



TOWNSHIP OF WOOLWICH
ENGINEERING & PLANNING SERVICES

REPORT: E14-2010

MEETING DATE: February 1, 2011

TITLE: West Montrose CHL Study

MEETING TIME: 7:00 p.m.

FILE ID: D 15

LOCATION: Council Chambers
24 Church Street West, Elmira

PREPARED BY: Jeremy Vink/ Dan Kennaley **REVIEWED BY:** Dan Kennaley

DATE REVIEWED BY MANAGEMENT TEAM: January 10, 2011

C.A.O.: _____ (signature not required if reviewed by SMT)

RECOMMENDATION

THAT the Council of the Township of Woolwich direct staff to process an Official Plan Amendment in accordance with The Planning Act to designate and protect the lands as proposed in Appendix "D" as the West Montrose Cultural Heritage Landscape;

AND FURTHER THAT Council of the Township of Woolwich pass the necessary by-law to extend the West Montrose interim control by-law for an additional period of one year to facilitate the preparation and consideration of the above noted Official Plan Amendment.

Background

On January 9, 2010, Council considered staff report E09-2010 which recommended that the Township should undertake a study of the cultural heritage landscape question in the vicinity of West Montrose. Council accepted this recommendation and directed staff to commence a study and formal public process under both the Planning Act and the Heritage Act that would investigate and consider the potential identification and protection of a Cultural Heritage Landscape in the vicinity of West Montrose. On February 9, 2010, Council passed an interim control by-law for an area in the vicinity of West Montrose that was intended to allow the Township's Cultural Heritage Landscape Study to take place and prohibited development as defined by the interim control by-law from happening for a period of one year. On November 16, 2010, after a settlement was reached, the appeal of the interim control by-law by the Murray Group Limited was withdrawn. In these circumstances, the effective date of the interim control by-law reverts back to when it was adopted on February 9, 2010.

Report E09-2010 recommended a cultural heritage landscape study first, because Section 2.6.1 of the Provincial Policy Statement 2005 (“PPS”) states:

“Significant built heritage resources and significant cultural heritage landscapes shall be conserved”.

The PPS defines a cultural heritage landscape as:

“a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping(s) of individual heritage features such as structures, spaces, archaeological sites and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act; and villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways and industrial complexes of cultural heritage value”.

In the context of cultural heritage landscapes, the PPS says that significant means:

“resources that are valued for the important contribution they make to our understanding of the history of a place, an event, or a people”.

In addition, Council for the Township of Woolwich had adopted Official Plan Amendment 13 (“OPA 13”) which consists of new mineral aggregate policies primarily aimed at indicating what studies need to be submitted by an applicant in support of an application for a rezoning to permit mineral aggregate extraction. Section 11.11.1 (e) indicates that one of the required studies is:

“a Cultural Heritage Impact Study as described by Section 11.11.7 which satisfactorily demonstrates that the proposal will not have any unacceptable impacts”.

Section 11.11.7, in turn, indicates that an applicant for a rezoning to permit mineral aggregate extraction in preparing a Cultural Heritage Impact Study shall provide the following information:

- a) an identification of the policy framework which is aimed at protecting cultural heritage resources, including provincial policy, Regional policy and Township of Woolwich policy and an analysis of how this policy framework is being satisfied by the subject proposal;
- b) an identification of all cultural heritage resources, including built heritage resources, archaeological resources, and cultural heritage landscapes, which may be impacted by the proposed operation; and
- c) the nature of the impacts on cultural heritage resources, how these impacts can be mitigated, the risks associated with mitigation, and the remaining impacts after mitigation”.

To assist applicants for rezoning for mineral aggregate extraction in identifying cultural heritage landscapes that might be impacted by their proposals, Township staff have prepared Guidelines for the Preparation of Cultural Heritage Landscape Studies Required in Support of Development Applications. These guidelines identify the main steps in the process of preparing a cultural heritage landscape study as:

- a) Consideration of the major historic themes and sub themes that have shaped the history of an area;
- b) An inventory process that would look at the following components;
 - i. physiographic description
 - ii. processes that describe human interaction with the environment;
 - iii. character defining elements such as buildings and structures, and archaeological sites; and
 - iv. study area context;
- c) An evaluation of importance and integrity in order to determine significance; and
- d) A determination of the appropriate boundary of the CHL.

On September 8, 2008 the Township of Woolwich received an application from Capital Paving Inc., for a rezoning to permit mineral aggregate extraction on approximately 38 hectares near West Montrose. As part of that application, Capital Paving submitted a Cultural Heritage Landscape (“CHL”) Study authored by Stantec and dated July 22, 2008. This report concludes that the lands proposed for extraction are not themselves a cultural heritage landscape, but does not address the issue of whether the lands proposed for extraction are part of a broader cultural heritage landscape or whether the proposed extraction might have a negative impact on a CHL in the vicinity. In addition the Stantec CHL Study incorrectly indicates that the lands proposed for extraction are outside of an area identified as a CHL by a report prepared for the Region of Waterloo.

The Region of Waterloo report is entitled Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development and is dated draft June 2006. The methodology for the identification of CHL’s recommended by the Regional report is very similar to the methodology proposed by Township staff in its guidelines for applicants in preparing CHL studies.

The Region’s draft CHL Report also characterized CHL’s as generally being of three types:

Designed – created landscapes such as parks, campuses, etc.

Evolved – either Relic (landscapes where the evolution process came to an end in the past, i.e. abandoned industrial areas) or Continuing (landscapes that retain an active social role and that are still evolving, i.e. a village community); and

Associative – places that have powerful religious, artistic or cultural associations not necessarily linked to material cultural features.

Furthermore the Region’s draft CHL Report proposed more detailed criteria for determining the significance of these various types of cultural heritage landscapes.

Based on the Regional CHL Report’s methodology, the Regional Report did identify a candidate Cultural Heritage Landscape in West Montrose, but also called for a secondary process to confirm the identification of this area as a CHL. The recommendation for a secondary process

was in large part recommended because of the lack of public input associated with the Region's report.

It should be noted that the Regional Cultural Heritage Landscape draft report identified 30 candidate heritage landscapes throughout the Region for possible identification as cultural heritage landscapes. There may be other cultural heritage landscapes which also warrant identification, but the 30 identified in the Regional report would appear to be the most obvious and important candidates for identification. There were only two specific candidate landscapes located in the Township of Woolwich, one in the vicinity of West Montrose, the other in the vicinity of Maryhill. There was also a third, broader candidate cultural heritage landscape identified which was located in both Woolwich and the Township of Wellesley and referred to as "Old Order Mennonite Country".

In addition, on April 21, 2009, Township Council received a report from Professor Robert Shipley who is with The Heritage Resources Centre at the University of Waterloo. Dr. Shipley's report was entitled Cultural Heritage Landscape Designation for Area Centred on the West Montrose Covered Bridge. The report describes research undertaken by Dr. Shipley that was aimed at answering four questions:

1. Does the West Montrose area qualify as a CHL under the PPS?
2. If so, what are the appropriate boundaries for the designated CHL?
3. Is it locally, regionally or provincially significant?
4. Is it valued by the community?

In order to answer these four questions, the Shipley report reviewed previous work, consulted with long time residents or "elders" in the village of West Montrose and area, and conducted a web based survey of a much wider cross section of the community. The Shipley report concluded that the West Montrose area did qualify as a CHL under the PPS, that most people surveyed agreed that it was a CHL of Provincial significance, and that it was valued by the community. The report recommended that the Township establish the interim control by-law and then begin the process of designating a CHL in the area centred on the West Montrose Bridge. Council asked that the Shipley report be referred back to staff and that a report come forward to Council at a later date.

