implementation of the associated guideline.

The following chart outlines the connection of each step to the associated section of the guideline. A process chart is included on the following page.

Key Steps	Associated Section of the Guideline
1 Identification of Candidate <i>RSCHR</i>	Identification and Evaluation of Regionally Significant Cultural Heritage Resources (Section I)
2 Evaluation of Regional Significance	
3 Documentation of <i>RSCHR</i>	Documentation of Regionally Significant Cultural Heritage Resources (Section II)
4 HPAC Consideration and Recommendation to Regional Council	Council Approval of Regionally Significant Cultural Heritage Resources (Section III)
5 Council Approval and Update of WRHI	

6 <i>Conservation of the RSCHR</i> through the Land Use and Infrastructure Planning Processes	Conservation of Regionally Significant Cultural Heritage Resources through a Cultural Heritage Impact Assessment (Section IV)
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Individual *attributes* of *RSCHR* will continue to be protected through existing and new Ontario Heritage Act *designations* by Area Municipalities, conservation easements and Area Municipal Heritage Register listings, and through the implementation of recommendations made within *CHIAs*.

Conservation Process Chart

Step 1

Preliminary Research and Identification of Candidate *RSCHR*

Step 2

NOT a Regionally Significant Resource

Evaluation of Candidate *RSCHR* Against Criteria for Determining Regional Significance

Consultation/engagement with HPAC, property owners, Area Municipal staff and other stakeholders

Regionally Significant Resource

Step 3

Evaluation Document Completed

Step 4

Property Owner *RSCHR* Listing Process *Notification*, HPAC Consideration and Recommendation to Council.

Objectives of *RSCHR* Identification
 It is expected that the majority of *RSCHR* are, or will be, formally recognized at the by the Area Municipality (i.e. municipal *designation* or listing).
 All properties formally recognized by the Area Municipality may be subject to *CHIA* as a result of future *development applications* under the Planning Act.
 For *RSCHR*, the Region may comment on a *CHIA*s required by an AM or require a *CHIA* if one has not been required by the AM.

Preparation of Report Recommending Council Approval
 (more than one *RSCHR* may be ready for approval at a time)

Additional *Notification(s)* Sent to Property Owner(s)

Step 5

If Approved by Council, Added to WRHI

Forwarded to Area Municipality for Consideration for Inclusion in Municipal Heritage Register and Potential *Designation* under Ontario Heritage Act

Step 6

Conserved Through Land Use and Infrastructure Planning Processes

C. GUIDELINES

I. Identification and Evaluation of Regionally Significant Cultural Heritage Resources

Regional Official Plan

- 3.G.2 The Region will prepare and update a Regional Implementation Guideline for *Conserving Regionally Significant Cultural Heritage Resources*. In accordance with the Ontario Heritage Act, this guideline will outline the criteria and processes the Region will follow to identify and *conserve cultural heritage resources* of Regional interest including regional roads that have cultural heritage value or interest.
- 3.G.4 The Region will coordinate and maintain a region-wide inventory of *cultural heritage resources* that are:
- a) listed on registers established and maintained by Area Municipalities;
 - b) identified by the Federal or Provincial governments, and the Grand River Conservation Authority;
 - c) identified through research by the Region, Area Municipalities, postsecondary institutions or local historical societies;
 - d) of Regional interest; or
 - e) owned by the Region.
- 3.G.11 The Region will maintain a Heritage Planning Advisory Committee to advise the Region on the implementation of the heritage policies in this Plan and other heritage issues of Regional interest, in accordance with the Terms of Reference adopted and periodically reviewed by Regional Council.

Application

In accordance with policy 3.G.2, 3.G.4 and 3.G.11 of the Regional Official Plan(ROP), this section of the guideline will apply when Regional staff and the Regional Heritage Planning Advisory Committee (HPAC) are identifying candidate *RSCHR* and evaluating the Regional significance of the candidate *RSCHR*. *Cultural heritage resources* determined to be Regionally *significant* are also subject to policies 3.G.14 to 3.G.16.

Purpose

The purpose of this section of the guideline is to ensure an efficient, consistent, comprehensive and defensible process is used to identify *Regionally Significant*

Cultural Heritage Resources (RSCHR) worthy of *conservation* within the Region of Waterloo.

Identification and Evaluation of RSCHR

RSCHR are defined as *significant built heritage resources* and *cultural heritage landscapes* identified as being valued for the important contribution they make to our understanding of the history, events or people of Waterloo Region as a whole. These include but are not limited to:

- Buildings,
- Monuments,
- Bridges and other *infrastructure*,
- Rivers and waterways,
- Roads,
- Parks and open space,
- Districts,
- Cemeteries,
- *Cultural heritage landscapes*, and,
- Archaeological sites.

1.0 Regional Cultural Heritage staff and the HPAC will develop a list of candidate *RSCHR*.

1.1 The list of candidate *RSCHR* will include, but not be limited to:

- a) Resources that illustrate an aspect of the social, cultural, political, economic, or technological history or development of the region
- b) Resources that are associated with an historical event of importance on a regional, provincial, national or international scale; and,
- c) Resources that are associated with person(s) recognized as having made a significant contribution to development or influenced events on a regional, provincial, national or international stage

1.2 HPAC and Cultural Services staff will utilize various sources to identify candidate *RSCHR* including, but not limited to:

- a) Public Building Inventory;
- b) Municipal Heritage Registers;
- c) Cultural Heritage Landscape Technical Studies;
- d) Heritage Bridge Studies;
- e) Previously indicated Sites of Regional Heritage Significance
- f) Sites associated with local and provincial plaques and National Historic Sites;
- g) Extant Archaeological Sites;

- h) Other local inventories, i.e. Walking Tours, etc. and,
- i) Public consultation and engagement.

