

# Town of Goderich

# HERITAGE CONSERVATION DISTRICT STUDY



DECEMBER 2013

FINAL REPORT

PREPARED FOR:  
Town of Goderich

PREPARED BY:  
BRAY Heritage

*with:*  
the Planning Partnership

*Study funding from the Ontario Ministry of Tourism, Culture and Sport  
"Creative Community Prosperity Fund"*



# TABLE OF CONTENTS

<b>1. Introduction .....</b>	<b>1</b>
1.1 Study Purpose and Approach .....	1
1.2 Study Structure .....	5
<b>2. Historic Growth &amp; Development of Downtown Goderich.....</b>	<b>9</b>
2.1 Beginnings: Natives, Traders and the Canada Company (1800-1840s) .....	9
2.2 A Burgeoning Regional Hub (1850s-1880s) .....	11
2.3 Apotheosis and Stability (1890s-1940s) .....	13
2.4 Postwar Bounce and Setting Changes (1950-1980s).....	16
2.5 Adjusting to the New Economy (1990-present) .....	18
2.6 Heritage Today.....	18
2.7 Thematic Framework .....	19
<b>3. Inventory and Evaluation of Properties .....</b>	<b>21</b>
3.1 Assessing Heritage Values .....	21
<b>4. Planning Policies Affecting Heritage in Downtown Goderich .....</b>	<b>23</b>
4.1 Provincial Policy Context .....	23
4.1.1 Provincial Policy Statement .....	23
4.1.2 Planning Act .....	24
4.1.3 Ontario Heritage Act .....	24
4.1.4 Municipal Act .....	25
4.1.5 Environmental Assessment Act.....	25
4.2 Regional Policy Context.....	26
4.3 Municipal Policy Context .....	27
4.3.1 Current Planning Policies .....	27
4.3.2 Other Local Planning Initiatives.....	30
4.3.3 Other Relevant Studies .....	30
4.3.4 Current Heritage Activity .....	31
<b>5. Assessment of the Two Existing Heritage Conservation District Plans .....</b>	<b>33</b>
5.1 Criteria for Assessment based on Changes to Provincial Legislation in 2005 .....	33
5.2 Required Updates.....	33
5.3 The Square .....	34
5.4 West Street.....	35
<b>6. Public Perceptions of Heritage Value .....</b>	<b>37</b>
6.1 Public Consultation Process.....	37
6.2 Comments Made/Issues Raised during Consultation Process.....	38
6.2.1 Quality of Physical Setting, by Era .....	38
6.2.2 Current Heritage Values.....	40

<b>7. Heritage Character</b>	<b>43</b>
7.1 Defining Heritage Character	43
7.1.1 Common District Characteristics and Types	43
7.1.2 Heritage Character of the Study Area	44
7.2 Statement of Significance/Heritage Attributes	45
7.2.1 The Square	45
7.2.2 West Street	48
7.2.3 Residential Quadrants	49
7.2.4 Downtown Commercial Core	51
7.2.5 Study Area as a Whole	54
<b>8. Conclusions and Recommendations</b>	<b>57</b>
8.1 Reasons for Designation	57
8.2 Boundary	58
8.2.1 Criteria	58
8.2.2 Options Considered	58
8.2.3 Boundary Option #1: Status Quo	60
8.2.4 Boundary Option #2: Adding Residential Quadrants	61
8.2.5 Boundary Option #3: Adding All Municipal Streets	61
8.2.6 Boundary Option #4: The Big Square	62
8.2.7 Boundary Option #4A: The Big Square (Modified)	63
8.2.8 Proposed Boundary	69
8.3 Conclusions & Recommendations	70
8.3.1 Conclusions	70
8.3.2 Recommendations	72
<b>Appendices</b>	<b>75</b>
Appendix A – Property Inventory Methodology	
Appendix B – Meetings/Interviews	
Appendix C – References	
Appendix D – Overview Survey of Study Area	



# Users' Guide

## Frequently Asked Questions

### WHAT IS A HERITAGE CONSERVATION DISTRICT?

It is an area of special character, combining older buildings and their settings that, together, make up a district that has an identifiably distinct "sense of place". The heritage resources within a district include buildings, structures, cultural landscapes, and sites of archaeological potential. The *Ontario Heritage Act* is special legislation allowing district designation and codifying an area's "heritage character" in order to protect its character defining elements.

### WHY WAS THE DOWNTOWN CORE SELECTED FOR STUDY AS A HERITAGE CONSERVATION DISTRICT?

It is centred on Goderich's commercial core and has functioned for over a century as the hub of both civic and commercial activity in the downtown. The two existing Heritage Conservation Districts (HCDs) requiring updating – West Street and the central Square - contain a significant concentration of 19<sup>th</sup> century commercial and institutional buildings, many of which are worthy of individual designation. The larger study area of the "square" has a significant concentration of residential buildings along with commercial and includes the remainder of the town's unique radial street pattern.

### HOW WOULD DISTRICT DESIGNATION IMPACT RESIDENTS?

Designation allows the Town to manage change within the District by specifying the types of changes that will conserve and enhance the character of the District. Designation also celebrates what is special about the District, building community pride and encouraging compatible improvements to both public and private properties. Proposed changes of a major sort are regulated by the Town, using guidelines produced as part of the District Plan.

### HOW DOES DISTRICT DESIGNATION AFFECT CHANGES TO MY PROPERTY?

Designation entails a municipal requirement for a heritage permit for any significant change to the public face of your property (i.e. front, sides and roof, but usually not the rear). Routine maintenance is not affected, and professional planning staff work with property owners to provide advice on compatible alterations, using guidelines in the District Plan.

### WILL THE VALUE OF MY PROPERTY CHANGE?

Studies in Canada and the United States have shown that property values in Heritage Conservation Districts either stay the same or increase.

### WHAT ARE THE NEXT STEPS, AND HOW DO I GET INVOLVED?

The final report is submitted to Council and a decision by Council on whether to proceed with the District Plan and guidelines is made. If Council decides to proceed, then the Plan and guidelines work will be begin and, upon completion, Council will proceed with designation. Further public meetings will be held to discuss the draft Plan and guidelines and it will be posted on the Town's website.

You can also contact the Town's planner responsible for this project, Dwayne Evans, at (519) 524-8344 x 227 (Tuesdays only, otherwise (519) 524-8394 x 3).



# Executive Summary

## Study Purpose

Goderich's downtown core plays a crucial part in the everyday life of the town, as well as being the place where the community comes together for special events and the primary destination for visitors. Surrounding is an established residential and institutional area that coincides with the unique radial street pattern. The downtown's concentration of high quality 19<sup>th</sup> century commercial, institutional and residential buildings makes it distinctive, but also vulnerable to change that is at odds with the area's character. Defining, recognizing and enhancing this character are primary goals of the heritage district designation process.

The mandate for considering district designation comes from three main initiatives: the need to update the two existing HCD Plans to meet current legislative requirements; the wish to continue the process of rebuilding and revitalizing the downtown begun with the Downtown Master Plan, and; the objective of considering expansion of the HCD boundary to include the entire original "square". As stated in the Request for Proposal for this study (p. 2):

*The overall goal of this project is to develop an updated Heritage Conservation District Plan for Downtown Goderich which consolidates the existing two Heritage Conservation Districts and potentially includes an expansion to the existing districts.*

In addition, the Town is responding to the results of the 2011 tornado that caused considerable damage to the study area and resulted in the demolition of some heritage buildings. The rebuilding process has been guided by the Downtown Master Plan but is occurring at such a pace that heritage considerations need to be included as soon as possible. As stated in the Request for Proposal (p. 3-4):

*(the) reinvestment has caused widespread changes throughout the Downtown including façade repairs, new signage, new windows and in several cases, entire new buildings; the degree and pace of change in the existing Heritage Conservation Districts is considered unprecedented in the history of the Province. The effects of the August 2011 tornado were a primary factor in the municipality's decision to pursue a renewed Heritage Conservation District Study and Plan for the Downtown Area as the preservation of the Town's cultural heritage has been demonstrated to be of paramount importance to the Town's residents and visitors.*

## Study Terms of Reference

The Town's scope of work for this study (found in the Request for Proposal, p. 3) follows closely the Provincial Ministry of Tourism, Culture and Sport's requirements for such studies. The study is to fulfill the three basic requirements of such efforts, namely, to assess the cultural heritage resources of the study area, judge whether or not such resources qualify the area for designation as a heritage district and, if so, determine a district boundary. For the two existing HCDs, the Study will update them according to the current requirements of the Ministry.

## Study Structure

The Study consists of the following components:

- An inventory and evaluation of cultural heritage resources (i.e. all properties within the study area, including buildings, streetscapes, landmarks and open spaces);
- An historical overview of the areas' development;

- An assessment of the regulatory policies currently in place, and those available as alternative policy and planning tools;
- A preliminary assessment of the Town's staff and Municipal Heritage Committee's abilities to manage a potential district;
- Revisions to the two existing HCD documents, as needed;
- Involvement of the public including public meetings and consultations with property owners; and,
- A rationale for designation, and a proposed district boundary.

## Conclusions

The Study has concluded that district designation is the most effective way for the Town of Goderich to conserve and enhance the many heritage resources found in the study area. For many years, beginning with the facade improvements of the 1970s and continuing with the designation of two Heritage Conservation Districts and implementation of the Downtown Master Plan, the Town has identified the downtown core as an area to be conserved and enhanced. The two existing Heritage Conservation Districts have been largely effective in accomplishing these goals. However, these measures alone are not sufficient to provide the level of protection for the area that may be required in the long term to protect adjacent areas of the core out to the edges of the larger "Square proper". Only District designation can ensure that changes to these areas are managed in ways that are compatible with area character.

This Study is the first essential step in describing that character and identifying the various heritage resources that comprise it. The next step is to prepare a Heritage Conservation District Plan in which are contained the policies and guidelines required to properly manage conservation and development.

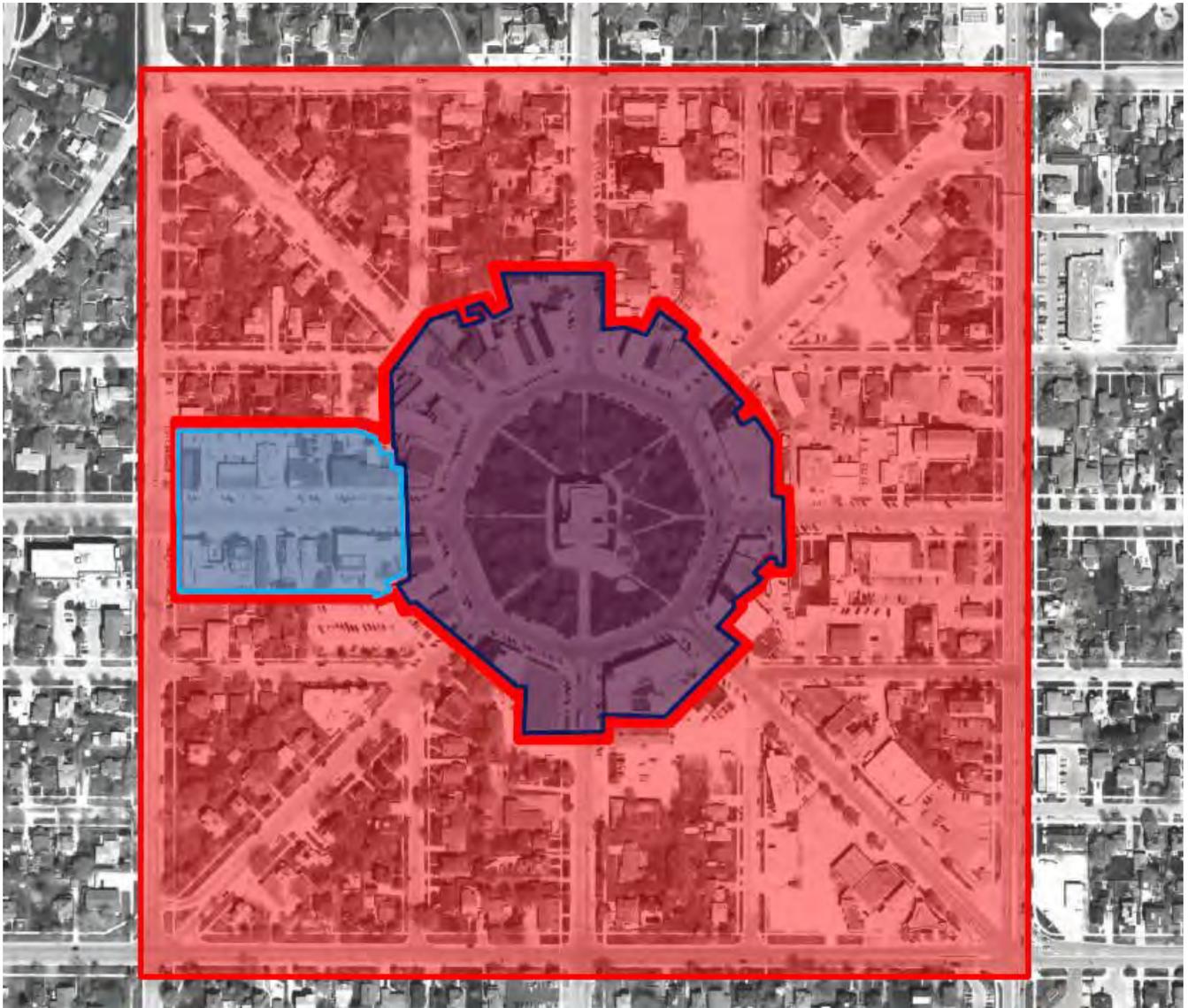
***In summary, this Study recommends that the Study area, as described in the chosen option, be designated as Heritage Conservation Districts under Part V of the Ontario Heritage Act, and that Council authorize staff to proceed with preparation of a District Plan.***

## Recommendations

1. It is recognized that the Goderich Downtown Area, as defined here, is of heritage significance for the following reasons:
  - Unique radial street pattern (defined as "designed" - Ontario Heritage Tool Kit: HCD section)
  - Significant historical associations
  - Landmark public and commercial buildings
  - Central octagonal public park with Court House
  - Concentration of late 19<sup>th</sup> and early 20<sup>th</sup> century commercial buildings framing the octagon and lining the first blocks of side streets
  - High quality residential streetscapes
  - Historic views and vistas
  - Consistent 1-3 storey building massing and buildings materials (predominantly brick and wood)
  - Two existing Heritage Conservation Districts
  - Several designated properties, with others included on the Town Register or eligible for inclusion

The area's heritage value lies both in its collection of individually important properties and in its combination of these resources within a compact, inter-woven radial urban form. The area has value because of properties that represent key stages of the town's development, because the area is relatively unspoiled, homogeneous and intact, and because it offers examples of some of the best buildings and commercial, residential and institutional streetscapes in Goderich.

2. It is recognized that the character of the study area conforms to the characteristics of heritage conservation districts, as defined by the Ministry of Tourism, Culture and Sport in the Ontario Heritage Tool Kit, in the following ways:
  - A concentration of a wide range of heritage resources, linked by aesthetic, historical and socio-cultural contexts and use;
  - A framework of structuring elements (a radial street pattern, terminating in a landmark building and major public open space);
  - A sense of visual coherence (a compact core of predominantly 19<sup>th</sup> C. commercial, residential and public buildings), and;
  - A distinctiveness that enables the area to be recognized and distinguishable from neighbouring areas (the radial street pattern emanating from a commercial/institutional core into a residential area).
3. That the Goderich Downtown Area, as defined on the accompanying map, should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*.
4. That Council should authorize staff to proceed with the preparation of a District Plan and guidelines.
5. That the policies contained in the Plans for the Square and West Street Heritage Conservation Districts be superseded by the policies contained in this Study, and that the design guidelines contained within those Plans be amended and updated, as needed to reflect current Provincial requirements and conservation best practices.
6. The Town should support the following initiatives to strengthen the ability of volunteers to assist in the ongoing inventory, evaluation and stewardship of cultural heritage resources within the study area:
  - Training in research, inventory and evaluation of heritage properties, using the template shown in this study, and in accordance with the Historic Places Initiative and updating, as needed, the existing Town Register;
  - Research and collection of information, including maps and personal documents, on the historical evolution of the Goderich Downtown Area;
  - In-kind donations, of time and materials, to projects aimed at improving the public realm (e.g. tree planting) that follow guidelines provided as part of any Heritage Conservation District Plan, and;
  - Participation in issue-based sub-committees addressing such concerns as property maintenance, parking and access, and tree preservation.



-  Proposed District Boundary
-  West Street Heritage Conservation District
-  The Square Heritage Conservation District

# 1. Introduction



BEDFORD HOTEL (MAY 2013)

## 1.1 Study Purpose and Approach

### WHY STUDY?

Goderich's downtown core plays a crucial part in the everyday life of the town, as well as being the place where the community comes together for special events and the primary destination for visitors. Surrounding is an established residential and institutional area that coincides with the unique radial street pattern. The downtown's concentration of high quality 19<sup>th</sup> century commercial, institutional and residential buildings makes it distinctive, but also vulnerable to change that is at odds with the area's character. Defining, recognizing and enhancing this character are primary goals of the heritage district designation process.

The mandate for considering district designation comes from three main initiatives: the need to update the two existing HCD Plans to meet current legislative requirements; the wish to continue the process of rebuilding and revitalizing the downtown begun with the Downtown Master Plan, and; the objective of considering expansion of the HCD boundary to include the entire original "square". As stated in the Request for Proposal for this study (p. 2):

*The overall goal of this project is to develop an updated Heritage Conservation District Plan for Downtown Goderich which consolidates the existing two Heritage Conservation Districts and potentially includes an expansion to the existing districts.*

In addition, the Town is responding to the results of the 2011 tornado that caused considerable damage to the study area and resulted in the demolition of some heritage buildings.

The rebuilding process has been guided by the Downtown Master Plan but is occurring at such a pace that heritage considerations need to be included as soon as possible. As stated in the Request for Proposal (p. 3-4):

*(the) reinvestment has caused widespread changes throughout the Downtown including façade repairs, new signage, new windows and in several cases, entire new buildings; the degree and pace of change in the existing Heritage Conservation Districts is considered unprecedented in the history of the Province. The effects of the August 2011 tornado were a primary factor in the municipality's decision to pursue a renewed Heritage Conservation District Study and Plan for the Downtown Area as the preservation of the Town's cultural heritage has been demonstrated to be of paramount importance to the Town's residents and visitors.*

## STUDY TERMS OF REFERENCE

The Town's scope of work for this study (found in the Request for Proposal, p. 3) follows closely the Provincial Ministry of Tourism, Culture and Sport's requirements for such studies. The Study is to fulfill the three basic requirements of such efforts, namely, to assess the cultural heritage resources of the study area, judge whether or not such resources qualify the area for designation as a heritage district and, if so, determine a district boundary. For the two existing HCDs, the Study and Plan will update them according to the current requirements of the Ministry.

As is evident from studies prepared as early as the 1970s, and the designation of two HCDs, the residents of Goderich have recognized the need to anticipate and manage change through undertaking this District Study. They have also indicated then and in recent meetings their willingness to assist with the Study process in any way they can. As a result, there is both evident and practical support from the local community for a District Study. This kind of support, in opinion and in kind, is vital for the success of a District Plan.

The Downtown Master Plan has been an important first step in enhancing heritage conservation in the downtown. That Plan also notes another important aspect of heritage conservation, and that is the boost it gives to municipal efforts to promote economic development. Cultural tourism is a major factor in the competitive success of municipalities today, not only for the revenue it produces from highlighting a community's unique setting and culture, but also for its ability to raise awareness of such features and thus attract potential residents and investors. Goderich is already well established as a town with many heritage and cultural resources, but it must continue to both conserve and enhance such resources in order to retain its competitive advantage. Protection of Goderich's key heritage assets via designation is an essential means of doing so, as is building and maintaining support for conservation amongst the population at large.

But how best to apply such support to a complex and challenging project? The proposed District Study and Plan offer many opportunities for support. There are ways that the project can help local residents to articulate the characteristics of the area they wish to conserve and to utilize their talents in ways that both assist the Town and educate those participating. The planning process thus becomes two things: a means of producing protective legislation, and a way to put into words and actions the aspects of the Study area that local people value. In the end, the resulting Plan and guidelines not only provide clear policy direction for the Town in planning for the downtown, they also establish a process that can be emulated in designation studies for future candidate areas such as some of the residential neighbourhoods.

#### WHAT IS A HERITAGE DISTRICT?

A heritage district is a distinctive urban setting that has significant historical value. Its special character is often a function of the age of its structures, its pattern of development, the history of its occupation, and the land uses it contains. The boundaries may be sharply defined, as along a waterfront, or blurry, as in mixed use areas. The Provincial Ministry of Tourism, Culture and Sport, the agency responsible for heritage planning, defines districts broadly, from a group of buildings to entire settlements. The key is that the defined area has “a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings” (Ontario Heritage Tool Kit, Heritage Conservation Districts, 5).

Heritage districts are not new: they have been widely used in Britain and Europe since the end of WWII, in the United States since the 1950s, and in Canada since the 1970s. They have proven to be effective ways of conserving and enhancing special places while supporting the everyday lives of residents and visitors.

The Tool Kit (op. cit., 10) goes on to describe the common characteristics of heritage districts. They are:

- “A concentration of heritage resources” (buildings, sites, structures, landscapes, archaeological sites) that have some common link for reasons of use, aesthetics, socio-cultural or historical association;
- “A framework of structured elements” that provide edges, such as major routes, shorelines, landforms, or land uses;
- “A sense of visual coherence” that is expressed in built form or streetscapes, and;
- “A distinctiveness”, whether tangible or not, that makes the district recognizably different from its surroundings.



(SOURCE: WWW.MTC.GOV.ON.CA)

## WHY DESIGNATE?

The “sense of place” generated by Goderich’s downtown is determined by the experience of being in and around its physical setting, that is, the buildings and streetscapes that make up the study area. These “cultural heritage resources”, to use the term found in Provincial planning and heritage legislation, are precious and deserve good stewardship. Designation is a means by which local owners, tenants and residents are able to express pride in their property and in the downtown as a whole: it is also a way of promoting public appreciation of local history.

Changes brought about by urban intensification, as well as neglect or natural disaster, can threaten these settings and erode local identity. In response to these threats, District designation is one of the most effective heritage planning tools available to Ontario municipalities. While the Planning Act handles most of the land development issues, it makes little reference to matters of community identity and heritage.

Except where individual properties have been designated under Part IV of the *Ontario Heritage Act*, Goderich’s downtown buildings and streetscapes outside of the two HCDs that have evolved over the past century and a half are not protected in any meaningful way by the current policies in the Town’s Official Plan or Zoning By-law. By contrast, the recently updated Provincial Policy Statement and *Ontario Heritage Act* put the onus on municipalities to conserve “significant” cultural heritage resources, and provide policy tools and procedural guidelines with which to do so. Designation of a district under Part V of the *Ontario Heritage Act* is the means by which a municipality puts these tools and guidelines to use, and fills the policy gap left by the Planning Act.

Heritage conservation district designation is not necessarily, as the term may seem to imply, a device for preserving an existing setting. The main focus of district designation is change management. In recognizing the inevitability of change, designation can plan for its best course. Change in a downtown is the result of conscious action, in the case of renovation or new development, or inaction, in the case of deterioration by neglect. Downtowns do die, sometimes before people realize it is too late. The “tipping point” has been reached, and the area’s “carrying capacity” has been exceeded. A district designation can help identify these critical thresholds and provide policy tools to ensure that they are respected.

At the very least, designation can identify the types of changes that are desirable for conserving and enhancing downtown character, and those that are not. Property owners get the information they need to make informed choices for improvements, and the municipality gets the guidelines and legislative mandate to regulate changes. In practice, change management in a Heritage District is seldom imposed from above but, rather, involves an ongoing discussion between property owners and Town staff/heritage advisory committee, based on policies and guidelines found in the Heritage District Plan, as to what the best course of action will be.