So with three reports making different recommendations, and in the case of the Stantec Report, significantly different recommendations, with respect to the CHL issue in the vicinity of West Montrose, staff felt that it needed an opportunity to thoroughly investigate the issue, come to its own conclusions with respect to the issue, and make appropriate recommendations to Council.

Comments

The West Montrose Cultural Heritage Landscape Study

Early in the Township's CHL Study process Township staff met with Regional staff and the Regional consultants who completed the Regional CHL report to discuss the report and its conclusions. This allowed for a flow of discussion on issues, reasons and next steps for Township staff.

Township staff followed the methodology outlined in the Township's Guidelines for the Preparation of Cultural Heritage Landscape Studies in Support of Development Applications which, as has already been noted, is very similar to the methodology proposed by the Region's consultants in the 2006 Regional CHL report. This methodology consists of:

- a) Consideration of the major historic themes and sub themes that have shaped the history of an area;
- b) An inventory process that would look at the following components;
 - i. physiographic description;
 - ii. processes that describe human interaction with the environment;
 - iii. character defining elements such as buildings and structures, and archaeological sites; and
 - iv. study area context;
- c) An evaluation of importance and integrity in order to determine significance; and
- d) A determination of the appropriate boundary of the CHL.

Township Staff reviewed the sources of information which the Regional consultants had relied on in order to test the conclusions which the Regional consultants had come to. Township staff also reviewed new sources of information which had been produced or had come to light since the Regional Report had been completed. This included, for instance, the book by Del Gingrich entitled "Kissing Bridge", and comments from the community. Furthermore, Township staff reviewed, checked and added to the inventory in the Regional Report with regard to physiographic description, processes, character defining elements and study area context.

Two public open houses were held in the latter half of 2010. The information obtained from these sessions added to the overall understanding of cultural heritage of the area. Both public open houses were well attended and lead to much discussion with the community.

The first open house presented a preliminary inventory of heritage elements and processes along with a history of the community. The community was able to review those items and then complete a questionnaire concerning the information provided. The questionnaire produced results (Appendix C) showing that, for those who participated, there was substantial agreement that there were a number of key elements and processes that were worthy of consideration.

After the first open house staff continued to work on the inventory and determination of the character defining elements and processes, at a preliminary evaluation of importance and integrity, and at a preliminary identification of a boundary for the CHL. Staff then worked to consider the protection measures that may be appropriate. This additional work was presented at the second open house along with a second questionnaire.

The responses from the second open house reflected support for CHL. Concerns were, however, raised that a segment of the community had chosen to remain silent and uninvolved, but were in opposition to the CHL and, while there was generally support for the CHL from those in attendance, some people were concerned about the potential levels of regulations that would be placed on their properties. Other comments provided via questionnaires at the second open house also focussed more on the rural lands that were proposed to be included in the CHL. A

number of comments suggested that the buildings on the Heckendorn farm (1334 Letson Dr) and the parochial school are significant.

After the public open house staff received additional comments from the Bridgekeepers in regard to the CHL issue. The comments revolved around many aspects, and included the protection of rural area, noise, and the horse and buggy community.

Consideration of Historic Themes

Township staff considered the historic themes for the West Montrose area which had been identified by the Region's consultants in the 2006 Regional Report. These themes included:

- Pioneer Settlement – Scottish and Mennonite settlement of Woolwich Township;
- Transportation – Bridges; and
- Mennonite Lifeways – Old Order Mennonite Culture.

As the inventory part of the study process was carried out, Township staff revisited these themes frequently to determine if the inventory process continued to confirm these three historic themes as the appropriate themes for the CHL study.

Inventory

Physiographic Description

In the central part of the watershed, through the Region of Waterloo, the Grand River flows through a wide, winding valley carved through gravel glacial deposits. The area is characterized by the Waterloo hills, which contain highly productive aquifers. Urban and rural development has resulted in fragmentation of the original natural forest cover, comprised of the mixed deciduous forests of the Great Lakes-St. Lawrence Region (Alleghenian Zone). North of the urban areas of Kitchener-Waterloo, the woodlands and wetlands of the Grand River Valley support provincially significant flora and fauna, including a brown trout fishery.

Processes That Describe Human Interaction With The Environment - Land Uses and Activities

The origins of Woolwich Township lie in the Grand River Six Nations land grant known as Block Three, sold to William Wallace, around 1798. Following early forfeiture by Wallace the land was resold around 1807 to the German Company, which was established by a group of German Mennonites from Pennsylvania, seeking agricultural land further north. A number of Pennsylvania Germans had already purchased land and settled in Waterloo Township. The Block Three land purchase was led by John and Jacob Erb, of the German Company and Augustus Jones, a government surveyor.

The German Company lands were surveyed by Jones into 130 lots of about 350 acres each which were primarily sold to Mennonites from Pennsylvania, who, like their Waterloo counterparts recognized the value of the land offerings. The land purchases ranged in size from 350 to as large as 1,400 acres, although settlement was sparse, with many of the Mennonites who purchased the land preferring still to settle in the more established areas of Waterloo Township. In the area of West Montrose along the Grand River, Lots Seventy, Seventy-one, and Seventy-four of the Germany Company survey in Woolwich Township were purchased from the German Company sometime after 1807: Lot Seventy by Daniel Erb, Lot Seventy-one by David Eby, and Lot Seventy four by Christian Stauffer. Although land purchase occurred early,

settlement of this area would not take place until around the 1830s, with records indicating that key parcels of land changed hands several times before settlement took place.

One of the earliest known settlers to the West Montrose area was Jacob Benner who owned the majority of land in Lot Seventy-one and portions of Seventy-two. Ezra Eby, who in 1895 wrote a biographical history of the Pennsylvania Germans in Waterloo and other townships, notes that Benner was born August 25th, 1808, and "in 1825 he came to Canada and settled in Berlin where he was engaged in blacksmithing until 1839 when he went to West Montrose where he erected a saw mill and woollen mills, and also was proprietor of a beautiful farm".

In 1858, Benner established a woollen factory on Spring Creek. This factory was the community's first industry. By 1861, Benner also ran a steamed-powered sawmill. As with other areas, the presence of Benner's mills initially encouraged settlement in the West Montrose area, although the mills only remained in operation until 1873. West Montrose received its first post office in 1866, managed by post-master J.B. Kilbourne, and became the postal village for the surrounding areas of Woolwich Township. Andrew L. Anderson, a native of Scotland, arrived in the area sometime after 1845. He is believed to have named the village after his hometown of Montrose, Scotland, later adding West to the name to distinguish it from another community near Niagara Falls. The name Montrose of Woolwich Township appears as early as 1861 with West Montrose in common use by about 1865. By 1869, West Montrose is said to have been a small settlement of about 100 inhabitants, with a post office, blacksmith, woollen mill, lumber yard, a gunsmith, a carpenter, a hotel, a stock dealer, general merchant, several coopers, and a minister. Although the mills had closed some years earlier, by 1890 West Montrose had reached a population of about 200, and serviced the surrounding farming area.