1.3 HPAC and Cultural Heritage staff will undertake public and property owner engagement and consultation during the development and refinement of the list of candidate *RSCHR* to establish general feed back and specifically to: establish or determine community value of the candidate resource; learn of associated and anecdotal history of the resource; and, garner additional evidence of historical integrity. Consultation and engagement is encouraged at every stage in the Conservation Process, examples of engagement may include:

- a) Solicitation of feedback from the public, Area Municipalities, Agencies and property owners in newspaper notices, notices on Regional and Area Municipal websites, email blasts and posted mail;
- b) One-on-one discussions, or group discussions and presentations with property owners and effected or interested parties;
- c) Focus groups and open houses; and
- d) Web-based engagement tools

2.0 Regional staff will research the *significance* of each candidate *RSCHR* based on a ten (10) criteria evaluation as approved by Regional Council in 2002 (P-02-083). The fulfillment of at least four (4) criteria determines significance.

A candidate *RSCHR* will be evaluated on:

2.1 Recognition

The *RSCHR* or element(s) within the *RSCHR* may be recognized on an Area Municipal Heritage Register, and or Regionally, Provincially or Nationally under various legislation.

2.2 Rare or Dates from a Prehistoric or Early Historic Period

- a) The prehistoric period is outlined by the Ontario Archaeological Society as the time from the first arrival of Ice Age Paleo-Indian hunters until the arrival of European fur traders and missionaries in the seventeenth-century.
- b) The early historic period comprises the post-contact period, and continues until the formation of Waterloo County in 1850.

2.3 Design

The *RSCHR* or element(s) within the *RSCHR* may serve as an example of the work of an outstanding regional, national, or international architect, engineer, builder, designer, landscape architect, interior designer, or sculptor, or as an example of vernacular architecture.

- a) Vernacular architecture includes all architecture that does not employ recognizable style. Distinguishable traits tend to be unique to each locality, often reflecting the ethnic origin of the builder, and demonstrate the influences of local climate, geology, geography, and economics on building construction. Vernacular architecture is found in a repeating pattern, or has repeated use of similar features.

2.4 **Association with Significant Person(s)**

The *RSCHR* may be associated with a person(s) recognized as having made a significant contribution to the social, cultural, political, economic, technological or physical development or as having materially influenced the course of regional, provincial, national, or international events.

2.5 **Association with Significant Event(s)**

The *RSCHR* may be associated with an historic event which is recognized as having regional, provincial, national, or international importance, having a significant or lasting impact on society.

2.6 **Illustration of Development**

The *RSCHR* may be an example and illustration of the region's prehistoric or historic social, cultural, political, economic, or technological history or development.

2.7 **Contribution to Landscape**

The *RSCHR* may contribute to the urban or rural composition, streetscape, view shed, or landscape of which it forms a part of.

- a) Heritage or cultural landscapes can include gardens, parks, open space, urban streetscapes, and rural landscapes. They illustrate broad patterns of land use over time.
- b) A view shed, or view plane, can be used to recognize and preserve valued features of heritage landscapes. View sheds are determined by both height and breadth of a view from an advantageous location.

2.8 **Potential for Tourism**

The *RSCHR* may have the potential to contribute to commercial tourism or other development based on heritage and/or culture.

- a) Factors have been identified to determine whether a site can be adapted for heritage tourism. These factors are:
- Adaptability, where re-use will not compromise the *significant* architectural elements;
 - Compatibility with the current zoning;
 - The capacity for education or museum use;
 - Integrity of the site; and,
 - Whether the cost to *conserve* and maintain the site is sustainable

2.9 Contribution to Waterloo Region's Character

The *RSCHR* or element(s) within the *RSCHR* may serve as a good example of vernacular architecture or part of a group of similar bridges/structures/ andscapes which contribute to the particular "look" or "character" of the region.

2.10 Historical Association with the Grand River and its Major Tributaries

The *RSCHR* or element(s) within the *RSCHR* may be part of a group of historically associated structures which may be totally within the region or which may be part of a larger area within the context of the Grand River and its main tributaries as a Canadian Heritage Rivers System.

- a) The Grand River is recognized by the Canadian Heritage Rivers System Program for its human heritage and recreational values. The Grand River and its main tributaries – The Conestogo, Nith, Eramosa and Speed Rivers – are all recognized under this designation.

II. Documentation of Regionally Significant Cultural Heritage Resources

Regional Official Plan

- 3.G.2 The Region will prepare and update a Regional Implementation Guideline for *Conserving Regionally Significant Cultural Heritage Resources*. In accordance with the Ontario Heritage Act, this guideline will outline the criteria and processes the Region will follow to identify and *conserve cultural heritage resources* of Regional interest including regional roads that have cultural heritage value or interest.
- 3.G.3 Area Municipalities will identify *cultural heritage resources* by establishing and maintaining a register of properties that are of cultural heritage value or interest. Area Municipalities will include on their register properties *designated* under Part IV, V or VI of the Heritage Act, and will consider including, but not be limited to, the following additional *cultural heritage resources* of cultural heritage value or interest:
- a) properties that have heritage conservation easements or covenants registered against title;
 - b) *cultural heritage resources* of Regional interest; and
 - c) *cultural heritage resources* identified by the Grand River Conservation Authority and the Federal or Provincial governments.
- 3.G.4 The Region will coordinate and maintain a region-wide inventory of *cultural heritage resources* that are:
- a) listed on registers established and maintained by Area Municipalities;
 - b) identified by the Federal or Provincial governments, and the Grand River Conservation Authority;
 - c) identified through research by the Region, Area Municipalities, postsecondary institutions or local historical societies;
 - d) of Regional interest; or
 - e) owned by the Region.