There is much public support for designation in Goderich's downtown, but some people are concerned. Key issues are the degree of regulation imposed by designation (e.g. "will the Town tell me what colour I can paint my shop front?"), the potential to "gentrify" the area and remove the rental and use mix now present, and the potential effect on property values. The study phase of this process does not deal with the actual regulations – these come in the next phase, the Heritage Plan and guidelines - but it does comment on the Town's current regulatory process and make recommendations for improvements. The degree and type of regulation is something the Heritage Conservation District Plan and guidelines will address, and is open to discussion. Worries about gentrification and property values can, to some extent, be calmed by reference to the experience of other Ontario municipalities with heritage districts that have maintained diversity and stabilized or improved property values. And at a very basic level, one benefit of designation is often improved enforcement of existing property standards, an ongoing concern for residents and the municipality alike.

## 1.2 Study Structure

### STUDY METHOD

The Town's scope of work for this study (found in the Request for Proposal, p. 4-5) follows closely the Provincial Ministry of Tourism, Culture and Sport's requirements for such studies. The study is to fulfill the three basic requirements of such efforts, namely, to assess the cultural heritage resources of the study area, judge whether or not such resources qualify the area for designation as a heritage district and, if so, determine a district boundary.

The Study consists of the following components:

- An inventory and evaluation of cultural heritage resources (i.e. all properties within the study area, including buildings, streetscapes, landmarks and open spaces), to be found in the appendices;
- An historical overview of the areas' development;
- An assessment of the regulatory policies currently in place, and those available as alternative policy and planning tools;
- A preliminary assessment of the Town's staff and Municipal Heritage Committee's abilities to manage a potential district;
- Revisions to the two existing HCD documents, as needed;
- Involvement of the public including public meetings and consultations with property owners, and;
- A rationale for designation, and a proposed district boundary.

In practice, the study team has addressed each of these requirements. The consultants have provided consultation by working with Town staff, by conducting personal interviews with individuals and groups who represent each of the many facets of this area, by facilitating public open houses, and by posting the study progress on the Town's website and in the local media.

## RANGE OF CULTURAL HERITAGE RESOURCES STUDIED

The intent of District designation is to see a district as having value for more than the sum of its parts. Rather than assembling a collection of individually fine properties and drawing a boundary around them, a district can - and should – recognize the contribution of both the humble and the grand. Pulling the inventory and evaluation away from a singular focus on buildings is one way to do this. The current Heritage Act and its accompanying Ontario Heritage Tool Kit understand this and open the study scope to include cultural landscapes and archaeological sites.

At a more fundamental level, international, federal and Provincial best practices in conservation now address both material and associative values. In other words, the physical setting is seen not only as a valuable artifact but also as a container for culture and a repository of the meanings and values that people have for the places in which they live. As for the history of development in the study area, this report relies heavily on the excellent local history written and edited by the late Dorothy Wallace: "Memories of Goderich: The Romance of the Prettiest Town in Canada". Goderich: Goderich Sesquicentennial Committee. 1977."

## STUDY TEAM

The consulting team consists of Bray Heritage, lead consultants and heritage planners, and the Planning Partnership, planners, architects and urban designers. The study team has been greatly assisted by the following people and groups:

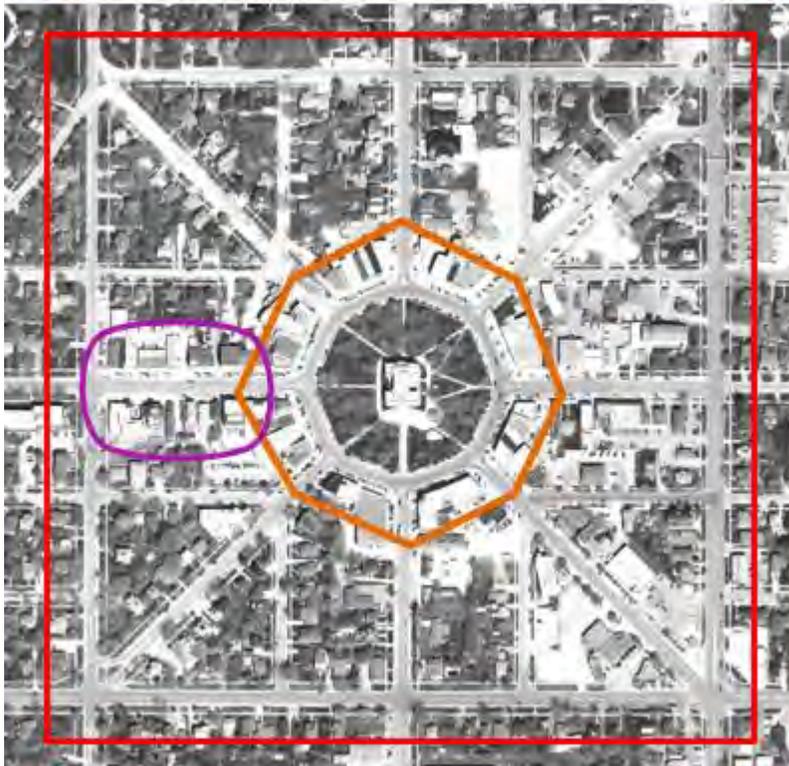
- Town/County planning staff (Denise Van Amersfoort, Dwayne Edwards, Barb Mackenzie)
- The HCD Study Steering Committee
- Town of Goderich Municipal Heritage Committee



COURT HOUSE SQUARE FROM COLBORNE TO NORTH STREETS (MAY 2013)

## STUDY AREA

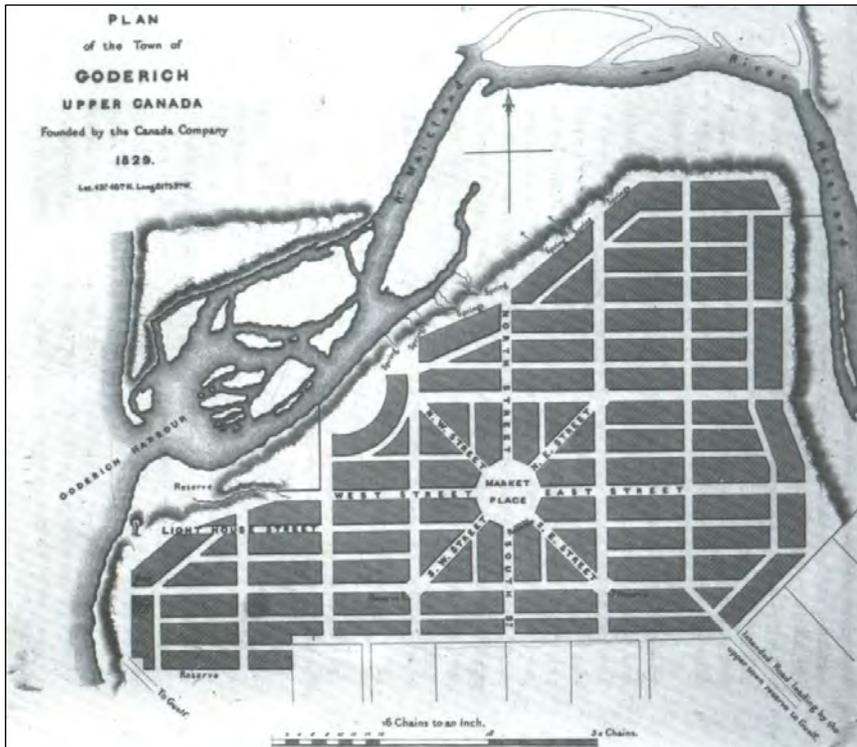
The study area as indicated in the Request for Proposal matches the current boundary of the Goderich downtown Business Improvement Area. This area includes the majority of the commercial portions of the downtown, as well as their adjacent residential and institutional areas. The study area also encompasses the “square” proper, that is, the radial street pattern contained by the boundary streets of Nelson, Victoria, Elgin and Waterloo. The Study area also includes the two existing HCDs on West Street and around the courthouse Square.



*BOUNDED BY NELSON, VICTORIA, ELGIN AND WATERLOO STREETS*



## 2. Historic Growth & Development of Downtown Goderich



1829 PLAN OF THE TOWN OF GODERICH (N.S.)

### 2.1 Beginnings: Natives, Traders and the Canada Company (1800-1840s)

**1800-1840S**

Goderich began as a lake port at the mouth of a river and expanded into a town on the flat tableland above. Although it never lost its marine connections, Goderich became established as a regional administrative centre that gradually had less and less involvement in lake traffic. Its history binds together the twin emphases – outward to the lakes and to the towns and cities along their shores, and inward, to the Huron District and the towns and cities beyond.

In the very beginning, aboriginal peoples gathered at the mouth of the Maitland River for seasonal encampments, annually using the river's abundant supply of fish. Some accounts also suggest that offshore islands were used as burial grounds. The earliest European contact came from the British survey of the Lake Huron coast, after which traders from Detroit established a post in the harbour. It might have stayed as a tiny outpost on the lake shore had it not been for the development by the British government of the huge Huron Tract.

In the absence of any road network, the colonial administration needed a port to serve the new Huron District and Goderich was chosen, based on the information provided by the Bayfield survey of the Huron shore. The early port shipped out timber, fish and salt while bringing in supplies for the pioneers. Isolated as it was, the community became a shipbuilding centre to supply the marine trade. Development of the town and the Huron Tract was the responsibility of the Canada Company, an arm's length entity of the British government that had considerable autonomy in its actions, including the surveying and layout of the next phase of development; the townsite itself, surveyed and ready for development by the early 1830s. As shown in the 1829 plan for the town, the layout was a very formal one in which streets radiated from a central, octagonal square.

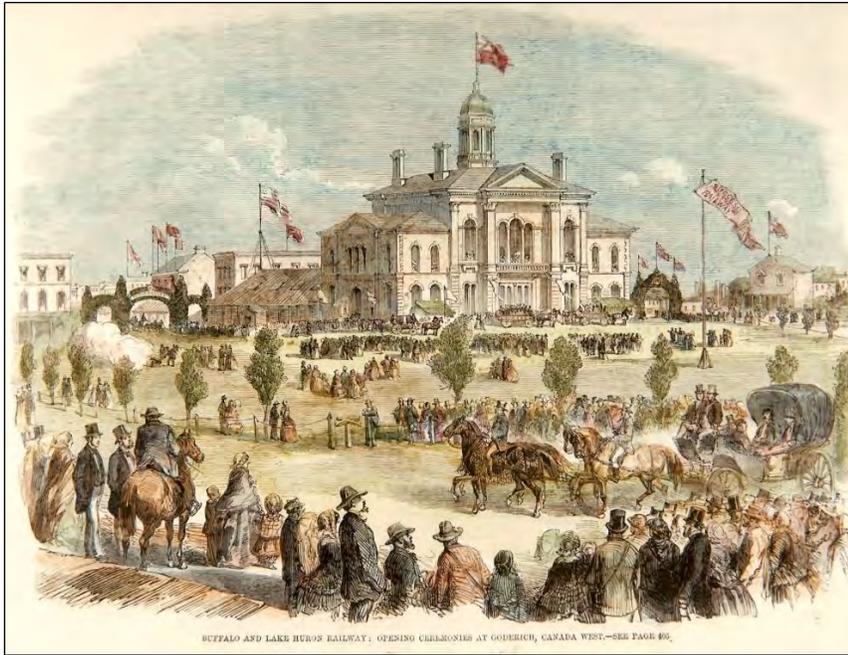


RADIAL TOWN PLAN, ITALY (N.S.)

There are many theories as to why the unique radial street pattern was chosen. Some attribute the design to Renaissance plans that were, in turn, re-interpretations of Roman town plans (Hill, 1979). Certainly there are examples of radial town plans elsewhere, but they are mostly in Europe, and most are 16<sup>th</sup> or 17<sup>th</sup> century fortified towns for which the radial plan was the most efficient design for a settlement within a ring of walls and ditches (Kostof, 1991). More recent scholarship (Stelter, 2013) hints at the early influences of the Canada Company's John Galt, raised in Ayrshire, Scotland near the Earl of Eglinton's estate, upon which had been imposed a radial plan as part of the enthusiasm of aristocrats of the time to impose ideal forms on the landscape.

Why the Goderich plan remained intact, however, is also unclear. Radial plans in the United States tended to be of a more utopian nature, developed by local speculators or religious groups rather than government agencies, and were soon altered to make land subdivision more efficient (Reps 1965, 1969). But Goderich's plan, unlike its sister design in Guelph, survived virtually unaltered from its inception. Perhaps it was a lack of development pressure (unlike Guelph), perhaps it was an expression of local pride, perhaps it was sufficiently functional to make drastic change unappealing. The flat, well-drained tableland above the harbour was also an ideal location for such a formal plan. Whatever the reason, its survival makes it one of the only intact radial plans in North America.

During the first decades of development the components of the new administrative centre for the Huron Tract were being put in place. First was the County Gaol, completed in 1841, also in an octagonal design. Substantial houses were being built on large lots. Commercial buildings, initially wood frame, were completing the enclosure of the central square. The Canada Company built the first bridge across the Maitland in 1839 and improvements to the port began around the same time. The stone lighthouse overlooking the harbour was completed in 1846. But the real growth was about to begin.



COURT HOUSE PARK, C. 1858 (N.S.)

## 2.2 A Burgeoning Regional Hub (1850s-1880s)

# 1850S-1880S

Very soon after establishment of the port, the Canada Company also developed inland links to larger centres. With both marine and road connections underway, Goderich was now able to assume its ultimate role as the administrative centre for the District, home of the courts, the gaol, and the land registry office, the three crucial elements that established civic control and orderly development in a pioneering setting. Certainly the elegant shape of the town placed the courthouse at the centre of the plan – rather like the spider in its web, according to some commentators - and provided a visible symbol of the imposition of the rule of law in a newly developing part of the wilderness. All streets led into the central square, and all views terminated at the courthouse. Linking the courthouse to the gaol was a street lined with other symbols of order: the churches and schools. In this way, the town showed its function and its cultural values without words, through urban design and architecture.

A formal town plan implied a formally-designed town and, to some extent, that is what Goderich became after its initial period of establishment. Construction of the Courthouse in the central square was an important spur to development of high quality buildings around that space and along the radiating streets. Early frame buildings were replaced by substantial masonry structures, civic improvements began, and the features of a fully-fledged community appeared. By the time that the Canada Company moved its offices to Toronto in the 1850s, the town was already incorporated and had marine, road and rail connections to the outside world by the end of the decade.

As a result of these trends, by the mid-19<sup>th</sup> century there was more to Goderich than courts and clergy: it also supported local commerce and industry, some of it serving the newly developing Huron District, some of it for export. Activities in the Port focused on export, beginning with raw timber, fish and grain and soon including salt and shipbuilding and repair. The discovery of commercially viable salt in the 1860s started a major industry that still continues to this day, although the peak of salt mining ended in the 1870s and many of the works were abandoned by the turn of the century. Shipping also remains in evidence although the increase in road-based transport since WWII, combined with the earlier effects of competition from the railways, have relegated marine traffic to a tertiary role in the local economy. One constant since the mid-19<sup>th</sup> century has been tourism, initially driven by summer visitors from Ohio and Michigan as well as by domestic traffic, and primarily focused on waterfront resort hotels until after WWII. All of these waterfront economic activities were augmented by the other economic activities in the downtown: industries, commerce and public administration. As a result, the town had two “front doors”, one in the Port, the other in the central Square.



COURT HOUSE SQUARE AT COLBORNE STREET, C. 1885 (N.S.)

The 1860s were a period of growth, driven by the salt boom and increased activity at the port brought about by increased local and international demand and by improvements to the harbour and the addition of a rail link. New hotels such as the British Exchange and Huron House were constructed alongside the central square. New houses were built on large lots throughout the townsite and the first churches, schools and medical offices were established. However, the town was still in a primitive state, without municipal sewers or water, lacking paving and streetlighting, a raw setting despite the quality of its buildings.

Trouble began in the 1870s when an international recession curtailed growth and actually led to a minor exodus of population to other centres and to the newly opened lands in Canada West. American tariffs on salt and fish, rising prices on wood fuel, declining fish stocks, relegation of the rail link to branch line status, loss of lake trade to ports in Collingwood and Sarnia, all hurt the local economy. Countering these trends were improvements to the harbour. The Dominion government declared Goderich to be a Harbour of Refuge and invested in extensions to the north and south piers and in dredging of the harbour bottom.

Alongside these improvements came the establishment of the Ogilvie Mill on land the town donated along with a ten-year tax exemption (this was to be one of the first such instances of the town providing incentives to attract businesses). There was resilience in the business community too: as fires destroyed many of the frame buildings around the Square, they were replaced with more substantial masonry buildings. By this time the municipality decided that it had to improve local services and so began several decades of infrastructure projects, beginning with water and sewer systems and followed by electric lighting. By the end of that period, the public realm in the downtown boasted gravelled sidewalks, electric streetlights, street trees and drinking fountains.

This was also the period during which the economy of Goderich became established as a balance between the activities of the business class and those of the professional classes. Although the downtown retail businesses flourished at this time, as evidenced by the buildings and their occupants, and although industries were important contributors to the local economy, it was the lawyers and other professionals who were held in highest esteem. According to one historian (Holman 2000, 6):

*Life in Victorian Goderich, like its physical layout, was orderly....The whole town looked toward the County courthouse, and the County Gaol, to the northeast, was not far away. Sprinkled along the radiating streets were other institutions of order: the Temperance Hall; one church each for the Anglicans, Roman Catholics, and Presbyterians, and two for the Methodists; a Mechanics' Institute; the Town Hall; and four ward schools."*



THE SQUARE, LOOKING NORTHWEST, C. 1919 (ONTARIO ARCHIVES, IMAGE I00T0153)

## 2.3 Apotheosis and Stability (1890s-1940s)

## 1890S-1940S

But that stable picture was slowly, almost imperceptibly, changing. According to the same historian, after 1880 the local economy was in steady decline, part of what was now a regional economy dominated by London. Legal professionals and clergy, not businessmen, were the voice of the community and the force in local politics. How this played out in the physical setting, however, was somewhat less clear. Although the prominence of the Square was reinforced by this trend, and the wealth and jobs generated by administration of the County spurred house construction and increased population, attracting and sustaining industry was another issue.

Despite improvements to the harbour at the turn of the century and the addition of another rail link and its new bridge across the Maitland, industrial development downtown was spotty. Barlow (2001, 21-138) lists the various industries that the town attracted, got and then lost during the late 19<sup>th</sup> and early 20<sup>th</sup> centuries. Examples include the Goderich Organ Company (1889-1931), the Goderich Steam Works (1878-1898), the Kensington Furniture Manufacturing Company (1896-1913), Doty Engineering Works Company Limited (1903-1917), the National Shipbuilding Company Limited (1917-1922) and the Goderich Wheel Rigs Limited (1907-1913).

In many of these cases, the industries were encouraged to come to town, or rebuild after fires, thanks to substantial loans or tax holidays granted them by the Town. As was evident by their short tenure, these local industries were not immune to the wider market forces that were increasingly moving towards consolidation of industrial activity, much of that in cities. Even so, a resident or visitor to Goderich in the 1890s and early years of the 20<sup>th</sup> century would have seen the town at its most complete, thanks to the new construction in the downtown commercial and residential districts. Not before or since have the buildings around the Square looked so harmonious, or the streets so uniformly shaded by street trees and flanked by houses built in the dominant architectural styles of the day. It could be said that the Victorian cultural values of proper deportment and good taste were fully manifest in the physical setting of that time. There was a consensus as to what good urban development was. In commercial building, it was buildings or blocks that used brick, followed one of a few contemporary and compatible architectural styles, and often bore their owner's names as further evidence of pride of place. On the domestic front, the design of house and garden was also carefully considered. As noted by Holman (167):

*The size and appearance of the home was to reflect one's social station. To the middle class mind, propriety and orderliness were important measures, reflections of homeowners' pragmatic values. To be rejected were an overly ostentatious appearance, or opulent presentation. Middle class homes were not unadorned by decorated in measured, natural refinement. A moderate number of bushes of various sizes and neatly mown grass were considered appropriate; a well-pruned tree, even better. A well-kept yard and garden were a credit to the homeowner and the neighbourhood."*

As the town's economy became increasingly reliant on the professional occupations, the status of the business community declined. Business failures, retirement or death of the first generations of the town's business leaders, and increasing communication with the outside world lessened local ties. A scandal involving the aborted development of a regional street railway further soured local attitudes towards entrepreneurs. The early 1920 saw the local economy struggling as demand for industrial and agricultural products dropped following WWI.

But the town continued to express pride of place, now in more inclusive ways that were indicative of the more diverse local culture that was developing thanks to changing attitudes. The Town Square was still the centre of communal activities such as markets, concerts and strolls in the park, and special occasions. Memorial parades following the 1913 Great Storm, military parades during and celebrating the end of WWI, and Old Home Week celebrations of 1921 all had the Square blocked off and decorated as a public space.

Perhaps the grandest display came in the 1927 Centennial celebrations in which floats showed the highlights of the town's history but also portrayed the aspects of local life that its residents most valued. For example, there were floats showing the latest products of local industry juxtaposed with horse-drawn carriages driven by passengers in full mid-Victorian costume. The buildings around the Square are garlanded, the entrances are bridged by arches of cedar boughs and, in one case, salt barrels, and, as in 1921, bunting and cedar bedecked building facades and projected over the sidewalks. The Square became a stage set and the crowds lined the edges as the floats and marchers paraded by. Past and present were both celebrated, but there did not appear to be many references to the future, aside from the prevalence of automobiles and trucks. Further evidence of public space being used for celebration and commemoration came in the form of the WWI war memorial at the County Courthouse, the bandstand erected in Courthouse Park as part of the 1927 centennial celebrations, and the installation in 1928 of the "Pillars" astride the Huron Road commemorating the centennial of the blazing of the Huron Trail.

The 1930s hit Goderich hard. Development virtually stopped and did not resume until the revival of the national economy in WWII. Businesses failed, people moved away, municipal funds were spent on relief efforts. However, the development of local airfields prompted the establishment of Commonwealth air training schools and led to an influx of foreign air cadets whose presence and spending revived local business and enlivened local culture. But in terms of the town's buildings and streetscapes, the slow economic conditions from the early part of the century to WWI meant that, despite lack of maintenance, the physical setting of the downtown remained virtually unchanged from the turn of the century. It would only be in the period following the war that major change began.



VIEW FROM COURT HOUSE LOOKING SOUTH, C. 1897 (N.S.)



COURT HOUSE (MAY 2013)

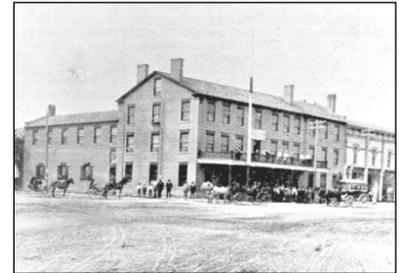
## 1950s-1980s

### 2.4 Postwar Bounce and Setting Changes (1950-1980s)

As the national economy boomed after WWII, branch plant industries blossomed across Canada, including Goderich, but older industries closed. There was new housing and auto-oriented expansion, primarily on the town's fringes. Development activity accelerated, but not initially in the downtown. Instead, the setting eroded, with losses due to fires or, more commonly, to demolition. There was no coherent vision of the future that would see the inclusion of older buildings as part of new developments. The lack of this consensus on what the downtown should look like was further affected by the increasing demands of automobile and truck traffic. Luckily the town's wide streets, especially the 99' rights-of-way around the Square and on the major axes, provided plenty of room in which to expand traffic capacity and parking. Not so fortunate were the older buildings whose configuration, style and, in some cases, dilapidated condition made them vulnerable to demolition.

Scenes from the 125<sup>th</sup> birthday Old Home Week in 1952 showed a different attitude to the past than that exhibited in comparable celebrations in the 1920s. Instead of decorating the buildings and sidewalks and building floats displaying local economic activities, the emphasis instead was on fun, with clowns, re-creations of popular radio and television characters, soap box derbies, and dressing up in Native outfits. Reunions of high school graduating classes and checkers in the park with elderly current and former residents were two examples of the shifting emphasis to community social activities rather than public displays of civic pride.