West Montrose did not benefit from the railway boom of the 1850s and 1860s that other communities of Waterloo County had. The railway through the area was established in 1907 about a half mile north of the village, on the east west Canadian Pacific line. A station was built in this area, which became known as West Montrose Station. By then the population of West Montrose had been reduced to as few as 50 residents, with only a blacksmith, a chopping mill, a mason, a cooper, a general store, and the train station which served as a shipping centre for the area farmers. The station was shut down and later removed. As it was separated from the community it did not influence the village in either a positive or negative manner.

Processes That Describe Human Interaction With The Environment - Patterns of Spatial Organization

A notable exception to the customary Southern Ontario survey of lots and concessions occurs within the German Company Tracts, and some of the associated smaller tracts of Waterloo and Woolwich townships. In these locations the surveyor laid out 350 to 400 acre lots based on providing access to a stream or river on each lot, without road allowances. With the interests of most Mennonites lying in farming, rather than industry, this settlement in large blocks ensured the availability of land for subsequent generations.

The resulting pattern of settlement in the German Company survey areas of Woolwich Township has a more unique pattern of development that is evident both in the larger farm parcels and in the existing road network that surrounds West Montrose, which does not reflect a traditional grid pattern. The settlement patterns are also evident in the forest remnants, which throughout Southern Ontario often occur mid-concession, while through this area are found most often on the land least suited to cultivation.

This form of development in the village itself is more organic versus the standard surveyor approach that is more typical. The village community grew from farms where the lands that form the heart of the community both historically and today, were pieces "sold" off independently along the main road of the village. What results is a very irregular pattern of lotting. It these organically derived irregular properties that support many of the heritage buildings in the village and it is this spatial pattern to the lotting and the heritage buildings in the village that contribute to the charm and attraction of the core of the village.

Processes That Describe Human Interaction With The Environment - Cultural Traditions

In 1907 the church, now the United Church was constructed. This church is tied to the Scottish element of the community, being the earliest church congregation in West Montrose. The United Brethren first held services in the blacksmith shop of Jacob Benner (now 11 Covered Bridge Dr). The roots of this church start in the Crowsfoot in the 1860's and the American Methodists, sharing a circuit preacher among other communities of Woolwich Township and Waterloo County. It later became part of the United Church of Canada in 1925.

The origins of the Mennonites lie in the European Anabaptist movement of the 16th century led by the teachings of Menno Simons, an Anabaptist leader. In search of agricultural land, and freedom to pursue their religious beliefs, Mennonites from Switzerland and southern Germany immigrated to Pennsylvania in the late 1600s. Following the American Revolution in 1776, a number of Mennonites moved northward into Ontario to settle on the Niagara Peninsula and along the Grand River, in Waterloo and later Woolwich Township. The Regional Municipality of Waterloo is now home to one of the largest Mennonite communities in Canada.

In 1950 the Markham-Waterloo conference group of Mennonites built its first meetinghouse about two kilometres north of West Montrose (6101 Middlebrook Rd). This meetinghouse was unique in that it deviated from the traditional Old Order amphitheatre seating arrangement in which the pulpit was midway along the long wall of the building. Rather the interior of the West Montrose Meeting House resembled Mennonite Conference of Ontario churches that had the pulpit at the gable-end of the building facing pews rather than benches. The Winterbourne Mennonite Meeting House and cemetery is located a short distance south of West Montrose at 1118 Letson Drive and in the CHL boundary. This traditional woodframe meeting house was constructed in 1965 by other Woolwich Old Order Mennonite congregations, in response to expanding numbers of members.

The first school of West Montrose began sometime before 1865. It was a one-room stone school located about one mile west of the village along Elmira Road (245 Hill St). In 1865 the school was moved to closer to the village, but in the flood plain next to the bridge. Children of both the community and surrounding areas attended the school. Due to annual spring flooding of the Grand River, in 1874 another stone school was built just east of the community in an area known as Zubers Corners, on land donated by William Veitch. This was a two room school which, depending upon attendance, used one or both rooms for lessons. The school remained open until 1967 and has since been converted to a dwelling (1060 Rivers Edge Dr). The boundaries of the CHL reflect the changing location of the school, and are additional evidence of the connection of the rural area to the village.

There is visual evidence of Old Order Mennonite farms and continued traditions and practices throughout the study area, and beyond. This is evident both through physical manifestations, such as the continued use of traditional meeting houses, the private buggy bridge, and the parochial school as well as in the cultural and social practices of every day living

Processes That Describe Human Interaction With The Environment - Lifeway

In addition to having been a significant part of pioneer settlement within the West Montrose CHL, Old Order Mennonite culture is significant from a lifeway perspective as well. A lifeway is defined as a customary manner of living, and a way of life, and/or a custom, practice, or art. The heritage importance of Mennonite culture is increased because of their opting for a way of life that is reflective in many ways of historic times.

The Mennonite community or way of life, is typified by the farm--that being a farm with the house which often includes a number of additions over time to accommodate family and dotty houses, a typical older bank barn, mix of livestock, and often includes large gardens for food and flowers, occasionally an orchard. It is also not uncommon to see a shop or small business run from the farms. In spring time it is also not uncommon to see signs of maple syrup being made on the farms. These farms can also contain a wood lot and a buggy path that may lead to an adjacent farm and road--used as "short cuts" for buggy traffic. External to the farm a rural church with a cemetery to serve the surrounding area, and elsewhere, a rural farm school that is about one or two rooms in size with a baseball diamond. Within the urban areas, a dwelling with a small barn to house a horse for transportation purposes can be found, and near the commercial areas, one will find covered buildings for the horses, and horse tip ups.

While the Old Order Mennonite lifeway exists in the West Montrose CHL and is an additional reason for recognizing the area as a CHL, it is also important not to attribute too much significance of this lifeway to the identification of this CHL. It is likely that there are other areas such as Floradale where there is currently more of a connection between the surrounding rural area and the village and more predominance of Old Order Mennonites within this rural area. In addition, while the identification of the West Montrose CHL may make a small contribution towards protecting the Old Order Mennonite culture in Waterloo Region, given the extent of that culture in the Region, the contribution of the West Montrose CHL is a small one. However, in that the Old Order Mennonite culture contributes to the sustainability of farming as the predominant land use in the area surrounding the village of West Montrose and that this farming helps to insulate the village from other land uses which would detract from the cultural heritage integrity of the village, than the Old Order Mennonite lifeway does have significance for the West Montrose CHL.

Natural Environment Inventory (See map Appendix A)

The area contains a number of elements, dominated mainly by the Grand River and the river valley. The river valley contains the floodplain along with the slopes and vegetation that are within those areas. On the south side the valley contains steep slopes to the river and is now heavily treed, which frames the backdrop and views along the river valley. The trees along this area also frame the approach to the bridge and the river. Although the vegetation has not always been as significant as it now, the fact it has returned and remains ties back to the landscape and its long term use.

Next to the bridge and around it, the floodplain lands are open on this side and help to maintain views of the river and the bridge.

Along the north side the wide open floodplain close to Line 86 discloses the rear lots of the village while maintaining a very open feel, and most importantly an unobstructed view of the village, bridge and road. It is here where pictures are taken and the area remains open

because of the floodplain, but also retains the feel of a maintained sheep grazing area, native to the area. Alternatively, along Covered Bridge Drive and to the west is a more treed area which frames the road and the approach from this end.

The Grand River, a heritage river, played the most significant role in this community, in terms of floods, recreation, watering for animals, mills, etc and the constant debate over crossing this river. It both unites the community and divides it.