Application

In accordance with policies 3.G.2 and 3.G.4 of the Regional Official Plan (ROP), this section of the guideline will apply when an evaluation document is being developed

for resources identified as a *Regionally Significant Cultural Heritage Resources (RSCHR)*.

Purpose

The purpose of this section of the guideline is to ensure appropriate and consistent methods and report formats are applied in the preparation of *RSCHR* evaluation documents. Compliance with this section will help to minimize the time required to prepare *RSCHR* evaluations.

Objective

RSCHR evaluation documentation also serves the following purposes:

- Information to share with property owners and development proponents and to provide an understanding of the rationale used to determine Regional *significance*;
- Information to share with Area Municipalities to confirm the evaluation's accuracy and completeness, and to encourage local recognition under the Ontario Heritage Act if the *cultural heritage resource* has not been formally protected; and,
- To aid the Region in providing comments during the *development application* review process.

Documentation of RSCHR

The *RSCHR* evaluation documentation is an important foundational document developed and maintained by Regional staff in consultation and engagement with HPAC, Area Municipal staff, property owners and community stakeholders. The document will include the information gathered during the research period prior to the formal identification of the *RSCHR*.

The *RSCHR* evaluation documents will include, but is not limited to the following requirements:

1.0 Background Information

A chart including the following information to familiarize the reader with the *RSCHR*:

- Name of the *cultural heritage resource*;
- Description of the *cultural heritage resource* (i.e. the property and the principal resources that form the property such as buildings, structures landscapes, remains, etc.)
- Evaluation date;
- Address and location;
- Creation or construction date(s);
- Architect/builder/designer etc. name(s);
- Person(s) or groups associated;
- Previous and current use(s);
- Vantage points;
- Public access; and,
- Protection or designations.

2.0 The Evaluation

The evaluation will include the following components:

- 2.1 A description and listing of the key heritage *attributes* of the resource that must be retained to *conserve* the cultural heritage value or interest.
- 2.2 A chart outlining the ten (10) criteria for determining significance, and written statements for those the *RSCHR* meets (See **Section I, 2.0 - Identification and Evaluation of Regionally Significant Cultural Heritage Resources** for the criteria and explanations and **See Appendix A** for an example of an evaluated *RSCHR*); and,

- 2.3 A statement of the cultural heritage value or interest, or basically a summary of the evaluation, described above, explaining the cultural meaning, associations and connections the *cultural heritage resource* holds for the Region and/or Province.

3.0 Bibliography and Sourcing Notes

A bibliography and sourcing notes should be included in the evaluation chart documenting where information was gathered

4.0 Optional Aids

Photographs, including the location, date and description of what is depicted in the photo, and any other aids should be included at the bottom of the Background Information chart.

III. Council Approval of Regionally Significant Cultural Heritage Resources

Regional Official Plan

- 3.G.4 The Region will coordinate and maintain a region-wide inventory of *cultural heritage resources* that are:
- a) listed on registers established and maintained by Area Municipalities;
 - b) identified by the Federal or Provincial governments, and the Grand River Conservation Authority;
 - c) identified through research by the Region, Area Municipalities, postsecondary institutions or local historical societies;
 - d) of Regional interest; or
 - e) owned by the Region.

Application

In accordance with policy 3.G.4 of the Regional Official Plan (ROP), this section of the guideline will apply when the Region is proposing to include *Regionally Significant Cultural Heritage Resources (RSCHR)* on the Waterloo Region Heritage Inventory (WRHI).

Purpose

The purpose of this section of the guideline is to ensure appropriate and consistent methods and approaches are applied in the addition of *RSCHR* on the WRHI.

Objective

The addition of *RSCHR* on the WRHI:

- Enables the Region to proactively identify a valued *cultural heritage resource*;
- Ensures property owners and applicants are aware of, and engaged /consulted about, the presence of *RSCHR*;
- Triggers the consideration of inclusion of the *RSCHR* on Area Municipal Heritage Registers, upon the request of Regional Council (Such a request will be made within the *RSCHR* approval report); and,
- Allows Area Municipalities or the Region to require a *Cultural Heritage Impact Assessment (CHIA)* to ensure that a proposed *development* will conserve the *cultural heritage resources* and *attributes* of the *RSCHR*:

- a) Where a *CHIA* required under Policy 3.G.13 relates to a *cultural heritage resource* of Regional interest that is listed on an Area Municipal Heritage Register, the Area Municipality will ensure that a copy of the assessment is circulated to the Region for review. In this situation, the *CHIA* submitted by the owner/applicant will be completed to the satisfaction of both the Region and the Area Municipality; and,
- b) Where a *development application* includes, or is *adjacent* to, a *cultural heritage resource* of Regional interest that is not listed on an Area Municipal Heritage Register, the owner/applicant will be required to submit a *CHIA* completed to the satisfaction of the Region.

Council Approval of RSCHR

In accordance with *RSCHR ROP* policies, the WRHI will be updated to include *RSCHR*:

1.0 Once a resource has been evaluated and determined to be a candidate *RSCHR*:

- 1.1 The property owner will be *notified* that their property has been evaluated and is being recommended as a candidate *RSCHR*. The rationale for, and impacts of identification of the *RSCHR* will be provided, and their feedback on the candidacy will be solicited;
- 1.2 An Information Report recommending the inclusion of the *RSCHR*, or grouping of *RSCHR*, on the WRHI will be forwarded, along with completed evaluation documents, to Area Municipal Staff, HPAC and other appropriate agencies for comment and consideration;
- 1.3 Property owners will be *notified* of the scheduled HPAC meeting where recommendations will be made to include the *RSCHR* on the WRHI. If a property owner would like to comment on the committee's recommendation, they can register as a delegation to attend this meeting; and,
- 1.4 Following the HPAC meeting a report recommending the inclusion of the *RSCHR*, or grouping of *RSCHR*, on the WRHI will be prepared by Cultural Heritage staff for Council using the information gathered during the identification, evaluation and consultation/engagement process, including the completed evaluation document. Property owners will be circulated a link to this report and can register as a delegation at the Council meeting if they would like to comment on the recommendation.