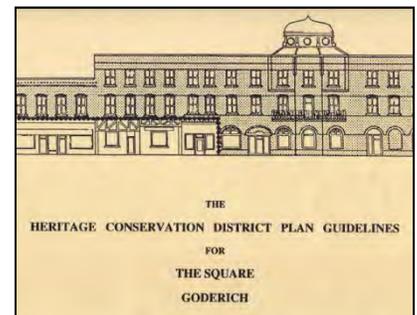
Perhaps this celebration was a portent of events to follow, for the period from the 1950s through to the late 1970s saw many key buildings lost through accident, neglect or redevelopment. On the entrances to the Square, along the side streets, the now necessary auto-related uses replaced modest buildings and created large forecourts and parking lots. Similarly, old livery stables gave way to garages or surface lots, and offered more maneuvering room for trucks servicing the commercial buildings. But disaster was also a prominent factor in changing the physical setting. Knox Church burned in 1950. The Courthouse was already slated for replacement when fire destroyed it in 1954. In 1956, fire razed the British Exchange Hotel, the first major commercial building on the Square to be lost since the fires of the mid-19<sup>th</sup> century. Those two losses fundamentally changed the appearance of the Square, especially since their replacements were different from their predecessors stylistically and in scale. The list of losses goes on: the old Town Hall was demolished in 1959 (but that led to a significant protest in the 1960 municipal election that led to the saving of the old Post Office and its re-use as the new Town Hall). The Huron House Hotel was demolished in 1969, while its adjoining Kay Block fell in 1971.



BRITISH EXCHANGE HOTEL (N.D)

And this kind of change was not confined to the downtown core. During the same period important buildings outside the core were removed, such as the Goderich Organ Co. (1961), the Seegmiller Tannery (1963), the municipal pumphouse (1964), the Sunset Hotel (1971), the Goderich Planing Mill (1972), the dance Pavilion (1973), Goderich Collegiate Institute (1973), as well as the West Street skating rink and tennis court (n.d.).

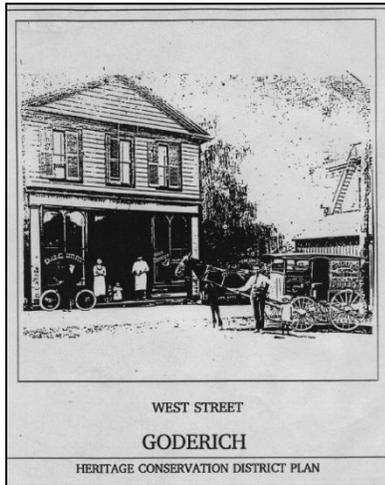
However, by the 1970s there was a growing awareness of the importance of local history and of high quality settings. Passage of the *Ontario Heritage Act* gave municipalities new controls over urban change. Publication of Dorothy Wallace's book at the sesquicentennial of the town's founding was an important means for local residents to understand their town's past and appreciate its physical features. Around the same time, the arrival of newcomers with a passion for heritage settings began to generate interest in conserving and enhancing existing settings. It was during that time that important buildings were saved and converted to new uses such as the Livery (a theatre), the former Central School (a museum), and the County Gaol (a museum) and important structures re-purposed (the Maitland railway bridge conserved and converted to a pedestrian bridge).



THE SQUARE HERITAGE CONSERVATION DISTRICT PLAN (1984)

The designation of the first of two Heritage Conservation Districts in 1984 signalled the beginning of a new trend towards incorporating and appreciating elements of the existing setting.

## 1950s-1980s



WEST STREET HERITAGE CONSERVATION DISTRICT PLAN (1993)

## 2.5 Adjusting to the New Economy (1990-present)

This trend was hampered by problems sustaining the local economy. In common with many other Canadian communities, Goderich suffered the loss of more local industries, including several that had moved to town after WWII as branch plants of multi-national corporations. Although strength remained in professional activities related to the courts and to local and County administration, these changes to the local economy inhibited investment and encouraged some people to leave town in search of better prospects. Balancing this trend has been the addition of new residents who have chosen Goderich for the beauty of its setting and the charm of its small town atmosphere. The designation of the second Heritage Conservation District in 1993 was perhaps one indication of a renewed interest in the town's unique qualities. And the shock resulting from the damage caused by the 2011 tornado brought many of these feelings to the fore and led to both a realization of the magnitude of the loss and a determination to rebuild in ways that suited, and enhanced, the downtown setting.

## 2.6 Heritage Today

What is important today? After the tornado, and thanks to ongoing discussions within the community over many years, there is a growing consensus that saving the best of what exists in downtown Goderich is in everyone's best interests. Although questions remain as to what sort of development most suits the downtown, and the potential effect of conservation on such development, there is also support for studying the potential of heritage conservation to improve the downtown, socially, physically, and economically. That is where the Heritage Conservation District Study comes in, and where the two existing Heritage Conservation Districts can be assessed to see if they can play more of a role in the area's revitalization. This assessment can be made in the context of the foregoing thematic history, and there are several over-arching observations that can guide this work.

First, as a general comment, it can be said that the town's economic and cultural fortunes peaked in the late 19<sup>th</sup> century. Since then, the town has struggled to assert itself in the face of increasing competition from the outside. Even so, Goderich established and maintained a reputation of having a highly qualified and well respected professional class of lawyers, judges and clerics. With the courts and the gaol, Goderich sustained its role as the County's administrative centre, even if its location was increasingly a disadvantage for industry and commerce.

The one benefit of its location was its access to the lake and river, an advantage that both started and continued a local tourism business, in some cases despite economic downturns elsewhere. Second, an unexpected benefit of the slow decline of local industry and commerce was that change slowed also.

Although investment in property maintenance was lacking, the properties themselves changed little from the late 19<sup>th</sup> century until after WWII. That half century of stalled growth preserved much of the unique townscape that is valued today.

Third, when change came, it came in waves. A series of fires in the mid-late 19<sup>th</sup> century resulted in the mostly uniform rebuilding of the Square and environs in an harmonious ensemble of buff brick, Classically-inspired buildings. Again, this time in the 1950s, a series of fires destroyed key buildings. The gaps were filled with new buildings, ushering in an era of new architectural and urban design that deliberately contrasted with earlier settings. And during the period from the 1970s onwards, several key buildings were saved and either renovated or re-purposed. The County Gaol was perhaps the most famous example, but the Livery was another, as were the Central School and Carnegie Library. These actions came as part of a general awakening to the value of local buildings and places, and spurred creative efforts to find viable ways to keep them.

Finally, Goderich benefitted from the late 1960s/early 1970s wave of urban expatriates who moved to rural areas deliberately, in search of a better way of life, one that often entailed alternative lifestyles and more scope for creative activity. Their presence, although resented by some, started a debate as to what was of value in the downtown's physical setting and, by implication, what priorities the Town should emphasize in future. Thus some of the same cultural vitality that spawned the Blyth theatre festival found its way to Goderich and resulted in the early plans for conservation of the downtown. Initially focused on individual buildings, these efforts blossomed into processes that resulted in the designation of two downtown Heritage Conservation Districts. To some extent, the influence of "outsiders" has been essential to conservation efforts in Goderich, despite the resentment that this has sometimes caused.

## 2.7 Thematic Framework

These observations can be placed within an interpretive framework of themes and sub-themes that can form the basis for a cultural tourism development strategy, providing the stories, produced by local residents, which portray their town, to themselves and to visitors.

The themes, and their associated sub-themes, can be summarized as follows:

- First people
  - Pre-and-post-contact aboriginal use of the Maitland and vicinity
  - The Bayfield survey
  - Early traders
  - Galt and Dunlop

- Canada Company
  - Harbour development
  - Town plan
  - Administrating the Huron District
- The downtown is founded
  - Lumber, grain and salt
  - First wave of development
  - Gaol and courthouse
- Steady growth
  - Depression and recovery
  - Fires and rebuilding
  - The apotheosis of downtown development
- Adjustments to Change
  - Railways, roads and port expansion
  - Attracting (and losing) industry
  - Celebrations
  - Getting by in hard times
- The presence of the past
  - Post-WWII development
  - Building losses and their replacements
  - First wave of heritage conservation
  - Two HCDs
  - Tornado and after

In summary, Goderich has had several periods of growth and decline, in common with most other rural communities in Ontario over the past 200 years. What is distinctive here is the continuing strength, economically and culturally, of both its professional occupations and tourism.

The influence of outsiders has had some important effects also, from American tourists in the Victorian era to late-20<sup>th</sup> century ex-urbanites looking for a special place in which to re-establish themselves. The interactions of these newcomers with what several authors have seen as the conservative values of long-time local residents has largely determined the physical form of the town today.

# 3. Inventory and Evaluation of Properties

## 3.1 Assessing Heritage Values

The evaluation of a district's heritage significance establishes the basis for its protection and defines its distinctiveness within the larger, Provincial context. As in other districts being studied, Goderich's downtown area has a character that is the result of its relationship with patterns of local, regional and Provincial history, as manifest in its unique setting. To be judged worthy of designation, its heritage attributes must be described and assessed.

Generally speaking, the downtown core is remarkable for its layout, with the octagonal centre from which radiate streets in an orderly pattern that makes up a larger "square". Within this larger pattern of streets and blocks is a mixture of residential, commercial and institutional properties at the centre of which is a large public park. The area has significant historical associations, important views and vistas, and many significant buildings and streetscapes. Its value lies both in its collection of individually important properties and in its combination of these resources within a formal planning geometry.

The following evaluation examines the heritage values of this area, comprised of the two existing Heritage Conservation Districts (the Square and West Street) and the larger "square" that forms the HCD Study area. The evaluation is made under several broad topics, as a prelude to making any recommendations for revisions to the existing HCDs or designation of the larger "square". The method used follows the guidelines found in the *Ontario Heritage Tool Kit* for HCDs as a whole and is augmented by a property-by-property inventory and evaluation that uses a template developed in the City of Kingston and tested in other municipalities (see Appendix A for details).

There are specific elements of an area, as opposed to individual property, that must be taken into consideration. As stated in the *Tool Kit (Heritage Conservation Districts, p. 21)*: "The evaluation of heritage attributes for an urban HCD will usually involve an aggregate of buildings, streets and open spaces that, as a group, is a collective asset to the community." It is necessary to understand that a district's heritage value lies both in its collection of individually important properties and in its combination of these resources within a compact, inter-woven urban form. A downtown is a special kind of district, with residential, civic and commercial components combined in a setting that is both functional and symbolic –the heart of town.



# 4. Planning Policies Affecting Heritage in Downtown Goderich

## 4.1 Provincial Policy Context

### 4.1.1 Provincial Policy Statement

As of 2005, Ontario now has considerably stronger heritage policies thanks to revisions to the *Provincial Policy Statement* and to the *Ontario Heritage Act*. The *Provincial Policy Statement* (PPS) governs all planning in Ontario and is the overarching policy with which all municipal planning must conform. The PPS as revised in 2005 contains key changes to the Province's approach to heritage conservation. The most significant changes are the improved definitions of conservation terms and its strengthening of language used to require municipalities to pay attention to conservation in all planning activity. Conservation in the PPS involves both natural and cultural heritage resources: the focus in the following discussion will be on the latter.

Key terms (in italics, below) are fully defined in the glossary attached to the main PPS text. These terms are used within the primary policy statements in Section 2.6, Cultural Heritage and Archaeology, as follows:

- *2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.*
- *2.6.2 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 may be permitted.*
- *2.6.3 Development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved. Measures to mitigate impacts and /or alternative development approaches may be required in order to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.*



This policy text is considerably stronger than anything previously found in Provincial heritage legislation and provides the first clear indication of the Province's intent to support conservation of cultural heritage resources. The third sub-section is new and important because it affects designated Heritage Conservation Districts as well as individually designated properties. For the first time, the context within which a designated property or district is situated must be considered for the effects of development "next door" could have on the heritage attributes that led to district designation.

With these revisions, municipalities must conserve: they no longer have the option of imposing their own interpretations of Provincial intent. The term used in the PPS (Section 4.2) is that all planning decisions "shall be consistent with" the PPS. In practice, this means that all planning decisions, in this case involving cultural heritage resources, must meet the minimum standards as presented in the PPS.

#### 4.1.2 Planning Act

The Provincial intent for heritage conservation supported and made more explicit by the changes made to the *Planning Act* in the 2005 revisions. For example, Part 1, Section 2 of the *Planning Act* states that:

- 2) *Provincial Interest* – *The Minister, the council of a municipality, a local board, a planning board and the Municipal Board, in carrying out their responsibilities under this act, shall have regard to, among other matters, matters of provincial interest such as,*
- d) *the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest.*

Section 5 of the *Planning Act* states that "A decision of the council of a municipality, a local board, a planning board, a minister of the Crown, and a ministry board, commission or agency of the government, including the Municipal Board, in respect to the exercise of any authority that affects a planning matter, **shall be consistent with** [emphasis added] policy statements issued under subsection (1), 2004, c.18.s.2.

#### 4.1.3 Ontario Heritage Act

Revisions to this Act in 2005 also resulted in clearer policies and stronger legislative powers. As outlined in the Ontario Heritage Tool Kit that the Ministry of Culture produce to accompany the *Ontario Heritage Act*, the key changes that affect heritage conservation districts in Part V of the *Ontario Heritage Act* can be summarized as follows:

- District designation requires Council adoption of a district plan that must now include a statement of objectives as well as policies and guidelines for achieving the designation objectives and for managing change within the district.

- During the study period, Council has the option of freezing development within the study area for up to one year by adopting an interim control by-law.
- Public consultation is emphasized through the requirement of Councils to consult with the municipal heritage committee and the general public during preparation of the study and plan.
- Municipal works as well as development applications must now be consistent with the district plan.
- There are additional controls on alterations to properties within the district.
- Properties within the district that have already been designated under Part IV of the *Ontario Heritage Act* are subject to the guidelines in the district plan.

What is evident from the revised legislation and from the Tool Kit is an expanded and clearer set of objectives and requirements for studying and designating districts. One of the most important of these is Regulation 9/06 in which the criteria for determining cultural heritage value or interest are defined. Without quoting the entire text, the criteria offer three main categories of value in which a property or district meeting any one or more can be a candidate for designation. They are: design/physical value; historical/associative value, and; contextual value. For the first time, municipalities have a clear process with which to examine settings and assess heritage value. The resultant definitions of value are the foundation for reasons for designating a district and offer a defensible position in the face of any challenges to designation.

Archaeological assessment in Ontario is also overseen by the Ministry of Culture (MCL) under the legislation of the *Ontario Heritage Act*, and is performed by licensed archaeologists licensed by MCL in accordance with Provincial guidelines and licensing requirements. The County of Huron has incorporated archaeological policies into its Official Plan which will bring it into conformity with the intent of Provincial legislation.

#### **4.1.4 Municipal Act**

Section 135 of this Act allows municipalities to control tree cutting. Although not within the mainstream of planning legislation, this section has been used in the past as a means of conserving trees located on public streets or in private yards. Section 94 of the *Municipal Act* also allows municipalities to undertake certain kinds of heritage programming.

#### **4.1.5 Environmental Assessment Act**

The foregoing Provincial policies regarding heritage conservation are further supported by the *Environmental Protection Act (RSO 1990)* which understands “environment” to include, among other things, “the social, economic and cultural conditions that influence the life of humans or a

community...any building, structure, machine or other device or thing made by humans...[and] any solid, liquid, gas, odour, heat, sound, vibration or radiation resulting directly or indirectly from human activities.” Where municipal projects such as, for example, those related to transportation, water and sewage infrastructure under the Municipal Engineers Association Class EA, may impact heritage structures, cultural landscapes or archaeological sites, these resources are to be identified, assessed and protected from impact by various means.

## 4.2 Regional Policy Context

The current Huron County Official Plan (consolidated June 3, 2013) contains some general guidance for heritage conservation. Under Community Services, heritage and culture are addressed in general policy goals for cultural heritage resource conservation and management. As stated in the Plan (3.2, p. 12): *“Respect for heritage is a community priority as reflected in the designated heritage districts and designated properties throughout the County. Heritage reflects a legacy of the expressions and aspirations of past generations and is valued for its historical significance and economic opportunity.”* In sub-section 3.3 Community Policies and Actions, the County provides general policy direction for conservation and management of all types of cultural heritage resources.

The Plan contains more specific policy direction that reflects current best practices in heritage planning. In 3.3.4 there is policy text added by the Province:

*“The community shall conserve and manage its significant built heritage resources, natural heritage and cultural heritage landscapes. All new development and infrastructure permitted by the land-use policies of this Plan shall conserve heritage resources and shall incorporate these resources into new development plans. Where appropriate, all new development and infrastructure will be planned in a manner which preserves and enhances the context in which cultural heritage resources are situated.*

*An inventory of heritage resources will be compiled and reflected in Official Plans and the Huron County Cultural Plan. Local municipalities will register properties of cultural heritage value or interest. When necessary, heritage impact statements will be undertaken, as well as measures to mitigate any negative impacts affecting identified significant heritage resources. (Minister’s Modification 9)”*.

In a similar fashion, for archaeological resources, the Plan contains the following policy:

*“Where development is permitted, archaeological assessment conducted by archaeologists licensed under the Ontario Heritage Act will be required in areas of archaeological potential.*

*There may be a need for archaeological preservation in situ or rescue excavation of significant archaeological resources as a result of development proposals....The appropriate First Nation shall be provided notification in regard to the identification of burial sites and significant archaeological resources relating to the activities of their ancestors. If the County or one of the constituent municipalities initiates the preparation of an Archaeological Management Plan, the appropriate First Nations shall be notified and invited to participate in the process. (Minister's Modification 10)"*

Finally, under Section 7: Settlement Patterns, sub-section 7.3.7 2), Heritage, the policy is (2)"Development and redevelopment will complement small town scale, character and historic streetscapes." As for implementation, Section 8: Implementation states that, for urban lands, implementation of the Plan will occur through a heritage impact study if within or adjacent to a Heritage Conservation District or a Protected Heritage Property".

At present, heritage planning such as it exists is undertaken at the regional level, by the County of Huron. Not only does the County share planning staff with the Town – staff with heritage training – it also undertakes high level cultural planning work. The Huron County Cultural Mapping project (2012) is one such project; the "Heritage Towns" project by the Regional Tourism Organization #4 is another. Currently the County is in the early stages of a cultural plan for the County.

## 4.3 Municipal Policy Context

### 4.3.1 Current Planning Policies

The current Official Plan (consolidated February 6, 2013) contains goals, objectives and policies that support heritage conservation. Section E: Values (p. 3) includes the value statement "a focus on Community Culture as an "economic engine" for the Town, through street and building design, availability of facilities, and protection and enhancement of Heritage Resources." Residential policies (D: 9, 10, p. 6) address infill within established areas and require sensitivity to context and heritage features. Similarly, commercial policies for the downtown core (D: 2-6, p. 11) support compatible development and enhancement of the existing setting.

Under Community Culture and Economic Development, heritage resources are defined in accordance with Provincial land use and heritage planning definitions. This section also, importantly, ties heritage conservation to economic development in a variety of ways. The sub-section dealing specifically with heritage policies includes direction for assessing the impact of proposed development or site alteration within the HCDs or adjacent to a Protected Heritage Property. The Community Improvement Plan action steps (C: 8) include reference to supporting heritage conservation through financial incentives and ongoing support for the Goderich municipal Heritage Committee.

Heritage conservation planning does not deal with land uses, which is the specific purview of zoning. Inasmuch as zoning deals with heritage, it does so through requirements for building placement on lots and the massing and design thereof. Zoning By-law 38-185 (consolidated December, 2012) is in the process of being revised. Current policies in it support conservation of the existing setting by permitting the types of uses and their configuration currently found in the Study area. The two existing HCDs are designated by municipal by-laws: No. 80-84 for the Square and 71-1993 for West Street (note: the original designating by-law 2-82 that covered what is the current Study area was challenged at the Ontario Municipal Board and the boundary reduced to the “Square”). The draft revised Zoning By-law (June 2103) updates the existing regulations by providing definitions for certain types of heritage resources and revising some of the requirements for such things as parking that made rehabilitation of existing buildings difficult.

The Community Improvement Plan (June 5, 2008) provides policies that offer financial incentives to encourage private sector investment in downtown properties. These incentives include (Section 3.2) a façade grant program, a fee grant equivalent program, and a tax increment equivalent grant program. Eligibility criteria are included in Section 4.1 and 4.3. All of these incentives could apply to conservation and rehabilitation projects for buildings in the Study area, since the CIP project area is the same as the Study area.

The most recent and most important planning policy document is the Master Plan Report, Downtown Core Area (May 14, 2012). The Plan was prepared in response to the destruction caused by the category 3 tornado that hit downtown Goderich in August, 2011. The study area for the Plan was divided into three: Court House Park and the Square; the Downtown Core, and; the Residential Quadrant. Essentially this reflected the dominant land uses and built form of the existing downtown, where the majority of commercial activity is concentrated in the Core and around the central Square. Planning objectives in the report clearly support heritage conservation in the context of new development, as the following quote shows (2.0, p. 23, 30):

*It is the intent of this Master Plan to support economic revitalization of Downtown Goderich within a context of historic preservation, while at the same time recognizing that adaptive reuse, redevelopment and intensification can be accommodated...It is also the intent of this Master Plan to ensure that redevelopment/new development will be appropriately designed, and will be compatible with the existing urban form...It is the intent of this Plan to recognize and protect The Residential Quadrant as a unique neighbourhood within the Project Area.”*

The subsequent policies and guidelines show sensitivity to the existing built form and identify areas in which redevelopment and new development will support this approach and have the least impact on the heritage attributes of the existing setting.

Both the policies and design guidelines are detailed enough to be incorporated directly into a Secondary Plan or the Official Plan. The Heritage District Plan is the best place in which to review these policies and plans and revise, as necessary.

Current planning policies that could affect the HCD Study area can be summarized as follows:

- The Official Plan, current and draft Zoning By-law are simple and straightforward, dealing with very typical issues in the Study area and across the rest of town.
- Official Plan policies articulate “compatible development”, clarifying Council’s intent in that regard.
- Zoning By-law requirements reflect the Town’s desire to achieve built form that is close to the street line, and has minimal setbacks, similar to the historic built form.
- Generally speaking, both the Official Plan and Zoning By-law are written in such a way as to be as simple as possible. They implement traditional approaches to policy and regulation and make no attempt to go into more detail, for example, in matters of built form or urban design.
- The Master Plan for Goderich (2012) proposed draft policies for the Official Plan that supplied more detail for urban design in the downtown; however, these policies have not been implemented.
- The Heritage Conservation District Plan can contain detailed policies and guidelines that could address the lack of such policy direction in the Town’s current planning framework. Similarly, a Secondary Plan for the downtown/Study area could also contain area-specific policy, as could an area-specific zoning by-law.

From this it can be concluded that the current planning policies allow considerable flexibility in terms of the type of development permitted. The Official Plan is not specific as to a particular vision for heritage conservation and revitalization which perhaps gives too little guidance either to the Town or to property owners..

There may be a need for more explicit policies that clarify Council’s intent and provide a better sense of what the downtown is to become as revitalization continues. In that case, recommendations can be made within an HCD Plan that Council can consider for amendments to its planning policies. However, the recently updated Huron County Official Plan provides clear policy for heritage and its requirements must be met by lower tier municipalities.