The Canagagigue and its valley which flows into the Grand River near the Mennonite steel truss bridge is also an important natural environment feature because it demonstrates the tendency of Mennonite pioneer settlement patterns where the forest remnants occur often on the land least suited to cultivation. This is in contrast to patterns elsewhere in Southern Ontario where forest remnants most often occur mid-concession. Accordingly, Township staff concluded that it was appropriate, as had been recommended by the Regional consultants for this tributary stream valley to form part of the southern boundary of the West Montrose CHL.

Circulation Network (Pathways) Inventory (See map Appendix A)

The road passing through West Montrose was originally Highway 86 until the present by-pass was completed. A bridge across the Grand River at West Montrose may have been present as early as 1843. Historical research has indicated that when a petition was presented to local authorities in 1844 by landowners of the area, mention was made of a road crossing the Grand River in the West Montrose area. What is well known is that the existing two span covered bridge was designed and constructed by John and Benjamin Bear in 1881, following a contract to inspect several existing bridges in Woolwich Township. The total cost, including design and construction was \$3,557.65. John Bear had experience in building local barns, but the West Montrose bridge was his first bridge, and only the second covered bridge in all of the County.

The creation of the new bridge on Line 86 and re-alignment of the road preserved the Covered Bridge and community. The by-passing of the community allowed the community to remain intact. As such the road network has played a key and unique role in creating and maintaining the community and is one of the reasons why transportation is an appropriate historic theme for the West Montrose CHL.

In terms of circulation the old highway route of River's Edge Drive, Hill Street and Covered Bridge Drive have existed the longest and have historically and continue to be the most important routes into the village of West Montrose.

Letson Drive and Buggy Lane are significant because of their origins. Letson Drive appears to originate from a private road connection that allowed the farmers on the properties it bisects (and continues to bisect) to have a shorter route to West Montrose. The pathway, which reduced the longer route need to travel from the farm up to Katherine Street and back down Rivers Edge, was eventually taken over to make a local road.

Rivers Edge, Covered Bridge and Hill Street all have very narrow paved surfaces serviced with ditches. These roads have been and are the main roads into the community. In many places these roads are further confined by vegetation which frame the road. Outside of these main roads, the rural community and local roads are gravel and much more open which sometimes enables significant views to exist from these other roads. For instance the view from Jigs Hollow Road of the river is a significant one that includes, from many vantage points along the

road, important views of the river valley and the Covered Bridge. Similarly, the views along Letson Drive are significant because of their ability to convey the importance of farming.

The former railway line was north of the village and only in operation for a short time. The rail line did play a small role to the community but did not really add to the village in any manner.

Both the Grand Valley trail and the Trans Canada Trail cross through the area.

The private buggy bridge at the end of buggy lane is an important element because of its uniqueness. The bridge adds an additional crossing for the horse and buggy community and now is also part of the trail system, however it remains private. However, the private buggy bridge reflects the pioneering heritage of the area and the community and the on-going influence of Mennonite culture in the area.

The river is also a circulation element for recreational canoeists and other boaters.

Buildings and Structures Inventory (See Map in Appendix A)

The most significant built feature of the West Montrose area is the West Montrose Bridge itself, which is the last remaining covered bridge in Ontario. Constructed of pine, the Queen Post bridge supports measure 9" by 18" by 50 feet, which is said to be at the time, the largest Queen Post truss ever built. The full bridge measured approximately 208 feet long, 17 feet wide and 13 feet high. The original pier and abutments were cedar cribs filled with loose stone.

There is evidence of the 19th century settlement of West Montrose remaining on both the north and the south sides of the river. In the core of the village are some fine Victorian residences. The manor house of what is now Olde Bridge Place Bed & Breakfast, which overlooks the covered bridge north of the river, is an example, however the dwelling has been significantly remodeled although still maintaining characteristic features. On this property is a wood-sided frame building, albeit altered, which once housed the blacksmith shop of Charles Mansfield.

The shop was later rented by Leander Gole, an employee of Mansfield's. Gole later bought a building on the south-east corner of Hill, Church & Bridge (the latter now Covered Bridge Drive), across from the general store and established the village blacksmith and later a carpentry shop. Blacksmiths played an important role in the community. True to this, Gole was well-known locally as the 'Blacksmith of West Montrose', and was the subject of newspaper columns, Bill Brahm's Ontario on Global TV, a Canadian photographic essay, and a painting, as Gole lived to the age of 104. He maintained his business until age 98, when in 1985 the house was destroyed by fire. The property was purchased by the Township in 1987 for a park, and the existing parking lot, listed as 'Gole Park', by the Township, was later established amidst much local controversy.

The striking West Montrose United Church (former Congregational Church), c. 1907, and its cemetery establish a visual marker to the village core on entry from the north along Covered Bridge Road, while the westerly approach along Hill Street includes several noteworthy residences. South of the covered bridge, two picturesque stone cottages remain at 1238 and 1242 River's Edge Drive.

The Swope House on Hill Street reflects an older home, connected to the farming community and has a commanding presence. These aspects make the building and its connection to history and the landscape significant.

The school, which has moved around the community, reflects the connection of rural and village life. From its location on Hill Street, then into the community, to the location on Rivers Edge, the former school sites have played a significant role in the community.

In the village centre, the general store still operates as the Lost Acre Variety at the intersection of Hill Street and Covered Bridge Drive (12 Covered Bridge Drive), the horse and buggies in its parking lot evidence that it still serves the local Mennonite farming community, as well as village residents and visitors.

Also of interest as a structure is the private buggy bridge. It is unique and significant in terms of connecting the rural community and the rural community to the village.

Views

There are a number of views relating to character defining elements within the West Montrose Cultural Heritage Landscape, and these views have been recognized themselves as character defining elements of the CHL. These views include:

1. views of the river valley and Covered Bridge from Regional Road 86;
2. views of the river valley, the Covered Bridge and, in the background, the land between the River and Katherine Street from Jigs Hollow Road;
3. views of the village from the northerly end of Letson Drive, Hill Street, Rivers Edge Drive and Covered Bridge Drive; and
4. views of the rural area from Letson Drive, Hill Street, and Jigs Hollow Road.

Views of the river valley and Covered Bridge have the additional dimension of possessing associative value in the sense of having artistic and cultural associations in addition to the material cultural features that make up the view.

The extent and composition of these views will be elaborated on in the Conservation Plan which is to be prepared in accordance with the official plan amendment which is recommended by this report.

Archaeological Sites

Based on the Region of Waterloo archaeological mapping and database, there are no known archaeological sites (registered or non-registered) within the boundaries of the West Montrose Candidate CHL. However, given the presence of the Grand River, and its tributaries and the number of built heritage resources in the area, there is a high probability that archaeological sites, both pre-historic and post European-settlement are present.

Noise

A number of comments regarding noise levels were raised during the public process associated with the West Montrose CHL Study. The comments suggest that noise levels should be kept low and at current levels. Township staff agree that low noise levels are part of the small village

and rural area feel of the CHL and are important in terms of the appreciation and enjoyment of the area.