2.0 A previously unevaluated candidate *RSCHR* may also be identified as a result of a *development application*. In this case, the proponent proposing the *development* or *infrastructure* improvement project is encouraged to *conserve* the resource until its Regional *significance* is evaluated, the consultation and engagement process has been undertaken, and a report recommending inclusion on the WRHI is approved by Council.

3.0 If the *RSCHR* is approved by Council for inclusion on the WRHI:

- 3.1 *RSCHR* property owners will be informed of inclusion of the resource on the WRHI;

- 3.2 The property will be included on the WRHI and added to the Region's GIS mapping for internal review. The WRHI includes an official name, address and summary information from the completed evaluation document;
 - 3.3 The updated list of RSCHR identified on the WRHI will be forwarded to Area Municipal staff for consideration of inclusion on their Municipal Heritage Register and for potential *designation* under the Ontario Heritage Act, and forwarded to other appropriate agencies for reference; and,
 - 3.4 The list of *RSCHR* included on the WRHI will be routinely updated and hosted on the Region of Waterloo website.
- 4.0 Inclusion of a RSCHR to the WRHI will allow the Region and/or Area Municipalities to require the completion of a *CHIA* as part of the heritage review process (during both the *development application* and *Environmental Assessment* processes) as per ROP Policies 3.G.14 to 3.G.16.

IV. Conservation of Regionally Significant Cultural Heritage Resources through a Cultural Heritage Impact Assessment

Regional Official Plan

- 3.G.4 The Region will coordinate and maintain a region-wide inventory of *cultural heritage resources* that are:
- a) listed on registers established and maintained by Area Municipalities;
 - b) identified by the Federal or Provincial governments, and the Grand River Conservation Authority;
 - c) identified through research by the Region, Area Municipalities, postsecondary institutions or local historical societies;
 - d) of Regional interest; or
 - e) owned by the Region.
- 3.G.14 Where a *Cultural Heritage Impact Assessment* required under Policy 3.G.13 relates to a *cultural heritage resource* of Regional interest, the Area Municipality will ensure that a copy of the assessment is circulated to the Region for review. In this situation, the *Cultural Heritage Impact Assessment* submitted by the owner/applicant will be completed to the satisfaction of both the Region and the Area Municipality.
- 3.G.15 Where a *development application* includes, or is *adjacent* to, a *cultural heritage resource* of Regional interest which is not listed on a Municipal Heritage Register, the owner/applicant will be required to submit a *Cultural Heritage Impact Assessment* to the satisfaction of the Region.
- 3.G.16 The Region will undertake a *Cultural Heritage Impact Assessment* and consult with the Area Municipality and the Regional Heritage Planning Advisory Committee prior to planning, designing or altering Regional buildings or *infrastructure* that may affect a *cultural heritage resource* listed on the region-wide inventory described in Policy 3.G.4. The *Cultural Heritage Impact Assessment* will be reviewed and approved in accordance with the policies in this Plan.
- 3.G.17 A *Cultural Heritage Impact Assessment* will include, but not be limited to the following:
- a) historical research, site analysis and evaluation;
 - b) identification of the significance and heritage *attributes* of the *cultural heritage resource*;
 - c) description of the proposed *development* or *site alteration*;
 - d) assessment of *development* or *site alteration* impacts;
 - e) consideration of alternatives, mitigation and *conservation* methods;
 - f) schedule and reporting structure for implementation and monitoring; and
 - g) a summary statement and *conservation* recommendations.

Regional Official Plan

3.G.18 Where a *Cultural Heritage Impact Assessment* required in this Plan relates to a *cultural heritage resource* of Regional interest, the *conservation* recommendations will, wherever feasible, aim to *conserve cultural heritage resources* intact by:

- a) recognizing and incorporating *cultural heritage resources* and their surrounding context into the proposed *development* in a manner that does not compromise or destroy the *cultural heritage resource*;
- b) protecting and stabilizing *built heritage resources* that may be underutilized, derelict, or vacant; and
- c) designing *development* to be physically and visually compatible with, and distinguishable from, the heritage resource.

3.G.19 Where it is not feasible to *conserve a cultural heritage resource* intact in accordance with Policy 3.G.18, the *conservation* recommendations will:

- a) promote the reuse or adaptive reuse of the resource, building, or building elements to preserve the resource and the handiwork of past artisans; and
- b) require the owner/applicant to provide measured drawings, a land use history, photographs and other available documentation of the *cultural heritage resource* in its surrounding context.

3.G.20 *Cultural Heritage Impact Assessments* may be scoped or waived by the Region or the Area Municipality as applicable.

Application

In accordance with policies 3.G.14 to 3.G.20 of the Regional Official Plan (ROP), this section of the guideline will apply when *development* is proposed within and/or *adjacent* to an identified *Regionally Significant Cultural Heritage Resource (RSCHR)*.

Purpose

The purpose of this section of the guideline is to ensure that *Cultural Heritage Impact Assessments (CHIA)* are required by Regional staff when appropriate, and are completed effectively in order to facilitate the *conservation* of *RSCHR* during the land use planning and *development application* process.