Generally speaking, however, it will be advisable for future revisions of the Official Plan and Zoning By-law to consider the following recommendations:

- Revise policy text to conform to the cultural heritage resource policies of the Huron County Official Plan
- Revise definitions of heritage activity and heritage resources in both documents to conform with the definitions found in the *Park Canada Standards and Guidelines for the Conservation of Historic Places in Canada* (2010) and the Provincial Policy Statement (2005, as amended).
- For heritage policies to more fully mesh with the Official Plan and the Downtown Master Plan:
  - Amend the Official Plan (OP) in accordance with the directives included in the Master Plan.
  - Update the Community Improvement Plan (CIP) and Incentive Programs by expanding the programs and resources available for private sector property encroachments.
  - Update the Zoning By-law to conform and expand upon the new planning regime provided in the updated Official Plan.
  - Create a Site Plan Guidelines Manual that is reflective of the detailed design objectives of the Municipality.
  - Create Architectural Guidelines that are reflective of appropriate heritage conservation principles

#### **4.3.2 Other Local Planning Initiatives**

The Goderich BIA Strategic Plan (March 2010) identifies several initiatives that seek to enhance the downtown, but their potential impact on heritage resources, or their use of such resources, is not clear. For example, the objectives of developing such projects as a hotel/convention centre, a community arts and culture centre, as well as higher density residential. Ideas such as the “festival of banners” will also involve parts of the study area.

A municipal Cultural Plan has been recommended in several planning documents. However, the current initiative is the Huron County Cultural Mapping exercise (2012) which is a high-level assessment of over a thousand cultural resources of which the majority are cultural heritage resources (material and intangible). The mapping project has shown that there is a widespread appreciation in Huron County for cultural resources, thus providing some basis for supporting heritage conservation in the region’s communities.

#### **4.3.3 Other Relevant Studies**

There are two studies prepared by outside bodies that have direct relevance to the ongoing stewardship of heritage resources in downtown Goderich. The first is a study conducted in 2009 by the Architectural Conservancy of Ontario as part of a Province-wide assessment of Heritage Conservation Districts.

The intent of the study was to determine the extent to which designation of the Districts had been effective in achieving the conservation goals that had been established at the time of designation. Integral to the study were reviews of comments by local residents on the effects of designation on property values, on business success, and on quality of life. The report also tracked heritage permit applications and property sales. The study concluded that designation of the two Heritage Conservation Districts had been successful in “preserving, protecting and enhancing” the area’s buildings and to reinforce the role of the downtown core as “a business centre and an historic area”. 78% of the people surveyed were satisfied or very satisfied with living and owning property in the Districts. The application process for heritage permits was not seen as an issue. Property sales in the District had above-average sales trajectories. The Square scored high visually amongst respondents to the survey. While some respondents required more information about designation, and there were ongoing issues around co-ordinating signage and commercial shopfront colour schemes, overall the study concluded that the Districts had been “successful planning initiatives”.

The second study addresses planning for the potential effects on cultural heritage resources of natural disasters, such as the tornado that caused such extensive damage to Goderich in August, 2011. The report, prepared in 1998 by the late Canadian heritage expert Herb Stovel for the International Centre for the Study of the Preservation and Restoration of Cultural Property in Rome, addresses the full range of risks faced by all types of cultural heritage resources and provides management strategies for risk preparedness. As it would apply to Goderich, the study has sections dealing with the effects of violent storms in which strategies include reinforcement of structural stability in buildings (especially cladding, walls and roofs) and fitting of protective shutters and other temporary closings on windows and openings to protect them from flying debris. Although the likelihood of a repeat of the 2011 tornado is small, the report offers useful strategies for monitoring the intensity and frequency of violent storms in the area as well as addressing other threats, such as flooding and fire. Since fires have had a profound influence on the physical setting of downtown Goderich, risk management strategies for this threat can be used to augment the already excellent fire prevention and response capabilities of the local fire department. Overall, the study stresses the importance of having in place risk preparedness strategies so that disasters can be prevented or, at least, responded to in ways that offer maximum protection to the buildings and setting affected.

#### **4.3.4 Current Heritage Activity**

The Town has an active heritage advisory committee that has compiled a very comprehensive municipal Register of Cultural Heritage Properties (2009), an “ongoing work in progress” that covers properties designated individually as well as those within the two existing HCDs.

It also lists potentially significant properties (buildings, natural or cultural areas, plaques, monuments and street furniture) and is thus one of the most complete and comprehensive Registers of any Ontario municipality in terms of its scope.

The committee as well has provided walking tour guides, information pamphlets on architectural styles, and assisted in special events such as Doors Open and Jane's Walks, all of which encourage a greater understanding and appreciation of heritage resources in Goderich. The Town has had a volunteer heritage advisory committee for many years and that committee has been the primary source of heritage information and review of heritage resources.

In terms of cultural resource management, the Town does not have a full-time heritage planner. Currently, it shares a planner with the County (present one day a week at the Town offices) and that person has considerable training in heritage planning. The heritage advisory committee is composed of volunteers, some of whom have architectural training or experience in historical research. Council relies on the committee for advice in heritage matters, especially development review, but the committee also is very active in monitoring and augmenting the municipal Register of heritage properties and in public education. Following the tornado, the committee has been particularly active in assisting the municipality and local property owners in restoring or renovating damaged or demolished structures, in accordance with design guidelines found in the Downtown Master Plan. In this period they have been regularly consulted on heritage permit applications within the two HCDs as well as on designated individual properties.

The municipal Register also identifies the current Study area as the "heritage precinct", describing it as "contain(ing) a large number of designated sites, both designated HCDs and many potentially significant sites" and as "the original area proposed as the heritage district (HCD)". This latter reference is to By-law 2-82 which was the Town's initial attempt to designate as an HCD what is now the current Study area (note: the Hill and Borgal HCD Plan for the Square also states that the Town designated the larger Square as an HCD on January 16, 1978 (p. 1) but this is the only reference found to date of any earlier designation than that passed by Council in 1982). That by-law was challenged at the Ontario Municipal Board and the boundary reduced, as reflected in a decision dated April 27, 1984 and in the Town's subsequent designating by-law 80-84.

# 5. Assessment of the Two Existing Heritage Conservation District Plans

## 5.1 Criteria for Assessment based on Changes to Provincial Legislation in 2005

Much has changed since the initial passage of the *Ontario Heritage Act* in terms of the ways in which Heritage Conservation Districts are studied, planned and implemented. Whereas in the period before 2005 municipalities and their consultants had considerable latitude in conducting HCD Studies and Plans, now the Province has provided a framework for this work, in the Heritage Conservation District section of the Ontario Heritage Tool Kit. Studies are required to satisfy certain criteria to demonstrate the study area's eligibility for designation and the study itself has to describe the heritage attributes of the proposed District and recommend a District boundary. Attribute types are listed and boundary definition criteria are specified. Overall, the Tool Kit provides clear direction for the municipality and its consultants in preparing plans for HCDs and offers consistency in what had previously been an arbitrary approach to such work.

## 5.2 Required Updates

In terms of what will be required to bring the two existing HCD Plans up to the current requirements of the *Ontario Heritage Act*, several changes are necessary. First, the Plans have to be supported by an HCD Study, which is what this document supplies. The current Study provides the rationale for District designation and for a boundary, both of which are largely missing from the existing Plans. Current Provincial requirements stipulate that District planning is a two phase process, with the HCD Study coming first and needing to be ratified by Council before the Plan and its guidelines can be prepared. As a result, the current Plans will need to be revised so that elements relevant to the Study are placed in the revised Study, and elements relevant to the Plan, such as Official Plan and zoning recommendations, as well as design guidelines, find their place in the subsequent HCD Plan. Also, the current Study must address subsequent changes to the study area resulting from decisions by the Ontario Municipal Board (see below), and from alterations to existing properties as a result of changing ownership and tenancies as well as from damage caused by the tornado. In other words, the study area being assessed today differs physically from that addressed in the two HCD Plans and procedures for its planning have changed also.

As will be discussed in Section 7, below, the two existing HCDs do, however, capture the essential character of both the inner Square and West Street, and their District boundaries include the properties that define that character. As discussed in that section, any expansion of these boundaries would involve including adjacent areas that have a somewhat different character, resulting in a larger district that has several character areas comprising the whole. Should no further expansion be considered, the two Districts could be combined into a single District to rationalize management and regulation of maintenance and conservation activity.

### 5.3 The Square

There appear to be two HCD “Plans” for the “Square” – a portion of the downtown core that encompasses the current HCD Study Area bounded by Nelson, Victoria, Elgin and Waterloo Streets – both prepared by consultants who had a longstanding relationship with Goderich. The first Plan, prepared ca. 1977 by the late Nicholas Hill, laid out the rationale for designation and proposed a phased series of actions that would conserve and enhance the downtown core. The second Plan, prepared ca. 1982 by Hill and Borgal, Town and Country Planners, reiterated most of the content of the earlier report and added a more detailed set of planning policy recommendations and implementation actions. It also included block-by-block assessments of the buildings and provided general guidelines for conservation, rehabilitation or redevelopment of properties. These Plans centred on building facades but also included more wide-ranging changes to parking, access, and landscape, as well as to land use and zoning. In doing so, these documents were essentially hybrids of HCD Plans and Secondary Plans because they addressed issues that are covered under both the *Ontario Heritage Act* and the *Planning Act*.

The current Study supports the “basic assumptions” upon which the Plans were based but adheres closely to the study framework supplied in the Ontario Heritage Tool Kit. However, it separates the elements of these Plans that deal specifically with heritage matters from those that pertain to land use planning. Detailed recommendations for any amendments to the Town’s Official Plan and Zoning By-law will be found in the HCD Plan. Most important, the current Study meets the current Provincial requirements by providing the rationale for designation and for the HCD boundary, matters that were only lightly covered in the two existing HCD Plans for the Square. Overall, there is relatively little from the two Plans that can be carried into the current HCD Study beyond the basic assumptions and the scope of the study area. The intent to conserve is similar but encompasses buildings, landscapes and associative values for the downtown core, moving away from a predominantly architectural focus.

It should be clear that both existing HCD Plans for the Square envisaged District designation for the entire “Square proper”. However, the decision in 1984 by the Ontario Municipal Board reduced the District boundary to the current version which encompasses only the properties facing onto the central “Square”. As a result, the current Study has to address the option of expanding the current boundary of the current Square HCD (and of the West Street HCD) beyond the existing boundary, potentially to the limits proposed in the 1982 HCD Plan for the Square.

## 5.4 West Street

Following the 1984 decision by the Ontario Municipal Board to reduce the HCD Plan for the Square to the area abutting the central park and ring road, it was almost another decade before the Town moved to designate another portion of the original HCD Plan study area, in this case, the first block of West Street. The HCD Plan for West Street was prepared in 1992 by Christopher Borgal Architects Inc., one of the authors of the 1982 HCD Plan for the Square. This Plan provides more of the background context for designation than did the earlier Plan and, in doing so, more closely follows the current requirements for HCD planning. However, the rationale for designation and for the proposed District boundary is brief and the bulk of the Plan focuses on an inventory and evaluation of the properties within the proposed District and provides conservation and design guidelines for them. What amounts to a combined HCD Study and Plan under current requirements is a short document that provides relatively little guidance to the municipality or landowners as to what deserves conservation and why.

To be brought up to current Provincial standards, the current HCD Plan for West Street must be split into the Study and Plan components, as with the Square HCD Plan, and more analysis and commentary must be provided in each so that there is strong support for the conservation recommendations it contains. Also, as in the Square HCD, there have been significant changes to the District since 1992, most evidently from the extensive damage to buildings caused by the 2011 tornado. Demolitions of several properties resulted and replacement buildings now stand in their place. Other buildings were extensively repaired in order to restore lost or damaged components of their exteriors. Also, at the time of designation (1993), several property owners “opted out” of the District such that their properties are not included within the District boundary and are thus not subject to designation under Part V of the *Ontario Heritage Act*. In the time since designation, several of these properties have either changed ownership or been substantially altered. It is likely that the current owners of these properties will choose to be included within the HCD boundary now so that the revised West Street HCD would include all of the properties formerly excluded from the District.



# 6. Public Perceptions of Heritage Value



MARKET STREET LOOKING EAST TO MONTREAL STREET (MAY 2013)

## 6.1 Public Consultation Process

The Heritage Conservation District Study builds upon a process that began in the 1970s. Studies at that time recommended designation of the central square and were followed by further studies that provided design guidelines for conserving and rehabilitating downtown commercial and civic buildings. An important local history was published around this time and was followed by designations of the two existing HCDs in the 1980s and 1990s. Efforts by local volunteers since then have established and added to the municipal Register of cultural heritage properties. All of these efforts, combined with those made in response to damage from the tornado, are part of a movement towards formally recognizing the significance of the downtown core's physical setting, and have culminated in Council's initiating this Study. Work undertaken as part of this Study has opened the discussion of heritage conservation in the downtown to the wider population of Goderich: it has also provided a window into the values possessed by past residents and visitors. Together, these comments provide a context for assessing what is of heritage significance in the Study area, and in what ways those attributes can best be managed.

## 6.2 Comments Made/Issues Raised during Consultation Process

### 6.2.1 Quality of Physical Setting, by Era

It is often difficult to imagine what a place was like for its inhabitants in earlier times. The most immediate impressions are those made by those who had direct experience of the place and recorded their observations at the time, or in reminiscences. One of the first such records to describe conditions in the early days of the town comes from Thomas Kydd, as published in the *Huron Signal* 1888 (Wallace, pp. 14-16). Here are some of his recollections of life there in the mid-1830s:

*“West Street from about the Post Office that is to be, down to near the Park House was a continuous crossway of the roughest description with an open ditch some six feet wide on each side of it and generally well filled with stagnant water containing a full choir of vocal musicians ever ready to entertain our summer visitors; and for those desirous of a more somber and sonorous music there was a full band of double bass voices kept at the harbour, who invariably commenced their labours at daybreak to a key fit to be heard a mile off....one evening...I started in a thunderstorm to cross the Square in search of supplies but, losing the foot path among the stumps and elder bushes, there was no help for it but to wait for the flashes of lightning and bolt from stump to stump...the town being then municipally attached to the township and the cows and pigs being free commoners, the half-starved brutes came in from all quarters from miles around until the nuisance became so intolerable that our friend the sheriff and I resolved to put a stop to it...in those days we always had lots of Indians about us both in town and neighbourhood...”*

There do not seem to be accounts available that describe Goderich in the mid-19<sup>th</sup> century, but there are some that are current to the 1880s and 1890s, in which hints of earlier conditions may be found, as well as eloquent descriptions of contemporary life and settings. Lauriston (1932, p. 83) reminisces about the Goderich he remembers as a boy, in 1889:

*“a touch of old-world atmosphere...For a growing boy, romance in the harbour, with its fishy smells and its ships coming and going, in the wide Maitland valley with its myriad of singing waterfalls; in the abandoned salt blocks with their fallen chimneys. Back of all of this lay a vaster romance of heroic pioneering, of men of vision who pictured new homes in an untrodden wilderness, of stout-hearted, strong-armed men who in the face of hardships now inconceivable created those homes.”*

Note that there is no mention of women and families, or of the town beyond the harbour. The lure of the lake, port and river, and the fascination of decaying industrial sites, sum up a boy's view, while the mature author marvels at the effort needed to turn wilderness into settlement. There is no mention of the former native inhabitants either.

Around the same time as Lauriston was in his boyhood, the newly-established Goderich Board of Trade sponsored a special edition of the Signal Star (March 25, 1889) in which they described at great length, and with many engravings, the town's virtues. The town was just entering troubled economic times when this paper was published, fighting competition from cities for industry and population. Here the emphasis is on the downtown and the better residential neighbourhoods, as well as on local industry, commerce and civic improvements. The following excerpts are indicative of the pride, as well as the boosterism tinged with worry, that characterized the text (p. 5):

*"[referring to the central square] springing from this common centre – the embowered courthouse – run eight streets, crossed at intervals in a fashion to suggest a spider web...all the streets are much wider than the ordinary, and long avenues of the choicest shade trees..."*

Skipping ahead to the next boom period – in the decades immediately following World War II – is another promotional piece, this time from the Goderich Industrial Commission (1963). Here there is also a balance between text extolling the qualities of the physical setting with descriptions of its industry and public amenities. But the most compelling text focuses on the town's beauty, and the pride of place shown by its residents (p. 1):

*"Beauty continues through the wide, well treed residential streets...the well-preserved Old World residences of stalwart early day quality blend with the modern homes, having in common well-kept lawns, boulevards, shrubbery and gardens. The people of the town have a true sense of pride in their homes and town. Goderich is noted for its beauty."*

A different set of comments come from the early heritage studies undertaken in the 1970s which focused on the unique architectural and urban design qualities of the downtown core, with less emphasis on other areas of town. These studies were the pre-cursors to designation of the two Heritage Conservation Districts and thus described the components of the physical setting that were most important and recommended actions to conserve them. The architectural focus contrasted with the earlier accounts of the town which had a larger scope than just the core, and which described other sensory values than just visual ones.

Finally, the most recent opinion surveys, undertaken in 2009 as part of the HCD Study mentioned above, show that the 55 respondents were "overwhelmingly satisfied with being in the District" when asked about the two HCDs in Goderich. It would appear that, in the time since the 1970s when heritage conservation was first being considered, most of the downtown residents and businesspeople had come to recognize the benefits of designation and accept whatever minor restrictions that regulation of development activity entailed for properties within the Districts.

While it is not clear from the survey whether there was support for expanding the two existing HCDs, the study did indicate a broader understanding of heritage conservation that seems to have been the case when the initial plans were prepared in the 1970s and 1980s.

As shown in the foregoing descriptions, the early accounts of Goderich commented on its state of development and, as the town grew, promoted its maturing physical, cultural and economic state with a notable sense of pride. Since the 1960s, however, the emphasis seems to have been more on re-awakening local people to the value of the physical setting, as a means of saving it from destructive trends driven by differing cultural values between “insiders” and “outsiders” (e.g. wish for modern facilities and styles vs. back to the land) and by different economic conditions (e.g. the need to compete with larger communities vs. promoting what is distinctive). As is evident from comments made during the current study, there appears to be a renewed sense of local pride that is focused on the downtown and its physical attributes but that also extends beyond, into adjacent neighbourhoods and to the town as a whole.

### **6.2.2 Current Heritage Values**

Initial meetings with the steering committee produced several comments that will help guide the Study. Marine history is one element to be addressed, even though the harbour is currently outside of the Study boundary. Origins of the unique town plan are also of interest in order to determine how much flexibility there could be in the ways in which new development relates to this framework.

There were questions about the symbolic and functional roles of the downtown and how the core can be enhanced. There was seen to be a need to determine what works and what doesn't and to identify what is special, in order to improve local quality of life and generate economic activity. There were concerns about property owners perceiving heritage to be an obstacle and an intrusion on property rights, about one storey buildings, and about the possibility of heritage conservation producing a faux-Victorian result. The different perceptions of the value of addresses on the Square compared to those on the side streets were discussed as they affected local heritage values. Overall, there was strong support for updating the current HCDs and for studying the merits of expanding the District boundaries.

Meetings with the BIA and interviews with key local businesspeople produced similar comments. The BIA noted the rapid revitalization of the core following the tornado as an indication of local values for place. Ways of renewing properties without resorting to replication of Victorian buildings was another issue. Local business representatives stated that there was a strong wish to define what heritage conservation would mean for property owners, especially those in the downtown business core.

The degree to which heritage conservation could support and enhance the local retail sector was one issue; another was the current reality that it was professional services, not retail, that drove the local economy in the core. Practical issues of dealing with older buildings also arose, such as meeting current code requirements, finding parking, and upgrading to attract better tenants. Having a clear, fair and consistent regulatory process was also a priority. Establishing better links to the surrounding farming community was an opportunity for downtown revitalization that has a strong history dating back to the town's founding. Similarly, somehow linking activity at the harbour with that of the downtown was an objective.

The workshops conducted on June 12<sup>th</sup> produced a large number of impressions and comments on the physical form and sense of place in the Study area and the town as a whole. As to be expected, most of the comments were of a general nature and did not focus on heritage values. However, there did emerge some common elements that have relevance to our understanding of the heritage values that local residents hold. The following is a summary from the workshop notes our team has prepared and lists sights, sounds and smells of value, in no particular order:

- Trees
- Lake and harbour and river
- Ringers and square/park: memorable shape and circular motion
- Culberts' bakery smells
- Clock chimes
- Details on buildings
- Local markets (farmers' and flea)
- Past, present, future evident
- Inviting, walkable downtown
- Vistas down streets
- Pride in home ownership, as shown in good property maintenance

Of these comments, there were also some made on the heritage planning process, as it has occurred previously:

- Wariness of permit process/Town regulatory powers and procedures
- Wariness of outsiders "telling them/us what to do"
- Encouraging trend of co-operation between heritage committee and heritage advocates and the Town and business community, post-tornado

If there are common threads in the conversations and comments made, they include the following views on the heritage values of the town, especially the Study area:

- Small town atmosphere, friendly, human scale
- Solid support for downtown revitalization
- Square is the heart of Goderich, architectural showcase (for the most part; needs revitalization)

The workshop on November 6<sup>th</sup> was focused on identifying the parts of the study area requiring most protection and on identifying the best option for a HCD boundary. Many of the comments echoed those made in the first workshop in being concerned about the implications of designation, but there was also a common recognition of the value of the heritage resources within the study area, and an understanding that District designation would be a good way to help conserve and enhance those resources.

# 7. Heritage Character



COURT HOUSE SQUARE FROM KINGSTON TO HAMILTON STREETS, (TOP: MAY 2013, BOTTOM: C. 1930S, N.S.)

## 7.1 Defining Heritage Character

Comments from local residents reveal a strong affiliation with the physical setting and for the variety of experiences the downtown offers. The challenge at this stage of the District study is to take the many views about what makes this area distinctive and place them within an analytical framework within which decisions about designation can be based.

### 7.1.1 Common District Characteristics and Types

This process has been made simpler through the efforts of the Ministry of Tourism, Culture and Sport in defining the common characteristics of heritage districts. As described in the Ontario Heritage Tool Kit, these general characteristics may include the following four characteristics, each of which is found in the Study area as a whole:

- A concentration of heritage buildings, sites, structures, designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use.

*(the study area has most of these and is itself a designed landscape)*

- A framework of structured elements including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.

*(the study area is defined by a radial street pattern within a square, at the centre of which is a landmark building and major public open space)*

- A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.

*(the study area is a compact downtown core of mainly three storey brick 19<sup>th</sup> C. commercial and civic buildings)*

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

*(the radial pattern of streets and blocks and the uses within it are, for the most part, visually, culturally and historically distinct from adjacent districts).*

### **7.1.2 Heritage Character of the Study Area**

What is evident when considering the entire Study area is that it consists of several sub-areas, each of which contributes to the character of the whole. An area this large, with this range of uses, and with its history of changes, will inevitably display varying degrees of heritage significance throughout its extent. Within the consistently significant historic streets and blocks pattern there are areas which contain greater or lesser numbers of designated and potentially significant properties than do others. The two existing HCDs are distinct, but beyond them to the northeast and northwest are primarily residential areas that contain many designated and listed properties. These areas suffered some tornado damage but otherwise have been little changed over the last century. By contrast, the remaining areas to the south, east and northeast have undergone considerable change, both as a result of tornado damage and from redevelopment over the last half century.

These sub-areas have similarities to those identified in the Downtown Master Plan and the Official Plan and so are in accord with planning objectives for the Study area. In other official presentations, Goderich's downtown has had a fairly consistent image for most of the last century, at least until the damage caused by the tornado. Most of the postcard views from the 20<sup>th</sup> century showcase the main square.

Other popular views are of the Court House and other prominent public buildings within the downtown. The consistent appearance of the commercial and residential streetscapes in these views, highlighting the civic use in the centre, demonstrates the enduring role of the downtown core as the symbol of the community. Promotion issued by the Town uses terms such as “steeped in historic charm” and “Canada’s prettiest town” to differentiate their town from communities elsewhere. In addition, the Goderich Downtown BIA uses a stylized plan of the “square proper” as the main part of its logo.

Summarizing the character of the downtown is made easier because of this consistency of portrayal. Such summaries are an essential part of the District study process because they make clear the reasons why the area should be considered for designation. Following the format applied to Provincial and municipal properties, the Statement of Significance, and its component Heritage Attributes, provide a good framework for these descriptions. Although the attributes are usually physical ones, because it is the physical setting that would be controlled by designation, important associative values are also described.

The following descriptions begin with each sub-area and end with a summary description of the Study area as a whole.