Character Defining Elements

Character defining elements within the West Montrose CHL include:

1. The West Montrose Covered Bridge;
2. 19th century stone cottages (245 Hill Street, 1238 and 1242 Rivers Edge Drive);
3. The three school locations including the first location at 245 Hill Street, the location in the floodplain next to the bridge, and the two room stone schoolhouse c. 1874 (1060 Rivers Edge Drive);
4. Swope House, old stone house (52 Hill Street);
5. Former Blacksmith shop, gas station, and 19th century Victorian house, now B&B (9 Covered Bridge Drive);
6. West Montrose United Church and Cemetery, c. 1907;
7. Winterbourne Mennonite Meeting House and Cemetery (Letson Drive);
8. Gole Park (former blacksmith shop, 15 Covered Bridge Dr.);
9. Grand River, its valley and floodplain;
10. Canagagigue Creek and valley;
11. Views of the river valley and Covered Bridge from Regional Road 86, views of the river valley and Covered Bridge from Jigs Hollow Road, views of the village from Letson Dr (at Rivers Edge), Hill Street, Rivers Edge Drive and Covered Bridge Drive, views of the rural area from Letson Drive, Hill Street and Jigs Hollow Road;
12. Lotting pattern in rural area associated with German Company Tracts;
13. Organic lotting pattern within the village;
14. The private buggy bridge;
15. River's Edge Drive, Hill Street, Covered Bridge Drive, Letson Drive and Buggy Lane in terms of the transportation theme;
16. The General Store (12 Covered Bridge Drive);
17. The two storage sheds on the east side of the river just north of the Covered Bridge; and
18. Farming on the rural lands.

Cultural Heritage Landscape Context (See Map in Appendix A)

The West Montrose CHL consists of two major interrelated components, the village of West Montrose and the rural area most immediately surrounding the village where there is still much evidence of the Old Order Mennonite culture that settled the area. However, the broader context in which the CHL is located is also a rural area that also shows much evidence of Old Order Mennonite culture. The rural area included in the West Montrose CHL is distinguished from the broader rural area because it has historically more connection with the village than does rural area located at a greater distance from the village and contains a number of character defining elements that contribute to the West Montrose CHL.

Importance, Integrity, Significance, and Boundaries

The village component of the West Montrose CHL continues to resemble the historic village and therefore exhibits considerable integrity. Although changes to the landscape within important viewsheds has increased, the integrity of most viewsheds has generally been maintained as well. The parcel fabric of the core of the village has over time remained much the same. There are a large number of character defining elements in the village. Given the integrity and cultural heritage importance of the village generally and the integrity and importance of the character defining elements present in the village, the village component of the CHL is significant.

The newer section of the community and the trailer park do not contribute to any of the historic themes which are the foundation of the West Montrose CHL. Fortunately these features are located so that from many points of entry into the CHL, and from many viewsheds, they do not detract from the overall landscape. They do detract from the approach from Line 86 including the first section of Covered Bridge Drive.

In rural area component of the West Montrose CHL, farming has continued and therefore integrity exists with respect to this character defining element. Other character defining elements important to the cultural heritage of the CHL that are found in the rural area include Grand River valley and floodplains, the Canagagigue Creek valley, the original school site, the roads, the buggy bridge, the meeting house and cemetery, and the parcel fabric. With the exception of the original school site, all of these important character defining elements exhibit considerable integrity and therefore significance. Although the original school site has been altered considerably, there is still sufficient integrity existing to consider this structure significant, in part because it is one of three school sites in the West Montrose CHL. Important relationships between the village and the rural area still exist, although are currently less than what would have existed historically. Given the integrity and cultural heritage importance of the rural area, the integrity and importance of the character defining elements present in the rural area, and the interrelationship of village and the surrounding rural area, the rural component of the CHL is significant as well.

The geography of the significant character defining elements noted in this CHL Study indicates that both the village component and the rural area component should be part of the West Montrose CHL. Accordingly, staff are generally recommending the same boundaries as had been recommended by the consultants who prepared the Regional Study. However, as already mentioned, the newer plan of subdivision, the trailer part and the gravel pit fronting on Regional Road 86 do not contribute to cultural heritage of the area and, accordingly have been removed from the boundaries of the CHL which are recommended by staff.

Approaches To Designation and Protection

CHL's can be designated and protected under the Planning Act and/or the Heritage Act.

Under the Planning Act, Official Plans, including designation within the Official Plan, secondary plans, zoning by-laws, site plan control, heritage impact assessments and conservation plans are tools that can be used. Such planning processes often require public meeting(s) and implementation of accompanying by-laws etc.

The Heritage Act also allows for CHL's to be designated and protected through municipal by-laws. The Heritage Act allows protection through either a Conservation District or the individual designation of buildings and structures. In a heritage district each property it designated and entire area can be protected. This would be one of the strongest and most intensive protection measures for the CHL. By designating the area and creating an accompanying plan, the area would be protected, and in case of a conflict between the zoning and the heritage plan, the heritage plan would take precedence.

Township staff have reviewed the opportunities for protecting the West Montrose CHL, which has included consultation with the Regional staff. As a result of this review, Township staff are first recommending the designation of the West Montrose CHL in the Township Official Plan. The policies associated with this designation (Appendix D) would:

- a) Provide for the listing under the Heritage Act of buildings and structures that constitute character defining elements of the CHL;
- b) Encourage, in co-operation with landowners, the designation under the Heritage Act of buildings and structures that constitute character defining elements;
- c) Provide for cultural heritage impact assessments of development that may be proposed with the CHL;
- d) Provide for cultural heritage impact assessments for certain forms of development which may be proposed on lands near the CHL and which have the potential to affect the CHL;
- e) Provide for the preparation of a conservation plan which would provide more detailed guidance for the protection of character defining elements of the CHL;
- f) Provide for more investigation of the CHL and its character defining elements; and
- g) Encourage the awareness, appreciation and enjoyment of the CHL.

A question that has been raised during the public consultation part of the West Montrose CHL Study is who will oversee the process, with a concern that a heritage committee might be created and oversee implementation. Staff is not proposing a committee structure, but rather it will be staff who will oversee the plan and its implementation with direction from Council. However, if in the future a local heritage committee is created it may oversee the work to designate structures under the Heritage Act and oversee any recommendations for alterations to those structures.

CONCLUSION

Staff recommend proceeding with a public meeting under the Planning Act to amend the Official Plan to designate a Cultural Heritage Landscape in the vicinity of West Montrose and develop policies that will protect, and encourage the awareness, appreciation and enjoyment of the CHL.