Conservation of RSCHR through a CHIA

1.0 During *development application* review, *Environmental Assessment* processes and Regional infrastructure projects, a *CHIA* may be required for RSCHRs and will be submitted to the satisfaction of the Area Municipality and/or the Region, and may also include consultation with the Regional Heritage Planning Advisory Committee (HPAC):

- Where a *CHIA* required by an Area Municipality relates to a *RSCHR*, the Area Municipality will ensure that a copy of the assessment is circulated to the Region for review. In this situation, the *CHIA* submitted by the owner/applicant will be completed to the satisfaction of both the Region and the Area Municipality;
- Where a *development application* includes, or is *adjacent* to, a *RSCHR* which is not listed on a Municipal Heritage Register or *designated* under the Ontario Heritage Act, the owner/applicant will be required to submit a *CHIA* to the satisfaction of the Region; or,
- When planning, designing or altering Regional buildings or *infrastructure* that may affect a *cultural heritage resource* listed on the Waterloo Region Heritage Inventory (WRHI), the Region will undertake a *CHIA* and consult with the affected Area Municipality.

1.1 A *CHIA* should be required if the proposed *development* or Regional *infrastructure* project may result in potential negative impacts, including the following:

- **Destruction** of any, or part of any, *cultural heritage resource* or *attribute* of the *RSCHR*;
- **Alteration** that is not sympathetic to, or is incompatible with, the historic fabric and appearance of the *RSCHR*;
- Creation of **shadows or obstructions** that alter the appearance of a *cultural heritage resource* or *attribute*, or change the viability of an attribute (e.g. blocking sunlight to natural features or plantings that have been identified as heritage attributes);
- **Isolation** of a *cultural heritage resource* or *attribute* from its surrounding environments, context or *significant* relationship;
- **Direct or indirect obstruction** of a *significant* view or vista within, from or of built and natural features;

- **Change in land use** where the change in land use negates the resource's cultural heritage value (for example, the change introduces new *development* or *site alteration* into a previously open space that was identified as a heritage *attribute* – such as infill on a battlefield, parkland or similar *cultural heritage landscape*);
- **Land disturbance or site alteration** such as change in grade that alter soils and drainage patterns or vibrations that occur from construction activity that may adversely affect *cultural heritage resources*; and/or,
- Increase in **other disturbances** such as noise and/or traffic in or near the *RSCHR* that impacts the property's cultural heritage value.

2.0 Where it is determined that a *CHIA* is required, it will be prepared by an accredited qualified professional, with individual expertise, recent experience and knowledge relevant to the type of *cultural heritage resource* within their professional discipline as well as the nature of the *development* or *infrastructure* improvement being proposed. This qualified professional may be an architectural or landscape consultant with knowledge of accepted standards of historical research, identification, evaluation and methods of *conservation* and mitigation. The expertise of more than one qualified professional may be required. For example, a complex property with more than one type of *cultural heritage resource* may require an historian, a professional engineer an architect, a consultant archaeologist, a landscape architect, and/or heritage planner, etc. Consideration for combining technical assessments should be given so that duplication is minimized and information may be shared readily.

2.1 The *CHIA* should outline the professional's:

- Credentials, qualifications and experience gained through having worked directly on the type of *RSCHR* being addressed by the *CHIA*;
- Demonstrated expertise with the type of *cultural heritage resource* and the nature of the *development* or *infrastructure* improvement being considered;
- Recent and relevant professional experience in *conservation* (i.e. within the last three to five years);
- Experience giving expert testimony on cultural heritage before a provincial tribunal (e.g. the Conservation Review Board, Ontario Municipal Board or Environmental Review Tribunal); and

- Ability to ensure Indigenous Communities will be engaged.

3.0 The *CHIA* will contain, but not be limited to, the following items in accordance with ROP policy 3.G.17, any approved Area Municipal Guidelines, and the draft guidance recently released (Oct. 2017) by the Ministry of Tourism, Culture and Sport “A Guide to Cultural Heritage Resources in the Land Use Planning Processes”.

3.1 Introduction

- A legal description of the property;
- Name of the proponent;
- A site plan of existing conditions, to include buildings, structures, roadways, driveways, drainage features, trees and tree canopy, fencing, and topographical features;
- Legislation or process under which the *development* is being undertaken;
- Responses to all applicable Provincial, Regional and Area Municipal cultural heritage policies and guidance; and,

A detailed description of the proposed *development* and any *site alteration*.

3.2 Historic background of the Resource

- Historical research, site analysis and evaluation of the *RSCHR*, if not previously undertaken by the Area Municipality or Region;
- A written and visual inventory (photographs) of all elements of the resource that contribute to the cultural heritage value and may include internal photographs and floor plans;
- Identification of the significance of the *cultural heritage resources* and their *attributes* as indicated on the evaluation form completed for the *RSCHR* (See Section II of the Guidelines: Documentation of Regionally Significant Cultural Heritage Resources). A description and listing of the key heritage *attributes* will include but not be limited to:
 - Style, massing, scale or composition;
 - Features of a property related to its function, design or historical associations;
 - Interior spatial configurations;
 - Exterior layout;
 - Materials and craftsmanship;

- Relationship between a property and its broader setting;
 - Archaeological sites;
 - Natural landforms, vegetation, water features; and/or,
 - Visual setting; and
- Include a recommendation as to whether any *cultural heritage resources* on the subject property are worthy of heritage designation in accordance with Regulation 9/06, Ontario Heritage Act (OHA);

3.3 **An assessment of the impacts of the proposed *development* or *site alteration* on the *RSCHR* and *attributes***

- There may be negative impacts on *cultural heritage resources* before, during or after work has been completed. These impacts may be direct or indirect, temporary or permanent. Negative impacts should be described in terms of their effect on specific heritage *attributes*, as well as their effect on the entire property, even if the proposed *development* or *site alteration* only affects a portion of it.