## 7.2 Statement of Significance/Heritage Attributes

### 7.2.1 The Square

The ca. 1982 Heritage Conservation District Plan for the Square included detailed descriptions of the architectural/heritage character of each block that faced the courthouse park. Each block was numbered: the text below rennumbers the blocks to run clockwise from Colborne. The following is a summary of the defining characteristics, as updated to reflect changes since that time.

#### Block 1: Colborne-North (ca. 1870)

- Upper façade with symmetrical massing of two 3 storey end buildings enclosing six 2 storey buildings creating an harmonious whole
- Unified architectural style thanks to consistent use of brick and even rhythm of window openings surmounted by a modulated brick cornice
- Architectural detailing including a repeated use of similar stone lintels and projecting keystones, brick pilasters and window voussoirs

## THE SQUARE



#### Block 2: North-Hamilton (ca. 1870-1880)

- Georgian style of surviving structure closest to North Street (the corner building was demolished and redeveloped following the tornado)
- Highly decorative style of the building at the Hamilton Street corner
- Architectural detailing including window voussoirs, lintels and keystones, brick pilasters and decorative cornices

#### Block 3: Hamilton-East (ca. 1880-1910)

- Consistent use of brick
- Even rhythm of window openings surmounted by a modulated brick cornice
- (buildings towards East Street corner rebuilt following tornado damage)

#### Block 4: East-Kingston (ca. 1880?/1969)

- Consistent use of brick
- Even rhythm of window openings surmounted by a modulated brick cornice
- (the majority of this block was demolished following the tornado: the Bank of Montreal building on the East Street corner was not assessed as having heritage value)

#### Block 5: Kingston-South (1896)

- Uniform architectural treatment creating an harmonious whole
- Consistent use of brick
- Evenly proportioned and designed window openings; barrel-arched windows at the ground floor
- Modulated brick cornice
- Corner cupola

#### Block 6: South-Montreal (1888; 1959)

- Consistent use of brick (alternating buff and red) and raised brick banding
- Rhythm of window openings with moulded heads and projecting keystones
- Architectural detailing on a projecting cornice with brackets
- (the one storey building on the South Street corner was not assessed as having heritage value)

### Block 7: Montreal-West (ca. 1960s)

- (there are no buildings in this block that were assessed as having heritage value: the original 1880s 2 1/2 storey building at the Montreal Street corner was demolished following the tornado but has been rebuilt in a manner that essentially replicates the style and massing of the former building)

### Block 8: West-Colborne (1875; 1895-7)

- Consistent use of brick (buff and red)
- Rhythm of window openings surmounted by a modulated brick cornice
- Architectural detailing such as decorative brick designs (jewellery store) and semi-circular window openings (ground floor) and projecting horizontal brick courses (CIBC bank)
- (the Park Theatre, including its sign and marquee, was not assessed as having heritage value at the time)

### Park Land: Courthouse Park (1856)

- (note: the landscape of the park was not assessed and heritage attributes were not described at the time)
- Current attributes of the Park would include those elements retained, restored or added following the extensive damage caused by the tornado:
  - mature and semi-mature trees and shrubs
  - park furniture (benches, planters, signage, lighting)
  - ornamental fountain
  - outdoor performance space
  - war memorial and plaques

Note also that there was no description and evaluation of the character of the rest of the public realm, such as the streets and views/vistas that are cultural landscape resources. Key elements of the current setting of the Square would include:

- Vistas into the Square (of the Courthouse and park) from the radiating streets
- Vistas along East Street of the railway station
- Vistas along West Street towards the lake
- Vistas along Montreal Street of the Carnegie Library
- Vistas along Hamilton Street of the Bradley Block
- Vistas along Kingston Street of the Legion
- Constantly changing angular views as one circles the “Square”

- The breadth of the street compared to the width of each radiating street
- Community events (e.g. markets, holiday and Remembrance Day) and activities
- Associations with origins of Goderich

#### *Summary Statement of Cultural Heritage Value or Interest*

This unique octagonal layout contains a major public space (park and Court House) and is bounded by a somewhat intact late 19<sup>th</sup> century commercial streetscape, from which radiates a formal street pattern.

#### *Summary of Heritage Attributes*

- Surviving 19<sup>th</sup> and early 20<sup>th</sup> century buildings
- Generally uniform massing, heights, materials and setbacks
- Radial street pattern
- Octagonal layout
- Central park with Court House
- Wide streets (99' on perimeter street and major radiating streets; 66' on minor radiating streets)
- Associations with Canada Land Company

## WEST STREET



### **7.2.2 West Street**

The 1992 West Street HCD plan included descriptions of each building within the District that included summaries of heritage attributes. The following is a summary of the defining characteristics, updated to reflect changes that have occurred since that Plan was prepared.

#### North Side (Waterloo Street to Courthouse Square: 1870s-1910s; 2012)

- (#s 68-56 demolished and replaced following tornado damage; rest of buildings repaired)
- 2-3 storey height predominant
- Consistent use of brick
- Chimneys are a consistent skyline element
- Semi-circular or flat window openings with brick voussoirs and keystone, decorative brick banding and cornices
- Landmark buildings (Cornish, Mulhern, McCauley)

#### South Side (Courthouse Square to Waterloo Street: 1860s-1970s; 2012)

- 2-3 storey height predominant
- Variety of cladding materials (frame, brick and stone)

- Semi-circular or flat window openings with brick voussoirs and keystones, decorative brick banding and cornices
- Variety of rooflines (flat, gable), some with decorative elements (finials, arches, iron cresting)
- Chimneys are a consistent skyline element
- Landmark buildings (Town Hall, bakery, former Masonic Hall)
- (former police station a #F65 demolished and replaced by Town Hall addition: Masonic Hall rebuilt after tornado, other buildings repaired)

#### *Summary Statement of Cultural Heritage Value or Interest*

This early extension of the downtown core was an important link to the harbour and railway station and contains some of the Town's earliest commercial and institutional buildings.

#### *Summary of Heritage Attributes*

- Concentration of important early commercial and institutional buildings
- Associations with the early commercial development of Goderich

### **7.2.3 Residential Quadrants**

*(Note: these are the areas outside the two HCDs and are bounded by North, Nelson, Waterloo and Market Streets)*

The streets comprising this part of the study area share common characteristics, although a few have distinct features (note that some single family dwellings have been converted to multiple occupancy or commercial use). There are important vistas to and from the Square and west along Elgin:

#### Nelson Street (Waterloo-North):

- North side: mixture of residential, from smaller single family dwellings on small lots to large lots with large residential dwellings, with some lots elevated with deep setbacks; significant concentrations of mature street trees
- Landmark building at mid-point of block (large house, deep setback on large lot with mature trees)
- Landmark church anchors east corner

#### Colborne Street (Waterloo-Square):

- Northeast side: large single family dwellings on large lots, raised above street level as street drops to NW
- Southwest side: smaller single family dwellings on smaller lots

## RESIDENTIAL QUADRANTS



#### Church Street (Nelson-Colborne):

- West side: large vacant lot and large side yards of flanking dwellings
- East side: large single family dwellings on small lots

#### North Street (Nelson-Square):

- West side: large single family dwellings on small lots
- East side: mixture of large single family dwellings and large institutional buildings, on small lots

#### Waterloo Street (Nelson-Elgin):

- West side: mixture of small and large single family dwellings on large lots, with the exception of the large house on a large lot at the Nelson intersection
- East side: large single family dwellings on large lots; commercial/institutional buildings flanking West Street

#### St. Patrick Street (Waterloo-Colborne):

- North side: large single family dwellings on small lots
- South side: small single family dwellings on small lots

#### Lighthouse Street (Waterloo-Montreal):

- North side: large single family and multiple-unit dwellings on small lots, large parking lot on east end
- South side: small single family dwellings on small lots, library dominates east end

#### Montreal Street (Waterloo-Lighthouse):

- Northwest side: large single family dwellings on small lots, library dominates north end
- Southeast side: large institutional and single family dwellings on small lots

#### Market Street (Elgin-Montreal):

- West side: large single family dwellings on small lots
- East side: large single family dwellings on small lots

### Elgin Avenue (Waterloo-Market):

- North side: large single family dwellings on large lots
- South side: mixture of small and large single family dwellings on small lots

### *Summary Statement of Cultural Heritage Value or Interest*

These primarily residential areas have a variety of late 19<sup>th</sup> and early 20<sup>th</sup> century houses and are representative of the high quality of residential construction and design evident in oldest parts of Goderich.

### *Summary of Heritage Attributes*

- Mature street trees on boulevard strips (and many new trees replacing those lost in the tornado) creating a canopy over the sidewalk
- Mature trees in side and rear yards defining the skyline
- Houses with shallow to moderate setbacks from the street
- Generous side and rear lots with ornamental landscape plantings
- Key civic buildings (library, churches)
- Angular views towards, between and behind buildings at the intersections of radial streets
- Views towards and from the Court House Square

## **7.2.4 Downtown Commercial Core**

The area east of North and Market Streets has a largely commercial character: it has also undergone the most significant changes due to redevelopment following demolitions resulting from changing land uses and tornado damage. There are important vistas to and from the Square.

### Nelson Street (North-Victoria):

- North side: mixture of large and small single family dwellings on large lots, gas station terminates east end; significant concentrations of mature street trees
- South side: mixture of institutional and small single family dwellings on small lots, memorial anchors east end

### St. Andrew Street (Nelson-Hamilton):

- West side: mostly vacant, small single family dwellings on small lots at north end
- East side: small and large single family dwellings on small lots, large commercial building anchors south end

## **DOWNTOWN COMMERCIAL CORE**



#### Hamilton Street (Nelson-Square):

- Northwest side: small commercial buildings and single family dwellings on small lots, built to the street line, large commercial building anchors south end
- Southeast side: mostly vacant, small commercial buildings built to the street line

#### Newgate Street (Victoria-Hamilton):

- North side: mostly vacant, small single family dwellings on small lots
- South side: mixture of small commercial buildings and single family dwellings on small lots, built to the street line

#### Victoria Street (Nelson-Elgin):

- West side: mixture of small and large single family dwellings on small lots; church anchors corner at East Street, service commercial uses terminate the north and south ends
- East side: mixture of large single family dwellings on small lots and strip commercial buildings; Victoria Park anchors the north end, with service commercial terminating the south end

#### East Street (Victoria-Square):

- North side: mixture of small and large commercial buildings built to the street line, church anchors east end on a large lot with deep setbacks
- South side: small single family dwellings on east end; row of commercial buildings in the middle, built to the street line, detached commercial building with deep setback at west end with single storey bank on the corner

#### St. David Street (Victoria-Kingston):

- North side: large single family dwellings on east end; detached large commercial building in middle surrounded by parking; vacant lot to the west
- South side: vacant lot at Victoria (site of demolished church following tornado); large single family dwelling and commercial building, built to the street line

#### Kingston Street (Victoria-Square):

- Northeast side: vacant lots on west end (site of demolished commercial buildings following tornado), commercial buildings in centre, built to the street line, strip commercial building terminates intersection at Victoria
- Southwest side: Legion anchors intersection at the Square; vacant lots in the middle; strip commercial buildings terminates intersection at Victoria

#### Stanley Street (Elgin-Kingston):

- West side: parking lot at north end; small single family dwellings on small lots with shallow and large setbacks; large house on large lot anchors south end
- East side: Legion anchors north corner; rest of block is a vacant lot

#### South Street (Elgin-Square):

- West side: small single family dwellings on small lots with shallow and large setbacks
- East side: hotel and theatre anchor north end; small commercial building and parking lot in middle; small single family dwellings on large lots at south end

#### Elgin Avenue (Market-Victoria):

- North side: small single family dwellings on small lots and small commercial buildings built to the street line; parking lots and strip commercial buildings terminate the east end
- South side: large single family dwellings on small lots, with mature street trees; commercial building with large parking lot terminates east end

#### *Summary Statement of Cultural Heritage Value or Interest*

The eastern half of the downtown core contains a mix of residential, commercial and institutional buildings and shows evidence of the evolving pattern of development in the downtown.

#### *Summary of Heritage Attributes*

- Representative examples of commercial and institutional buildings from the late 19<sup>th</sup> to the late 20<sup>th</sup> century
- Variety of modest to substantial residential properties around perimeter, with mature plantings



EAST SIDE OF NORTH STREET LOOKING NORTH TO NELSON STREET (MAY 2013)

### **7.2.5 Study Area as a Whole**

Although properties within the “square proper” have been altered over time, those west of the central Square have had fewer changes than those to the east. In part this is due to the historical pattern of predominantly commercial development to the east and predominantly residential development to the west. Despite demolitions of many buildings in the 20<sup>th</sup> century and following the tornado, the built form of properties within the study area still retains many heritage resources and provides a coherent collection of representative properties from almost two centuries of the town’s development.

#### *Summary Statement of Cultural Heritage Value or Interest*

This is the historic core of Goderich, contained within a formal square and defined by a radial street pattern emerging from an octagonal central public space. The area has value because of properties that represent key stages in the town’s development, because the area is relatively unspoiled and intact, and because it offers a high concentration of some of the best buildings and commercial, residential and institutional streetscapes in Goderich. The area’s heritage value lies both in its collection of individually important properties and in its combination of these resources within a compact, inter-woven urban form.

#### *Summary of Heritage Attributes*

- Unique radial street pattern (defined as “designed” - Ontario Heritage Tool Kit: HCD section)
- Significant historical associations
- Landmark public and commercial buildings

- Central octagonal public park with Court House
- Concentration of late 19<sup>th</sup> and early 20<sup>th</sup> century commercial buildings framing the octagon and lining the first blocks of side streets
- High quality residential streetscapes
- Historic views and vistas
- Consistent 1-3 storey building massing and buildings materials (predominantly brick and wood)
- Two existing Heritage Conservation Districts
- Several designated properties, with others included on the Town Register or eligible for inclusion



# 8. Conclusions and Recommendations



LOOKING WEST DOWN WEST STREET FROM COURT HOUSE SQUARE (MAY 2013)

## 8.1 Reasons for Designation

From the foregoing descriptions of heritage character, it is evident that the Study area contains many of the characteristics that qualify it for designation as a Heritage Conservation District under Part V of the *Ontario Heritage Act*.

It should be made clear that designation does not entail freezing the district in time. Rather, designation is a form of change management that allows communities to control the rate and type of change within the district. With this definition in mind, the rationale for designation can be summarized as follows:

- Goderich's downtown core is a discrete district with significant heritage character in the form of built heritage resources, cultural landscapes, and associations with important people and events in the municipality's history.
- The inventory and evaluation of the study area have shown that these heritage resources merit conservation.
- The downtown core is valuable because its heritage resources are largely intact and the district as a whole retains a distinct character.
- The area shows evidence of the major stages of its evolution.
- Provincial planning policies require conservation of significant cultural heritage resources, as does the Huron County Official Plan.
- The downtown is stable and vibrant but under some development pressure for intensification and redevelopment.

- There is public support for designation.
- The downtown is a popular tourist destination.
- District designation has proven to be the best policy tool available to Ontario municipalities for meeting their conservation goals and objectives.

## 8.2 Boundary

### 8.2.1 Criteria

Determining the appropriate boundary for the expanded HCD requires careful consideration of the heritage character as well as the extent of cultural heritage resources within different parts of the Study area.

As a point of departure, the Provincial Tool Kit outlines criteria for determining a boundary. They include:

- Historic factors
- Visual factors
- Physical features
- Legal or planning factors

### 8.2.2 Options Considered

The two existing HCD boundaries meet the criteria and have been shown to be suitable delineations of distinct sub-areas within the larger Study area. Their perimeter boundaries do not need to be changed but the two HCDs can remain and become adjacent to a new, larger District. However, at the time of passage of the designating by-law for West Street HCD, several property owners “opted out” of the District and the resultant boundary skirts their properties. It is proposed that the following properties that were not included in the West Street HCD now be included. They are:

- #64
- #65
- #43
- #s 37-41
- #33

*Note that, due to tornado damage, the property at #64 has been redeveloped. According to the municipal Register, #65 was demolished in 2008.*

For the larger, new District that would involve potential inclusion of the rest of the “square proper”, the decision of where to place the boundary weighed the following options:

- Include all of the remaining properties outside of the boundaries of the two existing HCDs.
- Include properties in areas containing the highest concentration of built heritage resources and mature streetscapes.

- Include only the municipal right-of-ways outside of the two existing HCDs.
- Consider variations that include elements of each of these options.

In assessing these options, the most basic factor is that the unique feature of the larger Study area, and its defining heritage attribute, is the radial pattern of streets and blocks. As seen from the air, this “doily” pattern is utterly distinct from the pattern of urban development that surrounds it. From ground level, however, the difference between those areas outside the larger “square” and those within is less distinct, in large part because the building types do not change significantly from one side of the edge to the other. Within the larger square there are also different character areas, as described above. As a result, options for the Heritage Conservation District range from updated versions of the two existing HCDs, staying within their current boundaries, to a much-enlarged third District that encompasses the “Square proper” that the Town has included in the terms of reference for the current HCD Study. Five options that encompass this range of scale will now be assessed, with advantages and disadvantages of each.

In all of these options, it should be kept in mind that properties that abut the HCD District boundary have some degree of municipal regulation. This regulatory power is granted under the umbrella planning policies set by the Province in the Provincial Policy Statement (PPS). Section 2.6 of the PPS deals with cultural heritage resources and requires adjacent properties to be developed in ways that are compatible with the heritage character of the properties next to it, within the HCD. The specific policy is quoted below, in sub-section 2.6.3:

*Development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.*

*Mitigative measures and/or alternative development approaches may be required in order to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.*

For clarity, the majority of the terms used in this policy are defined in the PPS glossary. So, “adjacent lands” means “those lands contiguous to a protected heritage property”, and “protected heritage property” is defined as “real property designated under Parts IV, V or VI of the *Ontario Heritage Act*”.

In practice, what the adjacency provisions of the PPS allow municipalities to do is have the option of requiring a study of the potential effects of a proposed development on the heritage attributes of the Heritage Conservation District.

Those attributes are general, as is shown in Section 7 of this Study, but they still require a compatible response (Part IV designated properties within the District may have more specific and detailed heritage attributes that must be addressed). In most municipalities, the study requested of proponents is a heritage impact study, prepared by a qualified heritage professional (usually a member of the Canadian Association of Heritage Professionals). Such studies describe the heritage attributes of the affected portion of the District, describe the proposed development, and assess the potential impacts of that development on the heritage attributes before recommending a conservation and development approach that may include mitigative actions or development options.

## OPTION 1



### 8.2.3 Boundary Option #1: Status Quo

#### ADVANTAGES

The current HCDs capture the essential character of the inner Square and the commercial block of West Street and thus can be supported for continuing Part V designation, with the updates described in the assessment provided in Section 5, above. Since these Districts have been in effect for many years, and since the 2009 opinion survey confirmed that there were high levels of satisfaction amongst property owners and tenants for being within an HCD, it is evident that there is strong public support for the continuing designation of these Districts. The size of the existing Districts also entails a smaller number of properties and thus reduces the workload of Town staff and volunteer committee members.

#### DISADVANTAGES

Staying within the current HCD boundary misses an opportunity to recognize and better conserve important areas within the larger “Square”. Doing so also does not address what has been a consistent attempt by the Town since the 1970s to address the larger Square as a whole, for planning and heritage management purposes. Both the Official Plan and the Downtown Master Plan treat the larger Square as a discrete element of the town and identify its predominant role as the heart of the community and the main component of the downtown. Without District designation, the areas outside of the current HCDs will have no additional measures to protect them from unsympathetic change beyond the general policies contained in the Official Plan (and Zoning By-law) as well as the Downtown Master Plan.

### 8.2.4 Boundary Option #2: Adding Residential Quadrants

#### ADVANTAGES

This option brings in the two most intact residential and institutional components of the larger Square. It recognizes the role these areas have played, and still play, in contributing to the character of Goderich's downtown. Adding District designation to these areas ensures protection of the heritage attributes of these areas and offers stability as the downtown undergoes revitalization and intensification.

#### DISADVANTAGES

The residential quadrants have a different character from the downtown commercial core that is within the two existing HCDs. While this reflects the historical evolution of the downtown, it may require a nuanced approach that addresses the different characteristics and functional requirements of the different land uses contained within the boundary. This added layer of complexity can be addressed, as it has been in the Downtown Master Plan, but will require more detailed heritage policies and guidelines within the resultant HCD Plan.

### 8.2.5 Boundary Option #3: Adding All Municipal Streets

#### ADVANTAGES

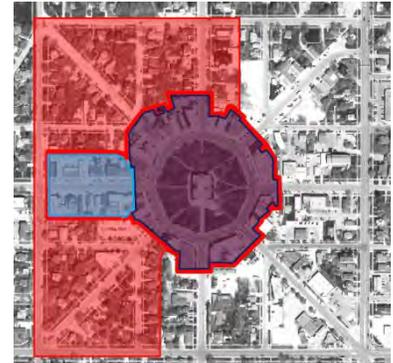
Neither of the two foregoing options fully recognize the unique radial street pattern of the larger Square, so including the street rights-of-way does so without adding properties in the eastern half of the larger Square, and outside of the current Square HCD, that have undergone significant change. Restricting the boundary to municipal lands allows adjacent landowners some flexibility in conserving or redeveloping their properties while giving the municipality some heritage planning controls under the adjacency provisions of the Provincial Policy Statement. This option ensures that any future infrastructure improvements to the public rights-of-way respect the heritage character of the radial street pattern.

#### DISADVANTAGES

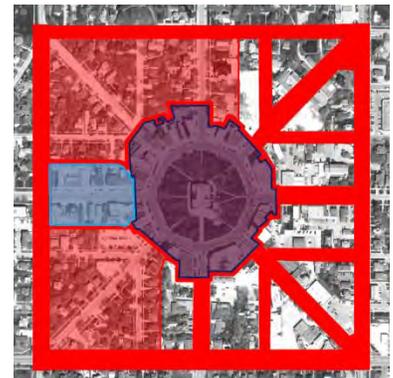
This option, while capturing the essential parts of the street pattern, leaves out the properties in the eastern half of the study area, beyond those within the inner Square HCD. Although it is these properties that have been most altered over time, and especially since the time of the designations of the two existing HCDs, there are "vista" properties here that merit consideration for inclusion.

The proposed boundary uses the most supportable aspects of each of these options. It is based on the designation of the municipal rights-of-way throughout the Study area but adds in the residential quadrants in the northwest and southwest.

## OPTION 2



## OPTION 3



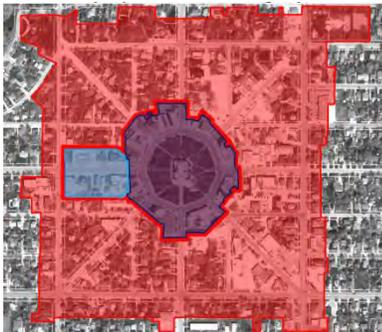
The resulting boundary extends the two existing HCD boundaries to the eastern property boundary of the properties on the east side of North Street and ends at the east side of Market Street to the south. Beyond that, the District boundary follows the outline of the existing HCDs and the municipal rights-of-way.

The proposed boundary addresses the Provincial criteria for boundary delineation as follows:

- Historic factors: incorporates the radial pattern of streets and blocks and the two existing HCDs
- Visual factors: includes the radial pattern of streets and blocks
- Physical factors: uses major changes in land use and building type to define its edges
- Legal or planning factors: follows the general boundaries of the downtown land use areas in the Official Plan and in the Downtown Master Plan

The boundary recognizes the areas within the Study area that have the most development potential and provides the opportunity to offer fewer heritage policies and guidelines to govern these areas than would be the case for areas fully within the expanded District.

## OPTION 4



### 8.2.6 Boundary Option #4: The Big Square

#### ADVANTAGES

This option addresses the entire study area proposed by the Town for consideration in this Heritage Conservation District Study: it also achieves the original goal of the designating by-law before it was changed by the decision of the Ontario Municipal Board. It ensures that the character of the boundary streets (Nelson, Victoria, Elgin, Waterloo) is maintained by encompassing properties on both sides of these routes, thus following standard practice in heritage planning and conserving the entire streetscape, not just the inner half. It provides the municipality with the maximum level of protection of the heritage attributes within the larger Square while still permitting compatible alterations of properties within the study area.