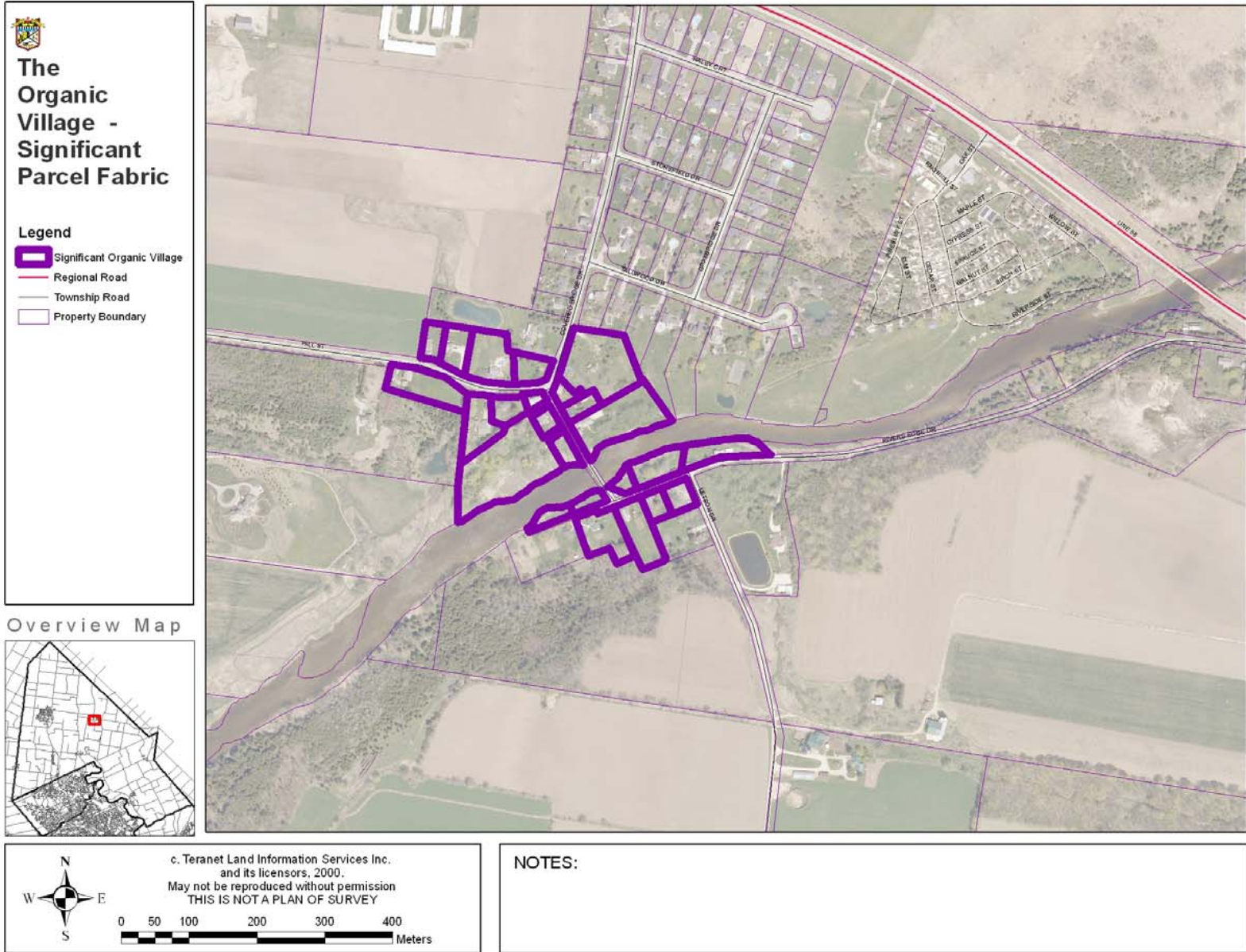
OTHER DEPARTMENT IMPLICATIONS

None

LIST OF ATTACHMENTS

Appendix A – Maps of Significant Features
Appendix B – Building / Structure Inventory
Appendix C – Open House Responses
Appendix D – Draft Official Plan Amendment

APPENDIX A MAPS OF SIGNIFICANT FEATURES

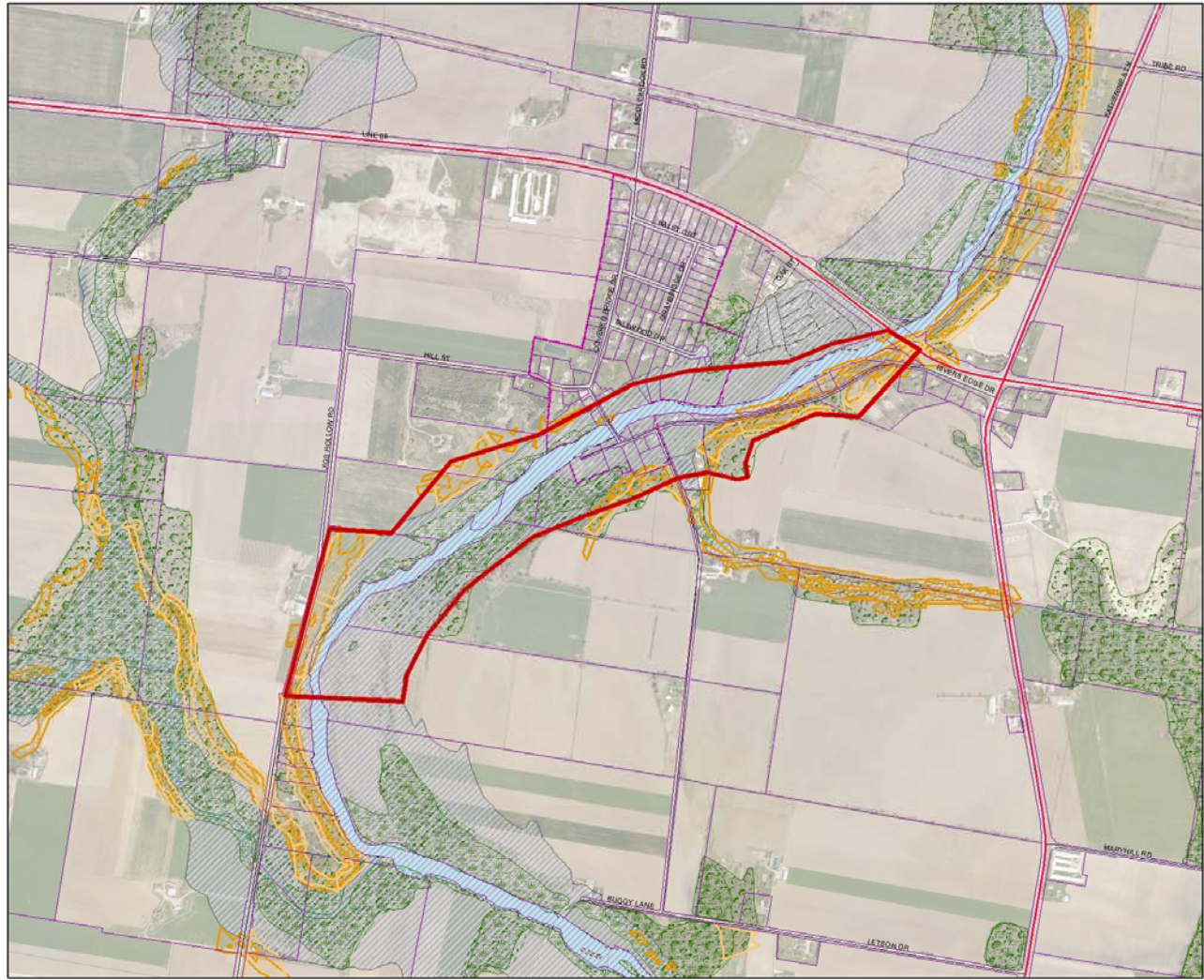





TENTATIVE Significant Environmental Features

Legend

-  Regional Road
-  Township Road
-  Property Boundary
-  Erosion Slope (GRCA)
-  Valley Slope (GRCA)
-  Wetland (GRCA)
-  Floodplain (GRCA)
-  Forested
-  Lake
-  Pond
-  River
-  Creek (minor)
-  Creek (major)
-  Creek (intermittent)
-  Settlement Boundary
-  Significant Features