3.4 **Identification and evaluation of *development* alternatives, mitigation and *conservation* measures that may reduce the adverse impacts of the proposed *development* on the Resource**

- Evaluation must be completed on the basis of established principals, standards and guidelines for heritage *conservation*, and alternatives must describe how these standards and guidelines have been applied;
- Evaluation must address all applicable heritage *conservation* policies in the Area Municipal and Regional Official Plans, Secondary Plans and other planning documents;
- Evaluation must also consider the findings of any archaeological assessment(s) and other relevant technical studies that have been separately undertaken; and,
- Avoidance or not proceeding with the *development* should always be a considered alternative.

NOTE: Commemoration and/or interpretation signage are not mitigation strategies

3.5 **Summaries of Community and Indigenous Engagement**

- A description of who was engaged and how. The *CHIA* should take into account the opinions of property owners, interested persons, communities and organizations; and,

- A description of how comments were incorporated into the recommended approach.

3.6 Recommendations

- A summary statement of the preferred *conservation* recommendations;
- If there is going to be an impact on the RSCHR, there should be a detailed explanation as to why the impact can not be avoided;
- If other *site alteration* or *development* approaches were evaluated an explanation as to why they were not appropriate, should be included; and,
- A schedule and reporting structure for implementing the recommended *conservation*, mitigative and/or avoidance measures and for monitoring the *RSCHR* as the proposed *development* progresses.

3.7 Appendices

- The project personnel's curriculum vitae and qualifications for undertaking the CHIA as described in Section 2.0 above;
- Bibliography; and,
- Other relevant documents, maps or photographs.

4.0 CHIA's may be scoped or waived based on the potential negative impacts of the proposed work.

5.0 An approval authority should strongly consider requiring a Conservation Plan as a condition of approval for a proposed *development*, *site alteration* or *infrastructure* project in order to *conserve* the *RSCHR*. Financial assurances (e.g. letter of credit or certified cheque) may also be required as part of the development approval process to ensure the Conservation Plan is implemented.

5.1 Conservation Plans typically include the following information:

- Detailed information on the conservation treatments for the cultural heritage resources, including guidelines on materials and methods;
- Approaches for short, medium and long-term conservation work, including timing considerations for when the work should take place before, during and after construction;
- Appropriate qualifications for anyone responsible for conservation work

- Approaches for monitoring the *cultural heritage resource* and establishing a long term reporting structure (e.g. who is responsible for preparing the reports, who is responsible for reviewing them)
- A time period for the review and updating of the conservation plan itself.

6.0 *Development* proponents are encouraged to engage with Area Municipal staff, Regional staff and cultural heritage professionals early in the planning process. Early consultation will provide access to any available background information, ensure that *RSCHR* are appropriately identified, and enable opportunities for project design to minimize negative impacts and maximize enhancement of the *RSCHR*.

7.0 If the proposed *development* or *site alteration*, *Environmental Assessment* or *infrastructure* project is changed throughout the *development* review process and impacts to the *RSCHR* change, the *CHIA* will need to be amended to reflect any new impacts.

D. GLOSSARY OF DEFINITIONS

Adjacent - means lands that are situated in proximity such that *development, site alteration* or a public works project could reasonably be expected to produce a negative impact on an identified *cultural heritage resource*.

Attribute - A quality or characteristic inherent in or ascribed to a *Regionally Significant Cultural Heritage Resource* that contributes to the resource's cultural heritage value or interest.

Attributes for *Built Heritage Resources* include, but are not limited to: style, massing, scale or composition; features of a property related to its function, design or historical associations; interior spatial configurations; exterior layout; materials and craftsmanship; relationship between a property and its broader setting; archaeological sites; natural landforms, vegetation, water features; and/or, visual setting.

Attributes for *Cultural Heritage Landscapes* include, but are not limited to: architectural details; land-use patterns; circulation networks; relationships between built and natural heritage resources; public access; and/or open space.

Built heritage resources - one or more *significant* buildings, structures, monuments, installations or remains associated with architectural, cultural, social, political, economic or military history and identified as being important to the community. These resources may be identified through designation or heritage conservation easement under the Ontario Heritage Act, or listed by local, regional, provincial or federal jurisdictions.

Conserve/conserved/conservation - the identification, protection, use and/or management of cultural heritage and *archaeological resources* in such a way that their heritage values, *attributes* and integrity are retained. This may be addressed through a conservation plan or heritage impact assessment.

Cultural Heritage Impact Assessment (CHIA) - a study to determine if *cultural heritage resources* will be negatively impacted by a proposed *development* or *site alteration*. It can also demonstrate how the *cultural heritage resource* will be *conserved* in the context of redevelopment or *site alteration*. Mitigative or avoidance measures or alternative *development* approaches may also be recommended.

Cultural heritage landscape - a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping(s) of individual heritage features such as structures, spaces,

archaeological sites and natural elements, which together form a *significant* type of heritage form, distinctive from that of its constituent elements or parts.

Cultural heritage resources - the physical remains and the intangible cultural traditions of past human activities. These include, but are not limited to:

- buildings (residential, commercial, institutional, industrial and agricultural);
- *cultural heritage landscapes* (designed, organic/evolved);
- structures (water tower; bridge, fence and dam);
- monuments (cenotaph, statue and cairn);
- archaeological resources;
- cemeteries;
- scenic roads;
- vistas/viewsheds;
- culturally *significant* natural features (tree and landform);
- movable objects (archival records and artifacts); and
- cultural traditions (language, stories, music, dance, food, celebrations, art and crafts).