#### DISADVANTAGES

The fully enlarged District boundary encompasses areas that have a different character from those found in the other three options. If one looks at the parts of the study area that contain the largest concentrations of heritage resources (e.g. such as those mapped in the August 2009 Municipal Register of Cultural Heritage Properties), then the larger boundary includes parts of the downtown that have fewer or almost no heritage attributes due to demolitions or redevelopment that is out of character with the heritage context.

### 8.2.7 Boundary Option #4A: The Big Square (Modified)

This is the same as Option 4 but does not include the properties on the far side of the boundary streets. In other words, it matches the study boundary contained in the Town's Request for Proposal and mirrors the boundary of the "square proper" found in the Town's original designating by-law from 1982. This option was suggested by some of the participants in the November 6<sup>th</sup> public workshop as a compromise between Options 2/3 and Option 4.

#### ADVANTAGES

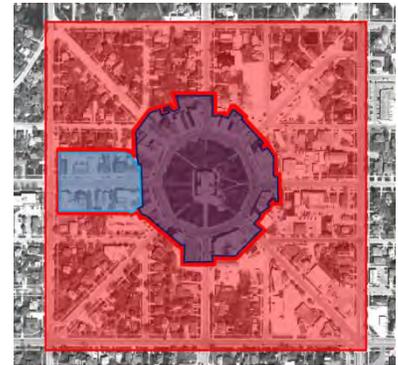
This option has the same advantages as Option 4 but without the flanking properties. As a result, it does not entail inclusion of properties that, especially along the eastern and southern edges, do not have the same character as properties within the "square proper". It also most closely matches the Town's intent for recognizing and conserving the heritage resources of the "square proper".

#### DISADVANTAGES

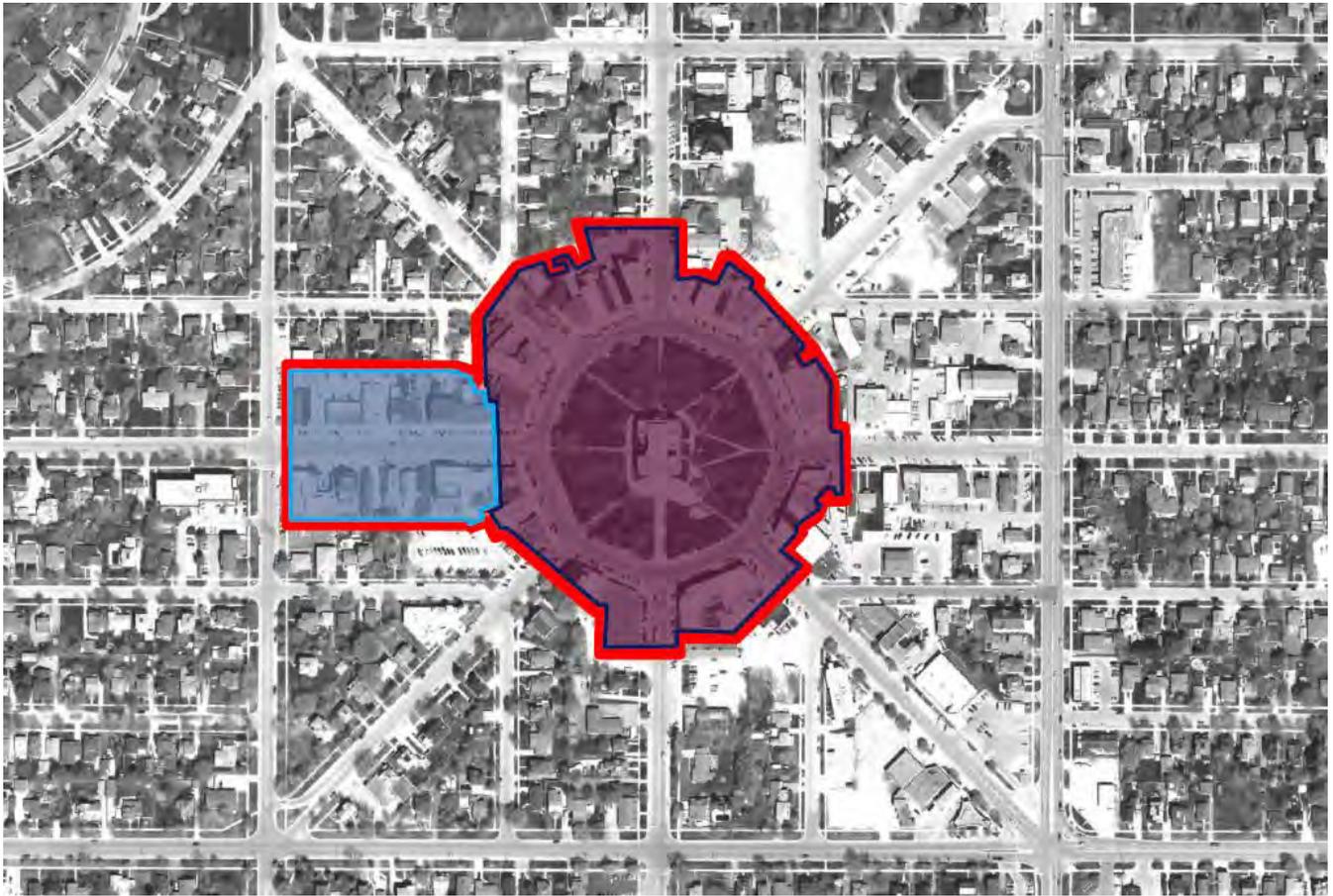
This option has the same disadvantages as Option 4. The removal of properties on the far side of the flanking streets does not follow usual practice in heritage planning and, especially along the northern and western edges, leaves out properties that share some of the same heritage character as do properties within the rest of the study area.

Each of these options has merited consideration and generated public discussion. Keeping in mind that HCDs can always be modified in future, or new HCDs added, even the choice of the first option still allows the municipality scope for extending the District in a later phase. In terms of each option's rationale, the first option is supported by the fact that the two existing HCDs have been in place for over two decades and have largely achieved their heritage conservation goals. Adding the residential quadrants better reflects the heritage character of the larger Square, as does the third option. The fourth option and its variant continue a longstanding effort by the Town to capture and protect the heritage character of the whole downtown core which, despite changes over many years, still possesses a coherent heritage character.

## OPTION 4A



# BOUNDARY OPTION 1: STATUS QUO

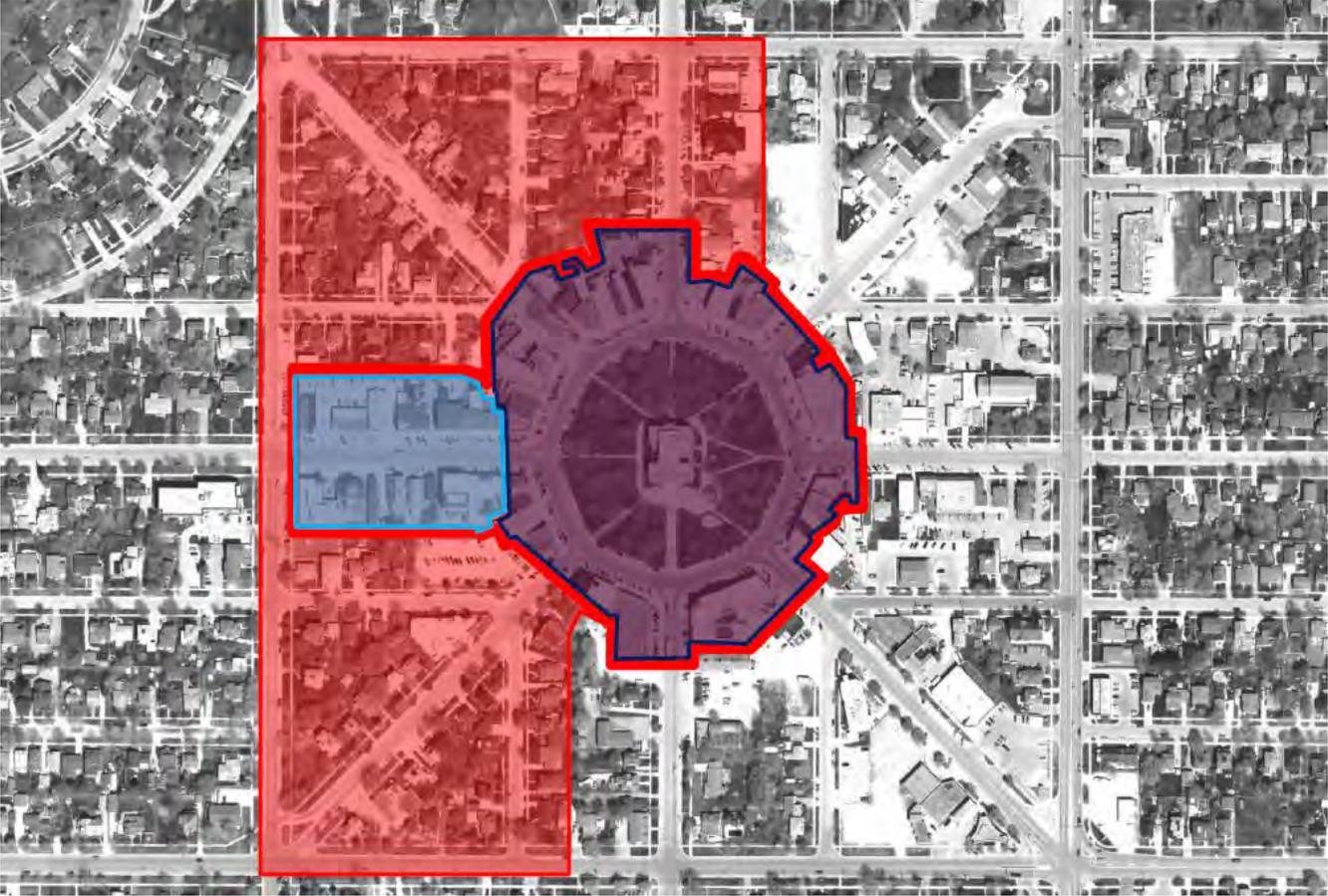


Proposed District Boundary    West Street Heritage Conservation District    The Square Heritage Conservation District



WEST STREET, NORTH SIDE LOOKING NORTHEAST FROM WATERLOO STREET

# BOUNDARY OPTION 2: ADDING RESIDENTIAL QUADRANTS

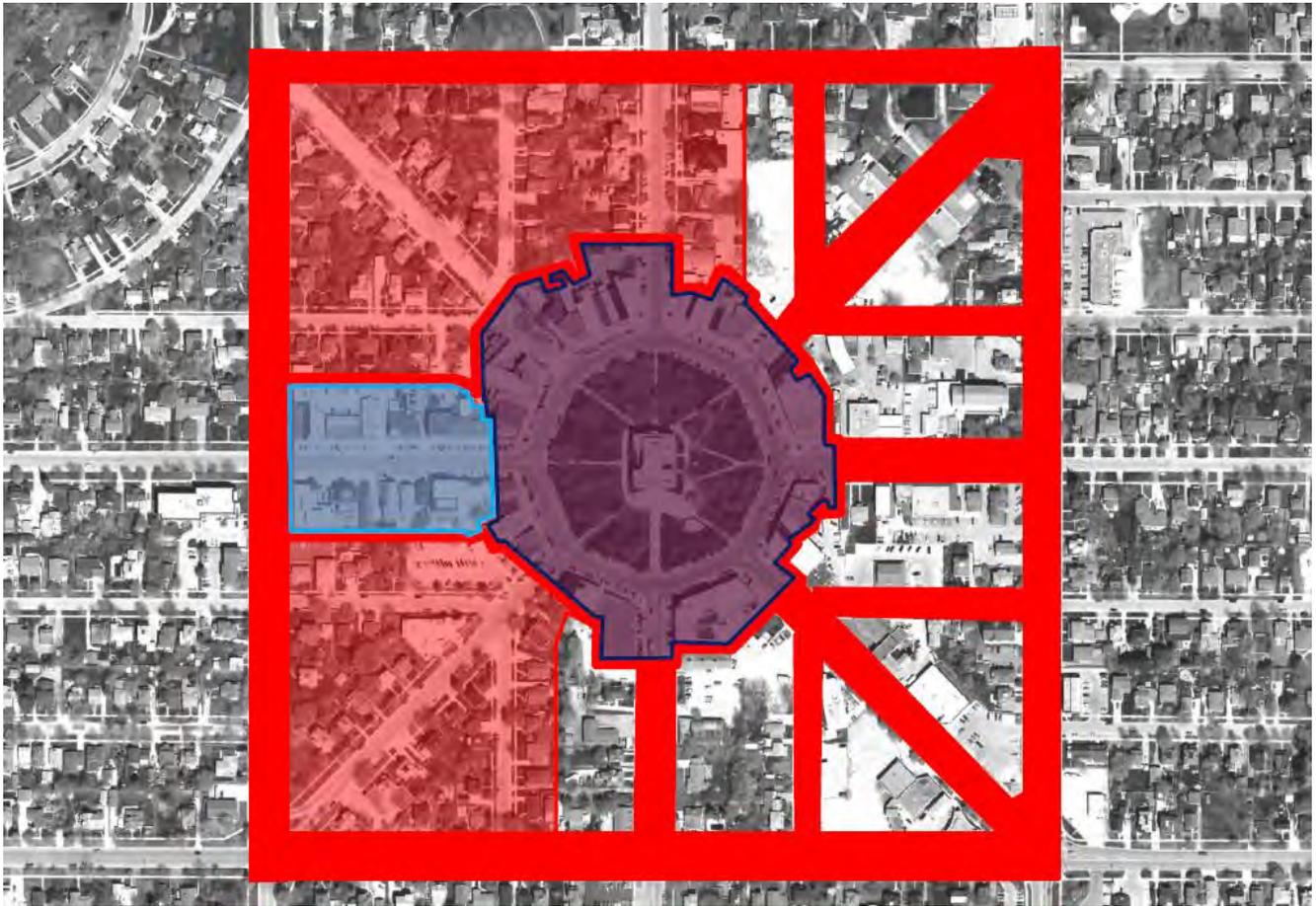


Proposed District Boundary    West Street Heritage Conservation District    The Square Heritage Conservation District



GODERICH PUBLIC LIBRARY; COLBORNE STREET, EAST SIDE LOOKING NORTHWEST FROM CHURCH STREET (LEFT TO RIGHT)

# BOUNDARY OPTION 3: ADDING ALL MUNICIPAL STREETS

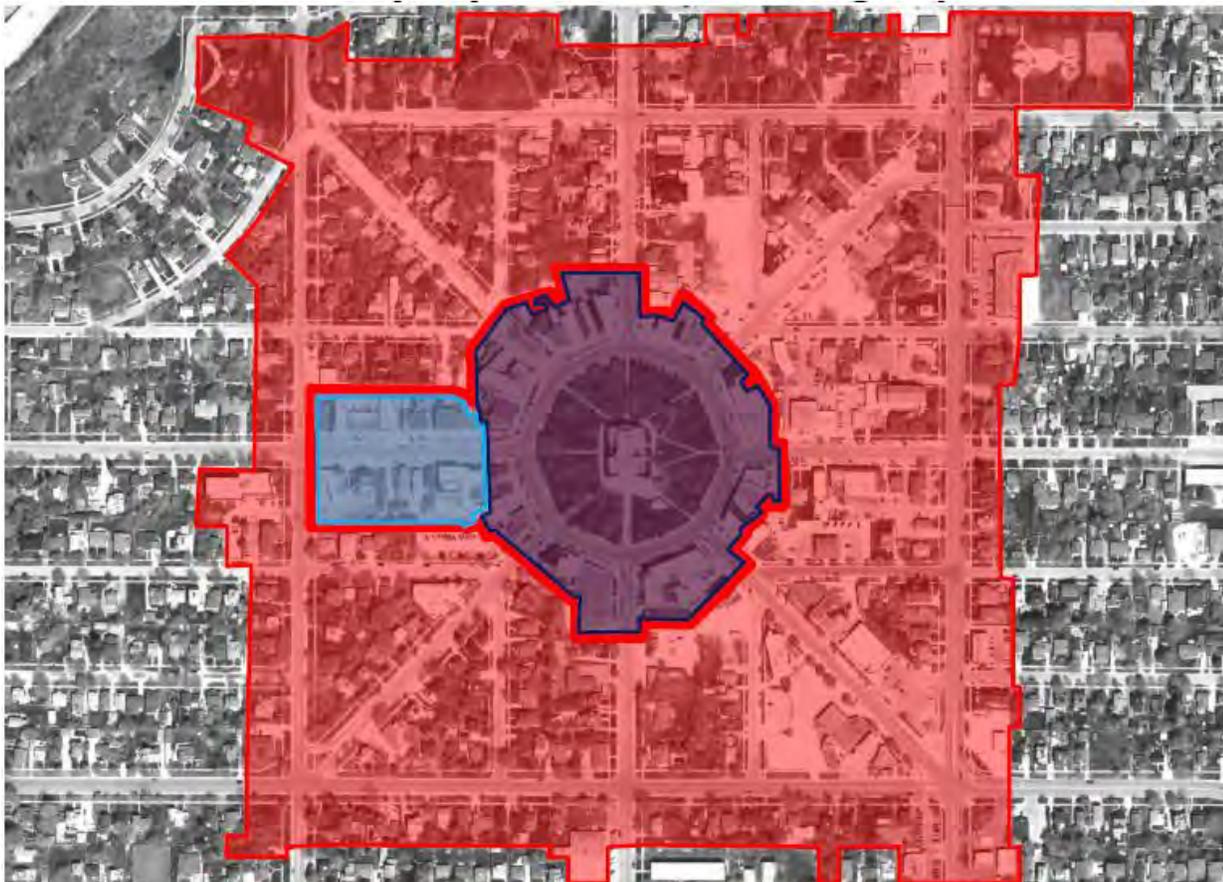


-  Proposed District Boundary
-  Additional Municipal Lands (included in Boundary)
-  The Square Heritage Conservation District
-  West Street Heritage Conservation District



EAST STREET, SOUTH SIDE

# BOUNDARY OPTION 4: THE BIG SQUARE

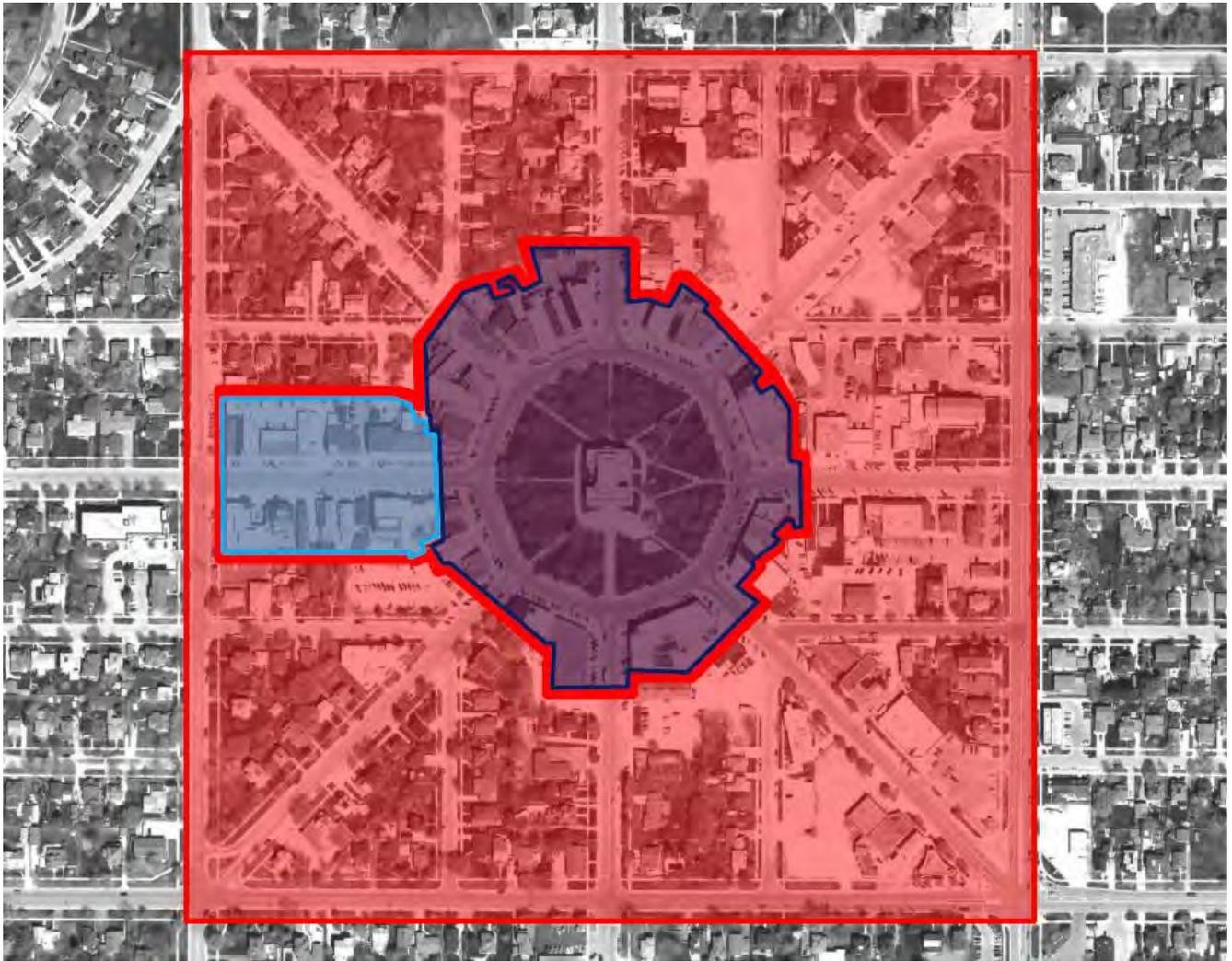


■ Proposed District Boundary  
 ■ West Street Heritage Conservation District  
 ■ The Square Heritage Conservation District



LOOKING WEST UP NEWGATE STREET; KNOX PRESBYTERIAN CHURCH; HERITAGE TREE ON ELGIN AVENUE; VICTORIA PARK AND  
 COMMEMORATIVE PLAQUE; PLAQUE MARKING FORMER VICTORIA STREET CHURCH (CLOCKWISE FROM TOP LEFT)

# BOUNDARY OPTION 4A: THE BIG SQUARE (MODIFIED)



 Proposed District Boundary  West Street Heritage Conservation District  The Square Heritage Conservation District

### 8.2.8 Proposed Boundary

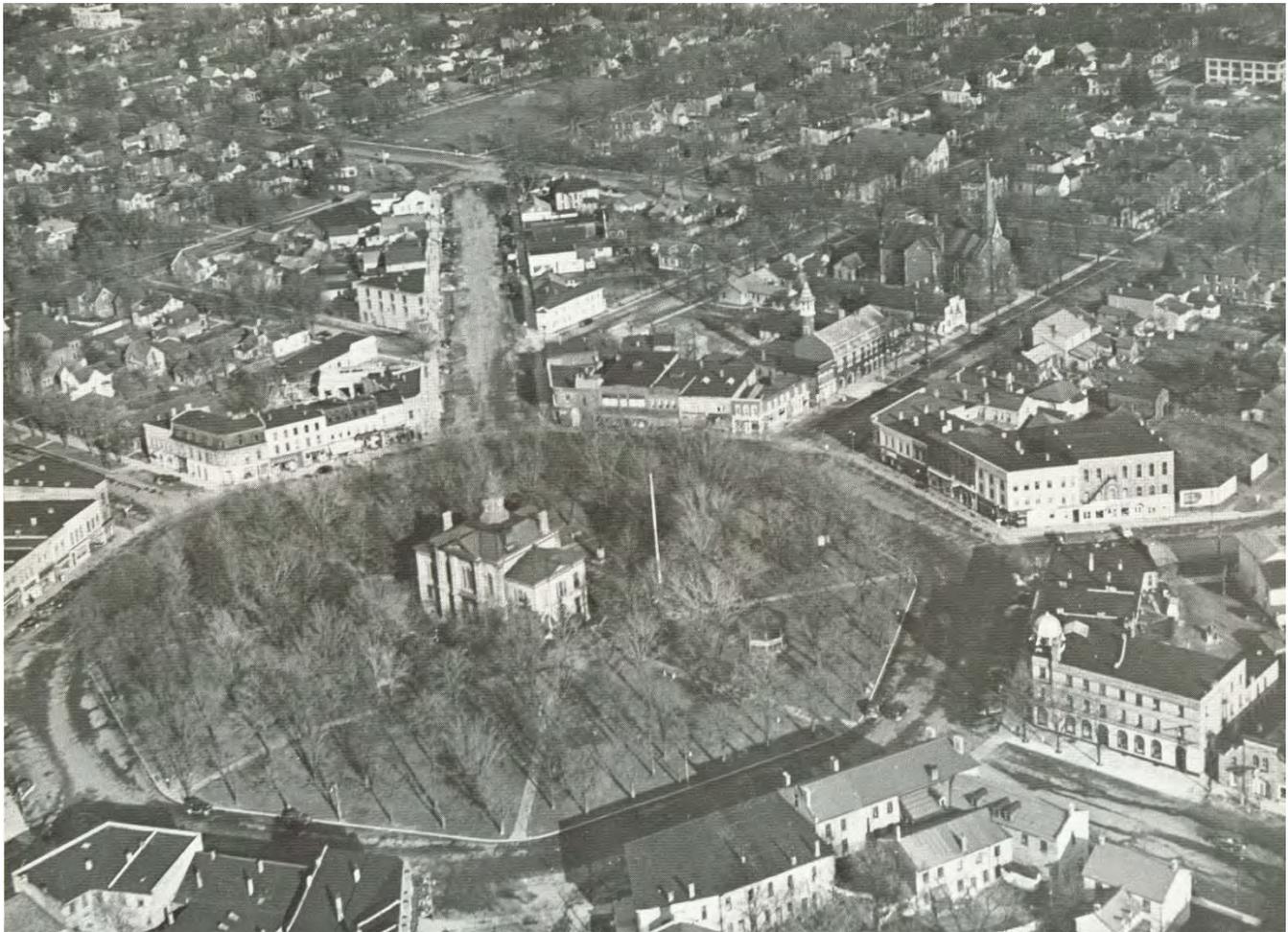
The chosen boundary is Option #4A, the option that most closely matches the Town's ongoing wish to recognize the heritage character of the "square proper" while garnering support from the majority of those participating in the public consultation process.