Overview Map

0 125 250 500 750 1,000 Meters

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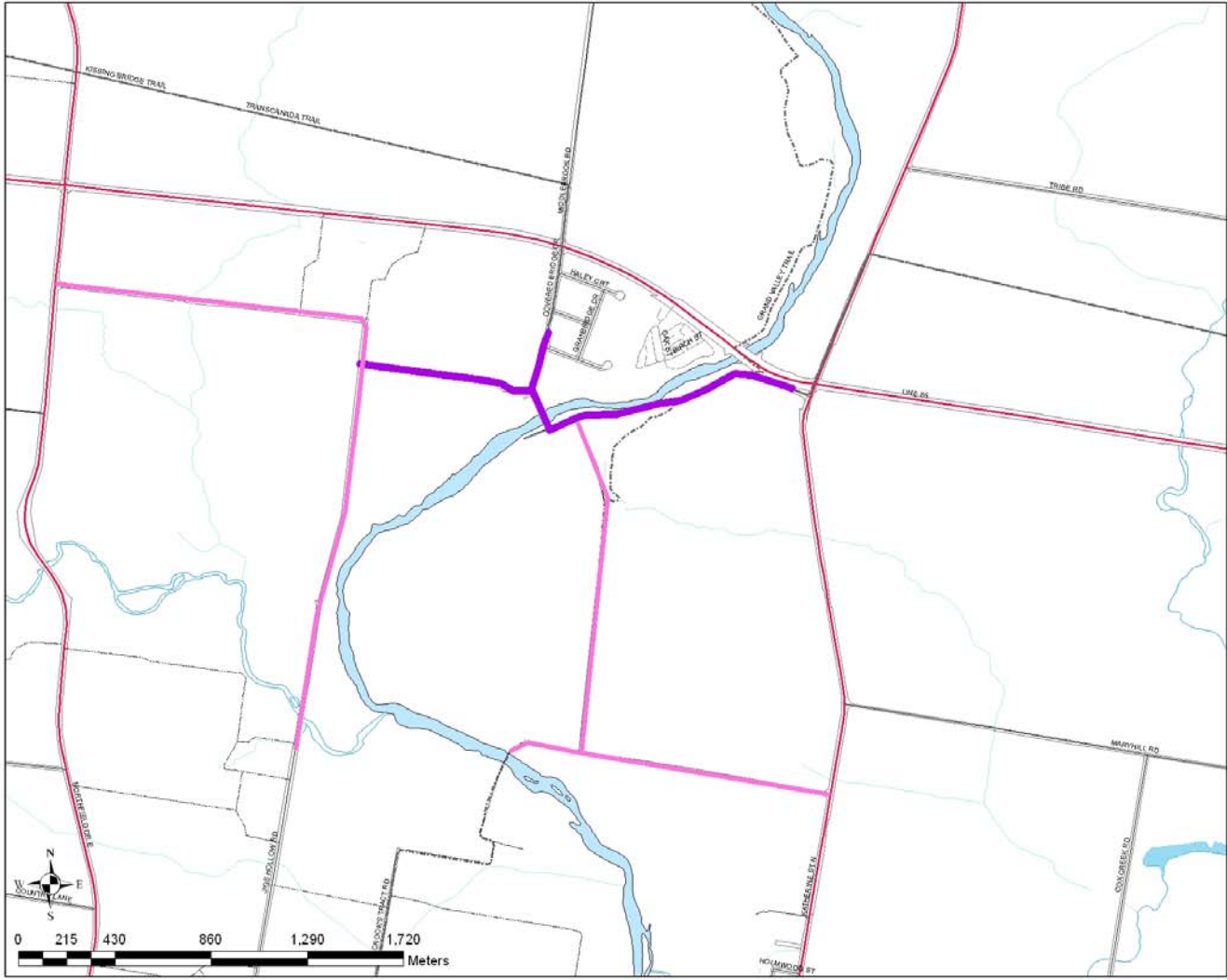
NOTES:



TENTATIVE Most Significant Pathways

Legend

- Private lanes
- Road Parcel
- Trail
- Regional Road
- Township Road
- Private Road
- Most Significant Pathways
- Other Significant Pathways





TENTATIVE Significant Structures

- * Significant
- Older Structure(s)