Development - the creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the Planning Act.

Development application - an application for approval under the Planning Act. Development applications may include applications for approval of the following: Plans of Subdivision; Plans of Condominium; Consent; Part Lot Control Exemption By-laws; Official Plan Amendments; and Zone Change Applications. Development applications do not include *site plans*.

Designate/Designated - Designation under the Ontario Heritage Act applies to real property, and helps to recognize and protect the heritage features on that property. Property designation is not limited to buildings or structures but can include groups of buildings, cemeteries, natural features, cultural landscapes or landscape features, ruins, archaeological and marine archaeological sites, or areas of archaeological potential. Designation not only publicly recognizes and promotes awareness of heritage properties, it also provides a process for ensuring that changes to a heritage property are appropriately managed and that these changes respect the property's heritage value. This includes protection from demolition.

Environmental Assessment - a process for the authorization of an undertaking under legislation such as the Environmental Assessment Act, and the Ontario Energy Board Act.

Infrastructure - physical structures (facilities and corridors) that form the foundation for *development*. *Infrastructure* includes: municipal drinking-water supply systems, municipal wastewater systems, septage treatment systems, storm water

management systems, waste management systems, electric power generation and transmission, communications/ telecommunications, transit systems and corridors, the roads, including regional, local and private roadways, Provincial Highways, railways, oil and gas pipelines and associated facilities.

Notified / notification - when a Property Owner of a candidate *Regionally Significant Cultural Heritage Resource* receives a written notice describing the Region's intention to include the candidate Resource on the Waterloo Region Heritage Inventory. Property Owners will be given 30 days to respond to the notice (provide feedback), obtain more information and/or make representation at the Region's HPAC and/or before Regional Council. The notification will contain a physical/locational description of the Resource, a statement explaining the cultural heritage value or interest of the Resource and its *attributes* and the rationale used to determine the significance of the Resource.

Regionally Significant Cultural Heritage Resources - are *significant built heritage resources* and *cultural heritage landscapes* identified as being valued for the important contribution they make to our understanding of the history, events or people of Waterloo Region as a whole. These include but are not limited to:

- buildings;
- monuments;
- bridges;
- rivers and waterways;
- roads;
- parks and open space;
- districts;
- cemeteries;
- *cultural heritage landscapes*; and,
- archaeological sites.

Significant - in regards to cultural heritage and archaeology, resources that are valued for the important contribution they make to our understanding of the history of a place, an event or a people.

Site alteration - activities, such as grading, excavation and the placement of fill that would change the landform and natural vegetative characteristics of a site.

Site plan - a plan prepared under Section 41 of the Planning Act which details building location and design as well as other site specific considerations such as walkways, landscaping, lighting and storage areas.

E. REFERENCE LIST

Ministry of Municipal Affairs and Housing. (2014). *Provincial Policy Statement*. Queen's Printer for Ontario.

Ministry of Tourism, Culture and Sport. (2006), InfoSheets, Queen's Printer for Ontario.

Ministry of Tourism, Culture and Sport. (2017) *A Guide to Cultural Heritage Resources in the Land Use Planning Process, REVIEW DRAFT*. Environmental Registry (EBR) Posting

Region of Waterloo. (2015). *Regional Official Plan*.

Appendix A – Example of an Evaluated RSCHR

Regionally Significant Cultural Heritage Resources

Evaluation Form

Background Information

Resource Name: Waterloo County Gaol & Governor's House	Evaluation Date: May 2012
Address (if applicable): 73 Queen Street North, Kitchener	Municipality: Kitchener
Location Description: Between Superior Court of Justice (rear) and Kitchener Public Library. The Governor's House sits in front of the entrance to the Gaol.	
Construction or Creation Date(s): 1852; 1878	Additional construction comments: Gaol began construction in 1852, opened 22 January 1853
Architect Name(s): Gaol – Mellish & Russel of Brantford Governor's House – D.W. Gingrich of Waterloo	
Person(s) Associated: Frederick Gaukel, William Walden, Jonathan Cook, James Allison, Stoyko Boyeff, Reg White	
Previous Use: Gaol, Governor's House	Current Use: Gaol – Provincial Offences Court (2002) Governor's House – offices for court officials; staff and meeting rooms
Vantage Points: Queen Street provides the best view of the site. An overhead can be seen from several high-rise buildings in the vicinity such as Kitchener Public Library. The Court House, Registry Theatre, Library, apartments, churches and the neighbourhood help form the context of the setting.	
Public Access: Both structures were closed in 1978 because of obsolete and cramped conditions. They sat empty and deteriorating until the decision was made by the Region of Waterloo to adapt the buildings into courts and Offices	
Protection: Designated in 1981, City of Kitchener under OHA part IV	
Immediate Concerns: None	

Evaluation

- ✓ 1 – Recognition
- ✓ 2 – Prehistoric or early historic period
- ✓ 3 – Example of Architecture
- ✓ 4 – Association with significant person(s)
- ✓ 5 – Association with historic event
- ✓ 6 – Example of development
- ✓ 7 – Contribution to landscape
- ✓ 8 – Potential for tourism
- ✓ 9 – Contribution to "look" of region
- 10 – Association with Grand River