The proposed boundary addresses the Provincial criteria for boundary delineation as follows:

- Historic factors: incorporates the radial pattern of streets and blocks and the two existing HCDs
- Visual factors: includes the radial pattern of streets and blocks
- Physical factors: uses major changes in land use and building type to define its edges
- Legal or planning factors: follows the general boundaries of the downtown land use areas in the Official Plan and in the Downtown Master Plan

The proposed boundary also ensures that no further erosion of the heritage resources found within the "square proper" is likely to occur. District designation allows Council to prevent demolition. As is evident in the aerial photograph taken just before the major demolitions that began in the 1950s, the eastern part of the study area formerly contained a large number of buildings, many of heritage significance, including several hotels along Hamilton Street and around the Square, as well as the Town Hall, and the original Presbyterian church. It also shows that, without the protection provided by District designation, due to the decision by the Ontario Municipal Board in 1984 to reduce the District boundary to the limits of the current Square HCD, more demolitions occurred in the years between 1984 and 2011, when the tornado added to the losses. Buildings on Church, St. Andrew, St. David, East and Stanley Streets were demolished during this period. Had these parts of the downtown been part of a Heritage Conservation District, they would have been inventoried and evaluated for heritage significance, and consideration would have been given to their potential retention as heritage resources.

It should be noted that, in implementing the proposed District boundary, it will be recommended that the area within the proposed boundary that is outside of the boundaries of the two existing HCDs be designated as a separate district. The result will be three HCDs – the two existing Districts and a new District surrounding them- that will preclude the Town having to rescind the designations of the two existing Districts. This approach has been recommended by heritage staff of the Ministry of Tourism, Culture and Sport. The HCD Plan will apply to all three Districts, with appropriate guidelines prepared for each.



NORTHEASTERN PART OF STUDY AREA CA. LATE 1940S, FOR EXAMPLE SHOWING FORMER HOTELS ON HAMILTON STREET (RUNNING STRAIGHT NORTH FROM THE ORIGINAL COURT HOUSE), FORMER TOWN HALL AND PRESBYTERIAN CHURCH ON EAST STREET, THE FORMER OPERA HOUSE ON KINGSTON STREET, AND THE FORMER BRITISH EXCHANGE HOTEL ON SOUTH STREET, AS WELL AS MANY SMALLER STRUCTURES ON ST. ANDREW, NEWGATE, ST. DAVID AND EAST STREET THAT HAVE SINCE BEEN DEMOLISHED.

## 8.3 Conclusions & Recommendations

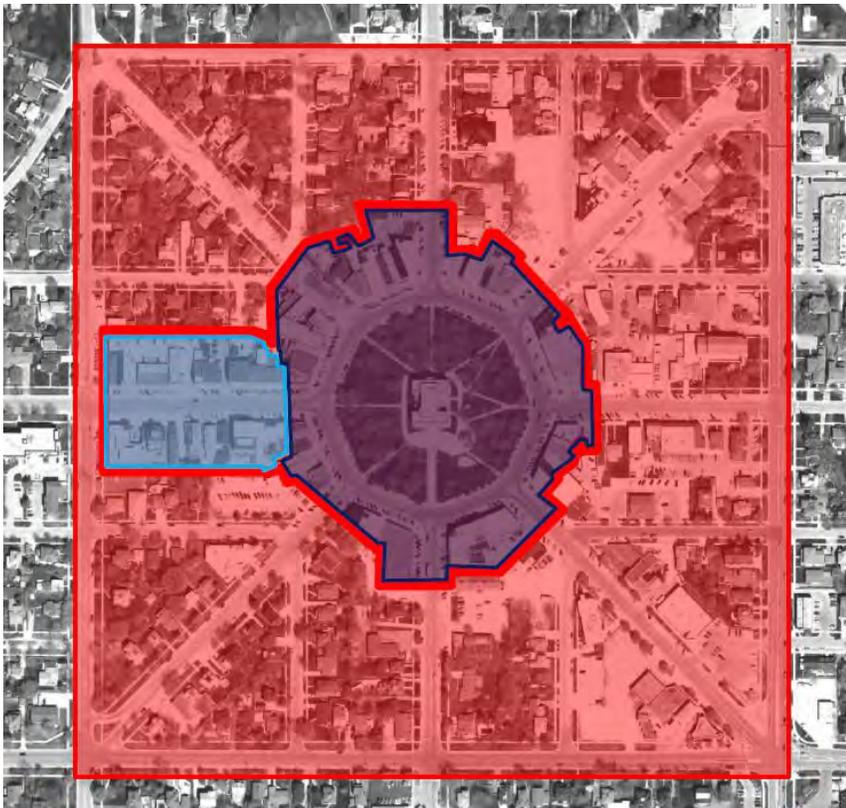
### 8.3.1 Conclusions

Since the late 1970s, and as indicated by passage of By-law 2-1982, the Town of Goderich has identified the “square proper” area in the downtown core as an area worthy of consideration for designation. This intent re-appears in the municipal Register and in the Downtown Master Plan, and the existing Official Plan contains policies aimed at protecting the area’s character. However, these measures alone have not been sufficient to provide the level of protection for the area that local residents want. Only District designation can ensure that changes to the area are managed in ways that are compatible with area character.

The current Study has confirmed the worth of these intentions and concluded that, in addition to the two existing HCDs, designation of the larger Study Area as a Heritage Conservation District is the best way of ensuring that the area's heritage character is conserved.

This Study is the first essential step in describing that character and identifying the various heritage resources that comprise it. The next step is to prepare a Heritage Conservation District Plan in which are contained the policies and guidelines required to properly manage conservation and development.

***In conclusion, this Study recommends that the Study area, as described in the chosen option, be designated as Heritage Conservation Districts under Part V of the Ontario Heritage Act, and that Council authorize staff to proceed with preparation of a District Plan.***



-  Proposed District Boundary
-  West Street Heritage Conservation District
-  The Square Heritage Conservation District

### 8.3.2 Recommendations

1. It is recognized that the Goderich Downtown Area, as defined here, is of heritage significance for the following reasons:

- Unique radial street pattern (defined as “designed” - Ontario Heritage Tool Kit: HCD section)
- Significant historical associations
- Landmark public and commercial buildings
- Central octagonal public park with Court House
- Concentration of late 19<sup>th</sup> and early 20<sup>th</sup> century commercial buildings framing the octagon and lining the first blocks of side streets
- High quality residential streetscapes
- Historic views and vistas
- Consistent 1-3 storey building massing and buildings materials (predominantly brick and wood)
- Two existing Heritage Conservation Districts
- Several designated properties, with others included on the Town Register or eligible for inclusion

The area’s heritage value lies both in its collection of individually important properties and in its combination of these resources within a compact, inter-woven radial urban form. The area has value because of properties that represent key stages of the town’s development, because the area is relatively unspoiled, homogeneous and intact, and because it offers examples of some of the best buildings and commercial, residential and institutional streetscapes in Goderich.

2. It is recognized that the character of the study area conforms to the characteristics of heritage conservation districts, as defined by the Ministry of Tourism, Culture and Sport in the Ontario Heritage Tool Kit, in the following ways:

- A concentration of a wide range of heritage resources, linked by aesthetic, historical and socio-cultural contexts and use;
- A framework of structuring elements (a radial street pattern, terminating in a landmark building and major public open space);
- A sense of visual coherence (a compact core of predominantly 19<sup>th</sup> C. commercial, residential and public buildings), and;
- A distinctiveness that enables the area to be recognized and distinguishable from neighbouring areas (the radial street pattern emanating from a commercial/institutional core into a residential area).

3. That the Goderich Downtown Area, as defined on the accompanying map, should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*.
4. That Council should authorize staff to proceed with the preparation of a District Plan and guidelines.
5. That the policies contained in the Plans for the Square and West Street Heritage Conservation Districts be superseded by the policies contained in this Study, and that the design guidelines contained within those Plans be amended and updated, as needed to reflect current Provincial requirements and conservation best practices.
6. The Town should support the following initiatives to strengthen the ability of volunteers to assist in the ongoing inventory, evaluation and stewardship of cultural heritage resources within the study area:
  - Training in research, inventory and evaluation of heritage properties, using the template shown in this study, and in accordance with the Historic Places Initiative and updating, as needed, the existing Town Register;
  - Research and collection of information, including maps and personal documents, on the historical evolution of the Goderich Downtown Area;
  - In-kind donations, of time and materials, to projects aimed at improving the public realm (e.g. tree planting) that follow guidelines provided as part of any Heritage Conservation District Plan, and;
  - Participation in issue-based sub-committees addressing such concerns as property maintenance, parking and access, and tree preservation.



# Appendices

A. Property Inventory Methodology

B. Meetings/Interviews

C. References

D. Overview Survey of Study Area

# Appendix A – Property Inventory Methodology

## Inventory Method

An Excel database was compiled containing key property information on each parcel in study area and the properties immediately adjacent to the right-of-way that defines the study area boundary. There are a total of 298 entries in the database, each of which related to a unique parcel of land. The database contains unique identifiers for each parcel of land, including the municipal addressees and roll numbers (ARN), which can later be used to map the information gathered through the field survey and evaluation process and inputted into the database. The database contains all of the fields found in the field survey form, which can be searched, sorted and analyzed. Key data fields include:

- Municipal Address (Upper street number, lower street number, street name, direction)
- Roll Number (ARN, acquired from Huron County GIS mapping)
- District (Court House, West Street) and Block-Street Side (1 through 8, north/south)
- Designation and Register Status
- Quadrant (NE, NW, SE, SW) and Adjacent status
- Historical or Common Name
- Land Use (Current, Historical, based on documentation and field surveys)
- Property Description:
  - Storeys
  - Architectural Style/Influence (based on Goderich Architectural Styles brochure)
  - Massing (Single detached, row, etc.)
  - Setback (Deep, moderate, shallow, at ROW)
  - Roof Type and Cladding
  - Construction Material and Cladding
  - Notable Architectural Features (including Goderich Porch)
  - Date of Construction
  - Accessory Structures and Type of Garage
  - Secondary Addresses
- Integrity Status (including: alterations, demolition status and date of demolition, reconstruction, tornado damage) (Note – tornado damage information gathered from the tornado report provided)
- Contextual Analysis (Landmark, Grouping, Vista, Context, Type of Streetscape)
- Architect and Historical Associations
- Survey Date
- Preliminary Evaluation (Contributing, Significant)
- Additional Notes

## Field Survey, Data Input and Evaluation

Field survey forms were drafted to determine what information should be gathered during the survey process. Field surveys were conducted May 24 through May 26, 2013. When the actual field surveys were conducted the decision was made to abandon filling out the forms on site for the sake of efficiency and due to inclement weather. As a result, the information collected for each property have been inputted into the inventory database using the survey photographs as reference as they were organized and sorted into individual folders for each property. The images are also sorted and organized into folders containing the following contextual categories: landmarks, corner properties, streetscapes, streetscaping and viewsheds.

The database can then be used to auto-populate the field survey form templates so that a form is created for each property in the study area. Following the field survey data input, it was determined which properties warrant a full evaluation (i.e. all properties previously designated or listed on the register, or that have been identified as potentially significant through the field survey process). In future, it is suggested that the evaluation forms also be auto-populated from the inventory database and then reviewed to determine what further information may be necessary (primary research, further description of heritage attributes, etc.) to form a comprehensive evaluation.

# Appendix B – Meetings/Interviews

## MEETINGS

- Study Steering Committee:
  - 22 April
  - 9 October
- Members of the Downtown BIA: 22 April
- Public Workshop #1: 12 June
- Public Workshop #2: 6 November

## INTERVIEWS

*(in person)*

- Bruce Potter, Town Engineer
- Mr. and Mrs. Jeffrays, local property owners
- Richard Ottewell, lawyer
- Marg Reynolds, local long-time resident
- Jim Mulhern, Livery Board of Directors
- Bob Marshall, Town of Goderich Tourism Director
- Peter King, owner of Thyme on 21 restaurant
- Herb Marshall, owner of Park House
- Meghan Wark, Director, Huron County Library/Museum
- Paul King, Ontario Ministry of Tourism, Culture and Sport

*(by telephone)*

- Doug Culbert, surveyor and downtown property owner
- Linda Brindley, owner of downtown business
- Allan Avis, architect and downtown property owner
- Rob Evans, downtown property owner
- Peter Hyde, developer and downtown property owner
- John Rutledge, architect, former resident
- Chris Borgal, architect, former resident
- Arthur Churchyard, walking tour organizer
- David Yates, local historian
- Scott Tousaw, County of Huron Planning Director
- Susanna Reid, walking tour organizer
- Rick Sickinger, County of Huron cultural development officer
- Jeff Wilson, Goderich Rotary Club
- Gary Davidson, former County of Huron Planning Director



# Appendix C – References

Barlow, W. (2001): *Goderich: Link to the Past*. [pamphlet]

Cooper, Christopher (2013): "Goderich: We are Here for the Duration". Edifice Media (DVD)

Goderich Local Heritage Advisory Committee (1995): *Postcard Views of Goderich*. Goderich: LACAC.

Goderich Industrial Commission (1962): *Goderich, Ontario: Growing with Canada*. Goderich: Goderich Industrial Commission.

Hill, Nicholas (1981): *Historic Streetscapes of Huron County*. London: Middlesex Printing.

Holman, A. C. (2000): *A Sense of Duty: Middle Class Formation in Victorian Ontario Towns*. Montreal: McGill-Queen's University Press.

Kostof, Spiro (1991): *The City Shaped: Urban Patterns and Meanings Through History*. New York: Little, Brown.

Lauriston, V. (1932): "A Century of Goderich". *Canadian Geographical Journal*. Vol 5 #2: pp. 83-96

Reps, John W. (1965): *The Making of Urban America*. Princeton: Princeton University Press.

Reps, John W. (1969): *Town Planning in Frontier America*. Princeton: Princeton University Press.

# Appendix D – Overview Survey of Study Area

The following is a preliminary review of the proposed Goderich Heritage Conservation District study area based on field surveys conducted May 24 through May 26, 2013. The review summarizes initial thoughts on the character of the proposed district as it relates to a number of identified contextual elements, including: terminus views into and out of the proposed district; viewsheds from the square; streetscapes – residential, commercial and other; the design of the gore-shaped properties; landmarks and views; non-contributing properties; properties subject to tornado damage, demolition and/or redevelopment; and general thoughts on the unique character of the proposed district.

For the purposes of this discussion, I am referring to two types of streets:

- **Primary Streets** – streets that have direct access and views out of the district from Court House Square, including: North, Hamilton, East, Kingston, South, Montreal, West and Colborne Streets; and,
- **Secondary Streets** – streets that intersect with the Primary Streets and provide alternative routes and views out of the district but do not have a direct connection with Court House Square.

## TERMINUS VIEWS INTO THE PROPOSED DISTRICT

### Views to Court House Square from the Primary Streets

The views looking into the proposed district from the Primary Streets (North, Hamilton, East, Kingston, South, Montreal, West and Colborne Streets) all end in unobstructed views of the Court House building and Court House Square. The Court House building has a substantial impact as the terminus view for the Primary Streets. North, East, South and West Street all end in straight-on views of the Court House elevations, while Hamilton, Kingston, Montreal and Colborne Streets end in oblique views of the each of the corners of the building.

The placement in the centre of the square creates the impression of a monolith as one views it at each end of the proposed district looking in. The structure appears to be larger than life, as the buildings on the opposite side of the square do not project over top of the Court House. It is recommended that an effort be made to ensure that these views remain unobstructed and that no new developments project beyond the height of the Court House to negatively impact the viewsheds. The contrasting style of the building could be seen as a monument to the continued progress of the Town.

The one exception is the end of Hamilton Street at Victoria and Nelson Streets. The street has been aligned to connect with Victoria Street North just south of Nelson and a public space with a fountain and gazebo and tourist information centre has been placed on this intersection. This obscures the view of the square looking up Hamilton Street from outside of the proposed district.



LOOKING NORTH UP SOUTH STREET FROM ELGIN AVENUE



LOOKING SOUTH DOWN NORTH STREET FROM NELSON STREET



VIEW WEST UP EAST STREET FROM VICTORIA STREET



*VIEW EAST UP WEST STREET FROM WATERLOO STREET*



*VIEW NORTHEAST UP MONTREAL STREET FROM ELGIN AVENUE WEST*



*VIEW NORTHEAST UP KINGSTON STREET FROM VICTORIA STREET SOUTH AT ELGIN AVENUE WEST*



LOOKING SOUTHEAST DOWN COLBORNE STREET FROM WATERLOO AND NELSON STREETS



LOOKING SOUTHWEST UP HAMILTON STREET FROM VICTORIA AT NELSON STREET

### **Views into the Proposed District from the Secondary Streets**

The views looking into the proposed district from the Secondary Streets, including St Andrew, Newgate, St David, Stanley, Market Lighthouse, St Patrick and Church Street, have varying effects. A number of streets have views of prominent buildings that create visual interest at the end of the street and signify that you are, indeed, looking into the historic core and a unique place of interest (e.g. Lighthouse and St Patrick Streets). Other terminus views have been lost, either due to unsympathetic contemporary redevelopment (e.g. one-storey commercial buildings with blank facades and little architectural articulation), or due to lost buildings and vacant lots (e.g. St David and Church Streets).



*VIEW NORTH UP MARKET STREET FROM ELGIN AVENUE WEST TO NEW CONSTRUCTION AT LIGHTHOUSE AND MONTREAL STREETS (LEFT);  
LOOKING NORTH UP STANLEY STREET TO KINGSTON AT ST DAVID STREETS (RIGHT)*



*VIEW WEST UP ST DAVID STREET TO AN UNDERDEVELOPED SITE AT STANLEY AND KINGSTON STREETS (LEFT); VIEW WEST UP NEWGATE  
STREET FROM VICTORIA STREET NORTH (RIGHT)*



*VIEW LOOKING SOUTH DOWN ST ANDREW STREET FROM NELSON STREET EAST (LEFT); VIEW LOOKING SOUTH DOWN CHURCH STREET  
FROM NELSON STREET WEST (RIGHT)*



*VIEW LOOKING EAST UP ST PATRICK STREET FROM WATERLOO STREET NORHT (LEFT); VIEW LOOKING EAST UP LIGHTHOUSE STREET FROM WATERLOO STREET SOUTH (RIGHT)*

## TERMINUS VIEWS OUT OF THE PROPOSED DISTRICT

### **Views out Angled Primary Streets**

- Colborne Street – View to large property with prominent home (103 St George's Crescent, framed by sky and water
- Hamilton Street – View to public space with fountain and gazebo
- Kingston Street – View ends in lackluster terminus of gas station
- Montreal Street – View to residential building with a deep setback and a landscaped yard, no real focal point other than vegetation looking out



*TERMINUS OF MONTREAL STREET - SOUTHWEST CORNER OF ELGIN AVENUE WEST AT WATERLOO STREET SOUTH (LEFT); TERMINUS VIEW OF KINGSTON STREET (RIGHT)*



TERMINUS OF COLBORNE STREET – NORTHWEST CORNER OF NELSON AND WATERLOO STREETS (103 ST. GEORGE'S CRESCENT)



TERMINUS OF HAMILTON STREET - PUBLIC SPACE WITH FOUNTAIN AND GAZEBO

**Primary Streets**



VIEW NORTH UP NORTH STREET PAST NELSON STREET (LEFT); VIEW EAST DOWN EAST STREET FROM VICTORIA STREET (RIGHT)

## Elgin Avenue



*VIEW SOUTH TO ELGIN AVENUE EAST FROM STANLEY STREET? (LEFT); VIEW WEST DOWN ELGIN AVENUE WEST FROM WATERLOO STREET SOUTH (RIGHT)*

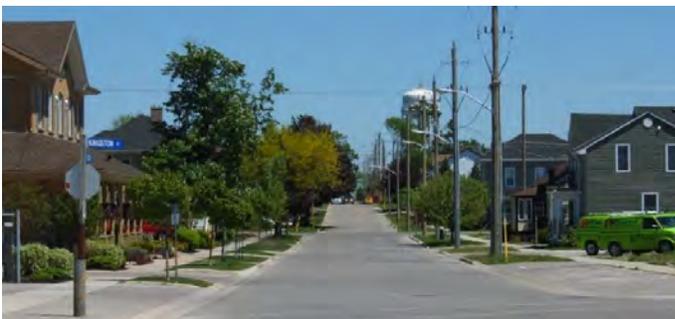
## Nelson Street

The single-detached buildings fronting on the north side of Nelson Street have deep setbacks, elevated landscaped lawns and generously sized lots that create grand viewsapes looking north out of the study area up Church and St Andrew Streets.



*LOOKING NORTH UP ST ANDREW STREET TO NELSON STREET EAST (LEFT); LOOKING NORTH UP CHURCH STREET TO NELSON STREET WEST (RIGHT)*

## St David Street and Stanley Street



*VIEW EAST DOWN ST DAVID FROM KINGSTON STREET (LEFT); VIEW SOUTH DOWN STANLEY STREET FROM KINGSTON STREET TO ELGIN AVENUE EAST (RIGHT)*

## Victoria Street

There are a series of single-detached buildings fronting onto the east side of Victoria Street that are at an angle to the public right-of-way. These buildings create interesting terminus views looking out east from the study area to Victoria Street from Hamilton and St David Streets.