1. Is the resource, or element(s) within the resource, recognized on a municipal, regional, provincial or national heritage list?	Designated by the City of Kitchener, 25 May 1981 under the Ontario Heritage Act, Municipal Heritage Designation (Part IV). ⁱ
2. Does the resource date from a prehistoric or early historical period in the development of the region, province or nation?	Dates to early historic period. Gaol was one of the first, and last remaining, public county buildings. It is one of the earliest gaols in the province. ⁱⁱ
3. Is the resource, or element(s) within the resource, a good representative example of the work of an outstanding regional, national or international architect, engineer, builder, designer, landscape architect, interior designer or sculptor, or of vernacular architecture?	D.W. Gingrich was a well known architect and a prominent citizen of Waterloo. He was one of the first professional architects in the region to practice from 1860. During his career, he designed public, institutional, and commercial buildings as well as private residences. He was the architect for the Governor's House in 1878. His works include: Castle Kilbride, Breithaupt Tannery, Old Waterloo City Hall, the former Mutual Life building (14 Erb St. W.), the New Hamburg School, and Gale Presbyterian Church in Elmira. ⁱⁱⁱ
4. Is the resource associated with a person(s) who is recognized as having made a significant contribution to the social, cultural, political, economic, technological or physical development? Or as having materially influenced the course of regional, provincial, national or international events?	Frederick Gaukel originally settled in Preston and Bridgeport before settling in Berlin in 1819. ^{iv} In 1833 he opened Gaukel's Tavern on land purchased from Joseph Schneider, later the site of Walper House. ^v In 1852 he donated two and a half acres for the construction of a county court house to show his gratitude for the appointment of Berlin as the county seat. ^{vi}
5. Is the resource directly associated with an historic event which is recognized as having regional, provincial, national or international importance?	Directly associated with the formation of Waterloo County, the Gaol was a prerequisite to become a county. ^{vii}
6. Is the resource a significant example and illustration of the region's prehistoric or historic social, cultural, political, economic or technological development?	<p>The Gaol is significant to the judicial and social history of Waterloo County. The construction of the Gaol and earlier court house were required as part of the establishment of the County of Waterloo, and the by-law passed calling for their erection was the second in the county.^{viii} The appointment of Berlin as the county seat brought development to the small town, eventually surpassing its rival, Galt.^{ix}</p> <p>The Governor's House shows the development of social and economic standards in the area, where many judges and lawyers contributed to the emergence of a professional class.^x The home reflected the Governor's respected position in the Town of Berlin.^{xi}</p>
7. Does the resource contribute to the effectiveness of the urban composition, streetscape, view shed, or landscape of which it may form	The two structures contribute to the streetscape of Queen Street. The Governor's House's mid-Victorian Italian Villa style architecture, featuring a four-storey tower and a Mansard roof, ^{xii} served to tie the Gaol into the residential area surrounding the county buildings. ^{xiii} The

part of?	Gaol was designed in the Classic Revival style and built out of granite, stone and brick trim. It is the only stone building in the region built in this style, which incorporates brick as a decorative feature. ^{xiv}
8. Does the resource have potential for contributing to commercial tourist or other <i>development</i> that is based on heritage and/or culture?	Restored structures and the Heritage Landscaped Garden have potential to draw tourists. The Gaol and Governor's House participate in Doors Open Waterloo Region every year. ^{xv}
9. Is the resource, or element(s) within the resource, part of a group of similar structures which contribute to the particular "look" of the area or region?	The Governor's House is symbolic of homes of industrialists and entrepreneurs in Berlin. The Gaol is the last remaining public county building. ^{xvi}
10. Is the resource, or element(s) within the resource, part of a group of historically associated structures which may be totally within the region or which may be part of a larger area within the context of the Grand River and its main tributaries as a recognized Canadian Heritage Rivers System?	N/A

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ⁱ Government of Canada. Parks Canada, "Waterloo County Jail & Governor's House," *Canada's Register of Historic Places*, <http://historicplaces.ca>.

ⁱⁱ Scarlett E. Janusas and John D.A. MacDonald, *The Waterloo County Gaol (AiHc-18) 1987 excavations* (Waterloo: Regional Municipality of Waterloo. Planning and Development Department. Archaeology Section, 1987) 3.

ⁱⁱⁱ Verity Griscti and Joshua Hull, "Gingerich, David W." *Biographical Dictionary of Architects in Canada 1800-1950*, <http://dictionaryofarchitectsincanada.org>.

^{iv} Waterloo Region Museum, "Frederick Gaukel," *Region Hall of Fame*.
<http://www.waterlooregionmuseum.com/region-hall-of-fame.aspx>.

^v Elizabeth Bloomfield, *Waterloo Township through Two Centuries*, (St. Jacobs, ON: St Jacobs Printery Ltd. for Waterloo Historical Society, 2006) 81.

^{vi} Mariam Snyder Sokvitne, "The Waterloo County Gaol," *Waterloo Historical Society* 65 (1977) 61.

^{vii} Parks Canada, "Waterloo County Jail & Governor's House."

^{viii} Sokvitne, "The Waterloo County Gaol," 61.

^{ix} Parks Canada, "Waterloo County Jail & Governor's House."

^x Conservation Review Board, *Report: City of Kitchener – Intention to Designate – 73 Queen Street North – Kitchener, Ontario*, Toronto: Ministry of Culture and Recreation, 1981, 8.

^{xi} Parks Canada, "Waterloo County Jail & Governor's House."

^{xii} Ibid.

^{xiii} Conservation Review Board, *Report: City of Kitchener – Intention to Designate – 73 Queen Street North – Kitchener, Ontario*, Toronto: Ministry of Culture and Recreation, 1981, 9.

^{xiv} Parks Canada, "Waterloo County Jail & Governor's House."

^{xv} Region of Waterloo, "Past Doors Open Waterloo Region Sites,"
<http://www.regionofwaterloo.ca/en/discoveringTheRegion/resources/DoorsOpenPastSites.pdf>.

^{xvi} Barbara Aggerholm, "Old jail wins new friends," *The Record*, Kitchener, 6 January 1996.