HUNTER HOUSE AT THE SOUTHEAST CORNER OF VICTORIA STREET NORTH AT NELSON STREET EAST (LEFT); RESIDENCE OBSCURED BY VEGETATION ON SOUTHEAST CORNER OF VICTORIA STREET SOUTH AND ST DAVID STREET (RIGHT)

## Waterloo Street

Lighthouse and St Patrick Streets extend west out of the study area to cross Waterloo Street and continue on as residential streets. West Street extends past Waterloo Street and the terminus view is deflected as the street angles down to the waterfront.



LOOKING WEST DOWN ST PATRICK STREET FROM WATERLOO STREET NORTH (LEFT); LOOKING WEST DOWN LIGHTHOUSE STREET FROM WATERLOO STREET SOUTH (RIGHT)

## VIEWSHEDS WITHIN THE DISTRICT

### Viewsheds from Court House Square

There are a number of interesting viewsheds that are achieved as one circles around Court House Square away from the square. Other than the identified terminus views out of the Primary Streets, the views towards the Secondary Streets are fragmented and create interesting perspectives of the uniquely placed corner buildings, including:

- Rounded-corner commercial building at Hamilton and St Andrew Streets (53 Hamilton Street)
- The Legion at Stanley and Kingston Streets (56 Kingston Street)
- Goderich Public Library (52 Montreal Street)

The two- and three-storey structures located at the intersections of the angled Primary Streets (Hamilton, Kingston, Montreal and Colborne Streets) and the set of perpendicular Secondary Streets aid in creating a continuous frame as one circles around the square looking out. There are a number of properties in these locations, however, that are either vacant or have been redeveloped as one-storey commercial structures. The absence of a substantial building (e.g. two-to-three storeys) in these locations open the view up out of the proposed district and counteracts the function of the buildings fronting onto Court House Square that help enclose the square. A similar negative effect is caused by these vacant and underdeveloped lots as one looks into the district from the Secondary Streets. The redevelopment of these sites should take into consideration the perspectives from both directions and attempt to create visually-interesting end points between two and three storeys.

## COMMERCIAL STREETSCAPES

### Court House Square



NORTH TO COLBORNE STREETS (BLOCK 1)



COLBORNE TO WEST STREETS (BLOCK 7)



WEST TO MONTREAL STREETS (BLOCK 8)



MONTREAL TO SOUTH STREETS (BLOCK 3)



SOUTH TO KINGSTON STREETS (BLOCK 4)



KINGSTON TO EAST STREETS (BLOCK 6)



EAST TO HAMILTON STREETS (BLOCK 5)



HAMILTON TO NORTH STREETS (BLOCK 2)

### East Street

The north and south sides of East Street are relatively well defined by two-storey commercial buildings that frame both sides of the street travelling east out of the square towards Victoria Street. Although most contribute to the streetscape, few stand out on their own architectural merit.



CLUSTER OF COMMERCIAL BUILDINGS ON THE NORTH SIDE OF EAST STREET



CLUSTER OF COMMERCIAL BUILDINGS ON THE SOUTH SIDE OF EAST STREET

## Hamilton Street

Hamilton Street has a number of multi-storey commercial buildings that frame the streetscape. However, these are intermixed with one-storey commercial buildings as well as vestiges of what may have been a primarily residential street, including one-storey residential buildings with varied setbacks from the public right-of-way.



VARIETY OF BUILDING STYLES AND MASSING ALONG NORTH SIDE OF HAMILTON STREET EAST OF ST ANDREW STREET

## Kingston Street

Kingston Street has been significantly altered and only a few clusters of historic commercial buildings remain.



EAST SIDE OF KINGSTON STREET BEFORE ST DAVID STREET (LEFT); WEST SIDE OF KINGSTON STREET NORTH OF STANLEY STREET

## West Street

This eclectic streetscape is comprised of commercial and institutional buildings with a generally consistent streetwall framing the north and south sides of the street between Court House Square and Waterloo Street. The massing of the buildings on the south side transition from a row to a cluster of single-detached buildings. The north side is comprised of a row of commercial buildings, which has lost a small number of teeth and has new infill at the western end.



COMMERCIAL ROW ON THE SOUTH SIDE OF WEST STREET, WEST OF COURT HOUSE SQUARE (LEFT); SINGLE-DETACHED BUILDINGS ON THE SOUTH SIDE OF WEST STREET, EAST OF WATERLOO STREET (RIGHT)



NORTH SIDE OF WEST STREET LOOKING NORTHEAST FROM WATERLOO STREET

## RESIDENTIAL STREETSCAPES

The residential streets in the proposed study area are mostly tree-lined streets with generous right-of-ways. A number of streets appear to have lost trees as a result of the tornado and have had their boulevards replanted (e.g. west side of Waterloo Street). The residential streets in the study area act as greenways leading pedestrians into the square as the consistent vegetation creates canopies over the sidewalks and often frame both sides of the streets. The setbacks on these streets vary. Some have mostly shallow setbacks with modest dwellings creating an intimate “small-town” feel, while others have deep setbacks with elevated lawns, creating prominent fixtures in the streetscapes. Many of these more prominent homes have been converted to commercial and home-based businesses.

### **Church Street**

Church Street is a relatively narrow tree-lined residential street with a mix of small-to-moderate dwellings framed by larger, more prominent structures on either end at the intersections of Colborne Street and Nelson Street West.

### **Elgin Avenue**

The south side of Elgin Avenue is primarily comprised of single-detached residential buildings ranging from one to two-and-a-half storeys with moderate setbacks from the public right-of-way. The north side of Elgin Avenue has been significantly altered at the eastern end between South and Victoria Streets, although the tree-lined sidewalk has been maintained.



SOUTH SIDE OF ELGIN AVENUE EAST LOOKING EAST FROM STANLEY STREET (LEFT); LOOKING WEST ALONG THE TREE-LINED SIDEWALK ALONG THE NORTH SIDE OF ELGIN AVENUE EAST (RIGHT)

### **Market Street**



EAST SIDE OF MARKET STREET



EAST SIDE OF MARKET STREET LOOKING NORTH (LEFT); WEST SIDE OF MARKET STREET LOOKING SOUTH TO ELGIN AVENUE WEST (RIGHT)

### **Nelson Street**

The north side of Nelson Street primarily consists of generously-sized lots containing single-detached dwellings with moderate-to-deep setbacks and elevated and landscaped lawns. The south side of Nelson Street consists of a tighter parcel fabric with more modest-sized homes than found across the street.



NELSON STREET WEST LOOKING WEST FROM NORTH STREET (LEFT); NORTH SIDE OF NELSON STREET, 28 NELSON STREET WEST (RIGHT)

**North Street**

The street is comprised of a mix of moderate-to-large-sized dwellings, many of which have been converted for commercial purposes, as well as institutional buildings. The widely-spaced street looks north to St. George’s Church on the northwest corner of North and Nelson Streets and continues on with a view north up the tree-lined residential street.



WEST SIDE OF NORTH STREET LOOKING NORTH TO NELSON STREET (LEFT); EAST SIDE OF NORTH STREET LOOKING NORTH TO NELSON STREET (RIGHT)

**St Andrew Street**

The street consists primarily of single-detached residential buildings, although the southern portion of the street as it approaches Hamilton Street has been altered and vacant lots on the west side detract from the otherwise consistent streetscape. This is especially apparent when looking south down the street into the proposed district.



LOOKING SOUTH DOWN ST ANDREW STREET FROM NELSON STREET EAST

### **St Patrick Street**

The street is comprised of a consistent residential streetscape of single-detached dwellings ranging in size and style with shallow setbacks from the public right-of-way.



*SOUTH SIDE OF ST PATRICK STREET (LEFT); NORTH SIDE OF ST PATRICK STREET (RIGHT)*

### **Waterloo Street**

The trees along the west side of Waterloo Street appear to have been lost trees as a result of the tornado and new plantings have been installed.



*LOOKING SOUTH DOWN WATERLOO STREET NORTH FROM ST PATRICK STREET (LEFT); LOOKING SOUTH DOWN WATERLOO STREET SOUTH FROM LIGHTHOUSE STREET (RIGHT)*

## **OTHER STREETSCAPES**

### **Colborne Street**

The southern portion of Colborne Street consists of commercial buildings and transitions into a consistent residential streetscape north of the intersection of St Patrick and Church Streets. The east side of the northern portion contains generously-sized lots with landscaped and elevated lawns.



WEST SIDE OF COLBORNE STREET LOOKING SOUTHEAST TO SQUARE (LEFT); EAST SIDE OF COLBORNE STREET LOOKING SOUTHEAST (RIGHT)

### **Montreal Street**

The southern portion of Montreal Street is comprised of a consistent residential streetscape with an eclectic mix of styles with moderate setbacks from the public right-of-way. The street transitions at the intersection of Market and Lighthouse Streets to include institutional buildings, including the Goderich Public Library and the Baptist Church, and then transitions to commercial with a converted rowhouse (Gibbons Townhouse, 33 Montreal Street).



SOUTH SIDE OF MONTREAL STREET LOOKING SOUTHWEST (LEFT); SOUTH SIDE OF MONTREAL STREET LOOKING SOUTH TO GIBBONS TOWNHOUSE AND BAPTIST CHURCH (RIGHT)

### **Newgate Street**

Newgate Street is generally inconsistent in its character and has many gaps and unsympathetic developments. The south side of Newgate Street transitions around the corner the multi-storey commercial buildings on Hamilton Street into a mix of single-detached with a shallow setback from the public right-of-way including two-storey commercial and one-storey residential buildings. The north side of Newgate Street is relatively sparse with a modest single-detached residential building and detached garage at the east end as you approach Victoria Street North.



*SOUTH SIDE OF NEWGATE STREET EAST OF HAMILTON STREET (LEFT); NORTH SIDE OF NEWGATE STREET WEST OF VICTORIA STREET NORTH (RIGHT)*

**South Street**

The northern portion of South Street carries commercial buildings around from Court House Square and transitions into a residential streetscape as it approaches Elgin Avenue, with a commercial building on the northwest corner that intersection.



*WEST SIDE OF SOUTH STREET (LEFT); COMMERCIAL BUILDING ON THE EAST SIDE OF SOUTH STREET (RIGHT)*

**Victoria Street**

The east and west sides of Victoria Street contain primarily single-detached buildings historically used for residential purposes. A number of buildings have been adapted for commercial use and a number of contemporary commercial infill buildings break up the otherwise consistent streetscape. The east side of Victoria Street is more consistently lined with trees in between the sidewalk and the street. Victoria Street South, between East and Elgin Avenue East has seen the most change and the streetscape is effected by the lack of a tree canopy on the west side of the street and the sparse lots that provide views into the unappealing rear of commercial buildings in the proposed district.



*PAIR OF SINGLE-DETACHED BUILDINGS ON WEST SIDE OF VICTORIA STREET SOUTH JUST NORTH OF KINGSTON STREET (LEFT); VICTORIA STREET NORTH LOOKING SOUTH FROM NELSON STREET EAST (RIGHT)*



TREE-LINED SIDEWALK LOOKING NORTH ON VICTORIA STREET NORTH FROM ST DAVID STREET

## ANGLED INTERSECTIONS

The intersection of the angled Primary Streets with Secondary Streets has produced corner lots with properties addressing the gore-shaped parcels in interesting ways. For example:



NORTHEAST CORNER OF MONTREAL STREET AND ELGIN AVENUE (LEFT); NORTHEAST CORNER OF MONTREAL AND WATERLOO STREETS LOOKING FROM MONTREAL STREET (RIGHT)



SOUTHWEST CORNER OF KINGSTON AND STANLEY STREETS (LEFT); NORTHEAST CORNER OF HAMILTON AND NEWGATE STREETS (RIGHT)



UNDERUTILIZED LOT ON NORTHEAST CORNER OF KINGSTON AND VICTORIA STREETS (LEFT); MODERN COMMERCIAL BUILDING AT NORTHWEST CORNER OF KINGSTON STREET AND ELGIN AVENUE EAST (RIGHT)



NORTHWEST CORNER OF COLBORNE AND ST PATRICK STREETS (LEFT); NORTHWEST CORNER OF COLBORNE AND CHURCH STREETS (RIGHT)



SOUTHEAST CORNER OF COLBORNE AND WATERLOO STREETS (LEFT); SOUTHEAST CORNER OF COLBORNE AND NELSON STREETS (RIGHT)



SOUTHWEST CORNER OF MONTREAL AND MARKET STREETS (LEFT); SOUTHWEST CORNER OF MONTREAL AND LIGHTHOUSE STREETS (RIGHT)

## LANDMARKS

There are a number of buildings with architectural features extending above the typical two-to-three storey building heights within the proposed district. These features, including steeples and towers, act as landmarks and focal points as one walks throughout the study area. Another landmark is the Water Tower, which is out of the study area but is visible from many vantage points looking east out of the proposed district. Finally, the Court House acts as the key landmark in the proposed district, acting as the terminus view looking in from all of the Primary Streets. The properties that act as landmarks in the district include:

- St. George's Anglican Church (87 North Street)
- Goderich Public Library (52 Montreal Street)
- Lakeshore United Church (56 North Street)
- Hotel Bedford (92 Court House Square)
- Water tower – Looking eastward out of district (not located in the district)
- Knox Presbyterian Church (9 Victoria Street North)
- Court House Building (1 Court House Square)
- Goderich Town Hall (57 West Street)

## Views of St George's Anglican Church



LOOKING NORTHEAST FROM HAMILTON STREET AND VICTORIA STREET NORTH (LEFT); NELSON STREET LOOKING WEST FROM VICTORIA STREET NORTH (MIDDLE); LOOKING NORTHEAST FROM COLBORNE AT CHURCH STREET (RIGHT)

**Views of Goderich Public Library Tower**



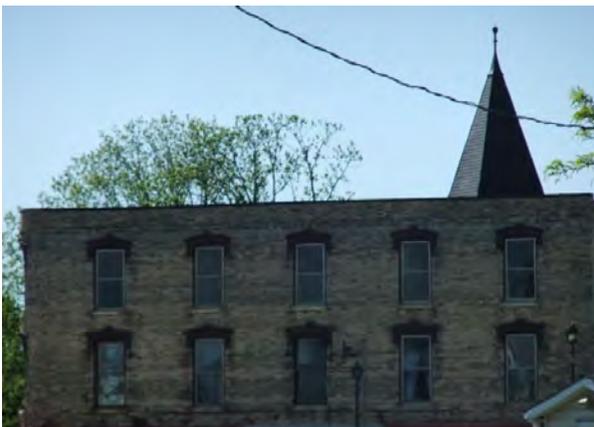
LOOKING NORTH ON MONTREAL STREET FROM ELGIN AVENUE WEST (LEFT); LOOKING NORTHEAST FROM WATERLOO STREET SOUTH (RIGHT)

**Views of Hotel Bedford**



LOOKING NORTH FROM ELGIN AVENUE EAST (LEFT); LOOKING NORTH FROM ELGIN AVENUE EAST (RIGHT)

**Views of Lakeshore United Church**

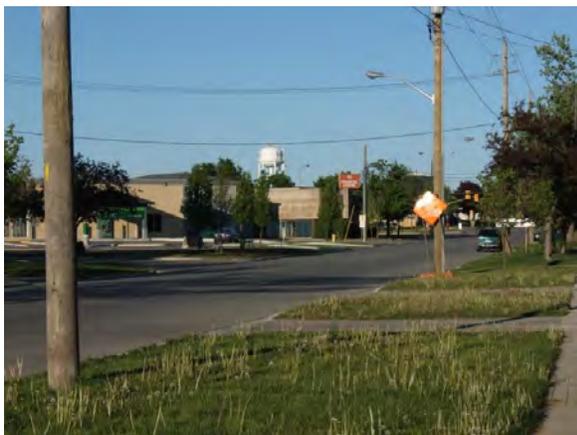


LOOKING NORTH TO HAMILTON STREET FROM NEWGATE STREET (LEFT); LOOKING SOUTHEAST FROM NELSON STREET WEST (RIGHT)



LOOKING NORTHWEST ACROSS COURT HOUSE SQUARE FROM EAST STREET

### Views of Water Tower



LOOKING EAST ON ELGIN AVENUE EAST FROM STANLEY STREET (LEFT); LOOKING EAST FROM VICTORIA AND EAST STREETS (RIGHT)

### UNIQUE BUILDINGS

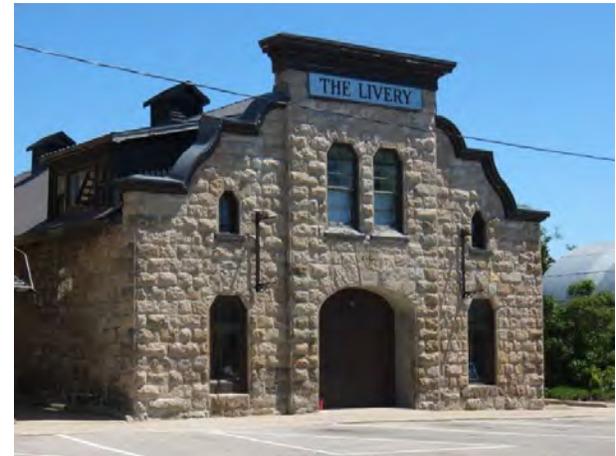
- One-storey building with deep setback on south side of East Street
- Shed at Hamilton and Victoria Streets
- Rounded-corner commercial building at the corner of Hamilton, St Andrew and Newgate Streets (53 Hamilton Street)
- Modest detached garages at the rear and sides of the residences
- Arts & Crafts style bungalow (21 Nelson Street)
- Livery Stable (35 South Street)
- Modern building on the northwest corner of Elgin Avenue and Kingston
- Knox Presbyterian Church (9 Victoria Street North)
- Court House Building



ONE-STOREY BUILDING WITH DEEP SETBACK ON SOUTH SIDE OF EAST STREET (LEFT); SHED AT HAMILTON AND VICTORIA STREETS (RIGHT)



THREE-STOREY COMMERCIAL BUILDING AT THE NORTHEAST CORNER OF HAMILTON AND ST ANDREW STREETS (LEFT); DETACHED GARAGE ON VICTORIA STREET NORTH (RIGHT)



ARTS & CRAFTS STYLE BUNGALOW AT 21 NELSON STREET (LEFT); LIVERY STABLE AT 35 SOUTH STREET (RIGHT)

## NON-CONTRIBUTING PROPERTIES

Much of the redevelopment in the southeast quadrant does not adequately address the street and does little to frame the street and the view into the proposed district to the Court House or out. The auto-oriented development, expanses of parking and vacant lots create somewhat of a wasteland as one enters into the proposed district from what should theoretically be the main entry point coming in from Toronto Street, onto Elgin Avenue and up Kingston Street to the square. There are also a number of one-storey residential buildings (contemporary infill) on the surrounding residential streets that aren't necessarily contrasting to the streetscape, but do not contribute either. Many are non-articulated and have garages attached in the front. Their lack of contribution stems from their low height, placement on the lots and long, straight orientation that provide little variety to the otherwise architecturally stimulating streets.



CONTEMPORARY RESIDENTIAL INFILL ON THE NORTHEAST CORNER OF MARKET STREET AND ELGIN AVENUE WEST

The properties found to be non-contributing to the character of the potential district include, but are not limited to:

- Gas station, southeast corner Victoria Street and Elgin Avenue
- Gas station, northwest corner of Victoria and Nelson Streets
- Commercial infill along east and west sides at the southern end of Kingston Street
- One-storey commercial building (Giant Tiger), southwest corner of Elgin Avenue and South Street
- One-storey strip mall set back from the street, east side of Victoria Street North between Newgate and Brock Streets
- Vacant lots located at intersection viewsheds looking out from the square
- One-storey commercial building (Diner) at Court House Square and South Street
- One-storey commercial building (BMO) on southeast corner of East Street at Court House Square



GAS STATIONS: LOOKING SOUTHEAST FROM VICTORIA STREET SOUTH AT ELGIN AVENUE WEST (LEFT); LOOKING NORTH FROM HAMILTON AT VICTORIA STREETS (RIGHT)



WEST SIDE OF KINGSTON STREET SOUTH OF STANLEY STREET



SOUTHEAST CORNER OF KINGSTON STREET AT COURT HOUSE SQUARE



VACANT LOT ON NORTHWEST CORNER OF HAMILTON AND ST ANDREW STREETS (LEFT); ONE-STOREY COMMERCIAL BUILDING ON NORTHEAST CORNER OF VICTORIA AND PARK STREETS (RIGHT)



SOUTHEAST CORNER OF EAST STREET AND COURT HOUSE SQUARE (LEFT); ONE-STOREY COMMERCIAL BUILDING ON SOUTH SIDE OF NEWGATE STREET (RIGHT)



COMMERCIAL PLAZA ON EAST SIDE OF VICTORIA STREET NORTH AT NEWGATE STREET



COMMERCIAL BUILDING AT NORTHEAST CORNER OF ELGIN AVENUE EAST AND VICTORIA STREET SOUTH



SOUTHWEST CORNER OF ELGIN AVENUE AND SOUTH STREET



SOUTHWEST CORNER OF SOUTH STREET AND COURT HOUSE SQUARE

THOUGHTS ON TORNADO IMPACT, RECONSTRUCTION AND INFILL

A number of buildings have been rebuilt and other lots redeveloped, either as a direct result of the tornado or for other reasons. These buildings follow the general aesthetic of the historic structures in terms of massing, rhythm, materials, etc., but use modern materials for the architectural features, such as metal and synthetic flashing, cornices, brackets, etc. Some general thoughts:

- Would the emulation of historic styles in the district be advisable? Or would it be more appropriate to push for high-quality modern design with sympathetic massing and materials that continue to provide an eclectic mix of building styles? How do you facilitate the continued evolution of the historic core? A few of the redevelopments may cause confusion in future years because they are emulating historic styles. Many of them do use date stones, which would be advisable for clarification.
- One-storey buildings detract from the streetscape and framing of the square
- Should a three-to-four storey maximum height be proposed?
- Facades should be articulated and massing should be broken up horizontally and vertically
- Singular materials and blank facades should be avoided
- Examples of redevelopment that contribute to the character of the square in terms of massing and articulation:
  - Montreal Street at Court House Square (56-58 Court House Square)
  - North Street at Court House Square



NORTH SIDE OF ST DAVID STREET AT KINGSTON STREET (LEFT); NORTHEAST CORNER OF WEST AND WATERLOO STREETS (RIGHT)



WEST SIDE OF MONTREAL STREET AT COURT HOUSE SQUARE (LEFT); WEST SIDE OF NORTH STREET AT COURT HOUSE SQUARE (RIGHT)



NORTHEAST CORNER OF EAST STREET AND COURT HOUSE SQUARE (LEFT); WEST SIDE OF COLBORNE STREET SOUTH OF COURT HOUSE SQUARE (RIGHT)



NORTHWEST CORNER OF LIGHTHOUSE AND WATERLOO STREET SOUTH (LEFT); SOUTHWEST CORNER OF WEST AND WATERLOO STREETS (RIGHT)

## GENERAL COMMENTS ON THE CHARACTER OF THE DISTRICT

- Part of what gives all of the little side streets character are the tiny sneaks of various architectural styles through the back yards as you travel the streets. The fact that the streets have a hybrid pattern and do not follow a typical grid formation, and that the homes are placed on generously-sized lots, a variety of angles and viewsheds are formed, which create interesting perspectives and surprises around every bend. The lot sizes and spacing also provide gaps and spaces through to landmarks, such as the church steeples and towers (see discussion of Landmarks).



VIEW THROUGH SIDE YARD TO 65 MONTREAL STREET (LEFT); PAVEMENT MARKINGS (RIGHT)

- There is an eclectic mix of architectural styles mostly from the 19<sup>th</sup> and early-20<sup>th</sup> centuries. There are a few modern constructions that are in contrast to the general aesthetic of the area, but many still contribute to the unique character, the Court House especially.
- Sidewalk markings contribute to placemaking and orientation



VIEW SOUTHWEST DOWN HAMILTON STREET FROM VICTORIA STREET NORTH