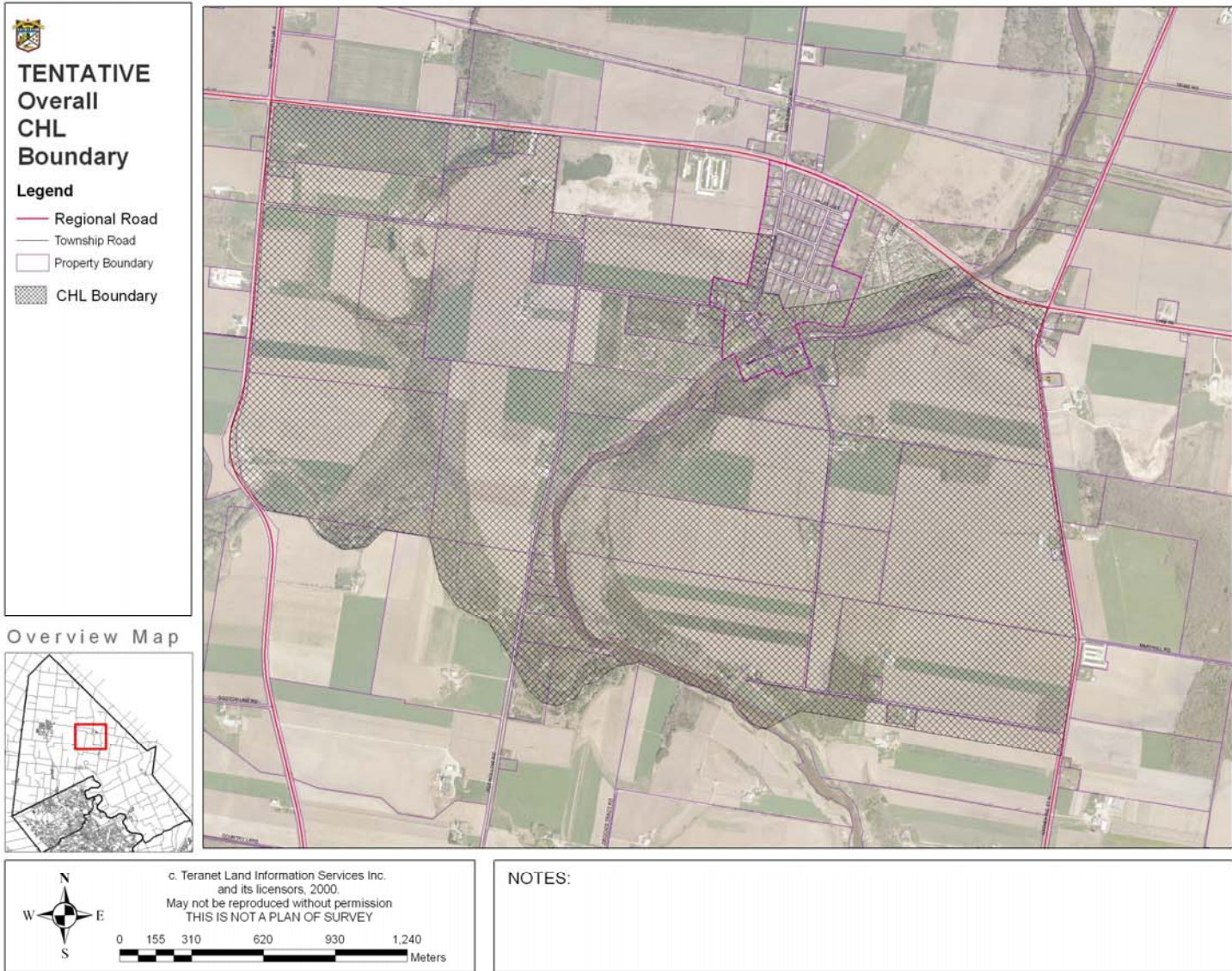


Overview Map



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APPENDIX B

BUILDING / STRUCTURE INVENTORY

**THIS SECTION WILL BE PROVIDED SEPERATELY FOR DOWNLOAD OR
FOR COPY DUE TO ITS SIZE.**

Open House Questionnaire Responses

Question 1 are character defining elements appropriate?					Question 2 - any Character defining elements missing and why		Question 3 - are the boundaries appropriate	Question 4 - protection measure appropriate		Further Comments	
Buildings	Env. Features	Pathways	Rural	Explain	Feature	Why	Comment	Comment			
Yes	Yes	Yes	Yes		Mennonite School on Katherine	Part of Mennonite Life	Yes	except as noted in #2	Yes		
Yes	Yes	Yes	Yes		Mennonite school		Yes	except as noted in #2	Yes		
Yes	Yes	Yes	Yes				Yes				
Yes	Yes	Yes	Yes				Yes	view lines and environmental feature boundary could be expanded	Yes		
Yes	Yes	Yes	Yes				Yes		Yes	fully supports proposal	
Yes	Yes	Yes	Yes				Yes		Yes		
			No	A - too large, E - too restrictive					No	much too large an area, only a few structures within boundary designated as significant	
Yes	Yes	Yes	Yes				Yes		Yes	important to protect the cultural and historic aspects of community	
Yes	Yes	Yes	Yes		None	the significant area has been included	Yes		Yes		
Yes	Yes	Yes	Yes	C - but should include entire treed area on top of ridge overlooking bridge	view of treed ridge from covered brige, large trees in village boundaries, significant factors in views		Yes	correspond to previous studies with reasonable accomodations	No	these were really not clearly explained, have little understanding, a lot is being proposed	sounds like protection measures will need beefing up. no inclusion of mennonite traffic patterns, horse and buggy traffic is an important part of this area. part of what makes it unique and continuing without this traffice, not really the same thing
Yes	Yes	Yes	Yes				Yes		Yes	fully support this designation and the proposal	
Yes	Yes	Yes	Yes				Yes		Yes		
Yes	Yes	Yes	Yes				Yes		Yes		
Yes	Yes	Yes	Yes				Yes		Yes		
Yes	Yes	Yes	Yes				Yes		Yes	protect the mennonite lifestyle in this area	
Yes	Yes	Yes	Yes				Yes		Yes		
Yes	Yes	Yes	Yes		century home on Heckendorn farm	cultural significant	Yes		Yes	please protect rural cultural life	
No	Yes	Yes	Yes	B - Heckendorn farmhouse, Mennonite school on Katherine not included and should be	Heckendorn farm house should be significant not just older "stone farmhouse"		Yes		Yes		
No	No	No	Yes	A - believe a bit more should be included, B - Mennonite school should be noted, Farm (Heckendorn) house and barn should be significant, C - should be widened on the south side, D - suggest part of Letson should be significant.	Heckendorn property should be significant. Mennonite school house on Katherine should be noted	unique house structure and barn, contributes to the view and feel of the community	Yes	the overall area is appropriate for the most part	No	would suggest a peer review of CHL impact studies by proposing parties	
			No	E - we want to be left alone			No	we feel it should stay with the bridge	No	it may seem so now but when it in place it might affect the land owners	we feel there should be a vote taken from the land owners if they want it
Yes	Yes	Yes	Yes				Yes		Yes	we are concerned that changes to our house will be difficult to do. permits expensive, too much red tape. we are dead against this if the above is the case. tax reductions are necessary on my CHL significant property if this goes through.	

17 18 18 19 19 16
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APPENDIX D

OFFICIAL PLAN AMENDMENT **DRAFT**

PART A – The Preamble

Purpose of the Amendment

Location

Basis

PART B - The Amendment

This part of the document entitled “Part B – The Amendment” and consisting of the following text constitutes Amendment No. ??? to the Township of Woolwich Official Plan.

Details of the Amendment:

The Township of Woolwich Official Plan is amended as follows:

12.7 WEST MONTROSE CULTURAL HERITAGE LANDSCAPE POLICY AREA

12.7.1 Introduction

The recognition and conservation of significant cultural heritage landscapes shall take place as per the Provincial Policy Statement, and in accordance with the Regional Official Policies Plan.

The West Montrose CHL is significant because it contains heritage resources that are valued for the important contribution they make to understanding the following historic themes:

- Pioneer Settlement – Scottish and Mennonite settlement of Woolwich Township
- Transportation – Bridges; and,
- Lifeways – Old Order Mennonite Culture.

The community in the area can be tied back to both Scottish and Mennonite pioneer settlement. The stone buildings, the United Church and the mills attest to the more Scottish community versus the farming area with the brick homes, and typical rural feel (well maintained large homes, barns, small shops) and well maintained fields on large farm parcels.

In terms of transportation and bridges, the Covered Bridge has played a major role in the community and for transportation in the area. As the only covered bridge left in Ontario, with a long history it is a special and unique aspect to the area. The privately owned buggy bridge at the south of the CHL is also an unique and important structure.

The West Montrose CHL is an evolving landscape and as such further change is anticipated and acceptable where it does not result in the loss of the heritage values, attributes and integrity.

The detailed and specific boundaries of the WM-CHL are shown on Figure immediately following this Section.

12.7.2 Objectives

- a) To conserve the West Montrose CHL in such a way its heritage values, attributes and integrity are retained.
- b) To promote the awareness, appreciation and enjoyment of the West Montrose CHL.

12.7.3 Policies

12.7.3.1 Review of Development Applications

All development proposed within and in the vicinity of the West Montrose CHL will be reviewed to determine whether the heritage values, attributes and integrity of the CHL will be retained. What constitutes “vicinity” is recognized to be a function of the type of development being proposed, the size of the development, its distance from the CHL and the likelihood that it will have impacts on the CHL. In order for the Township to determine whether the heritage values, attributes and integrity of the CHL will be retained the Township may require a proponent to provide a Cultural Heritage Landscape Impact Assessment.

a) Where it is determined that a CHL Impact Assessment should be prepared, the Impact Assessment shall be prepared by a qualified professional with expertise in cultural heritage landscape studies and shall contain the following:

- (i) a description of the proposed development;
- (ii) a description of the cultural heritage landscape attributes that will be affected by the development. In this regard reference should be had to, but not necessarily limited to, the Township of Woolwich’s West Montrose Cultural Heritage Landscape Study and other heritage investigations undertaken by the Town. An applicant is encouraged to consult with the Town concerning available information;
- (iii) a description of the impact the proposed development upon the cultural heritage attributes of the CHL;
- (iv) a description of the extent to which mitigation may reduce the adverse impacts of the proposed development on the attributes of the CHL;
- (v) a description of the extent of impact after mitigation of the proposed development on the attributes of the CHL.

12.7.3.2 Definition of Development

For the purposes of Section 12.7 “development” shall mean the creation of a new lot, a change in land use, or the construction of buildings and structures requiring approval under the Planning Act.

12.7.3.3 Lot Creation

Lot creation shall ensure conservation of the CHL and refusal of an application may be necessary in order to provide for this conservation. Lot size, configuration and location, building envelopes and building massing, setbacks, height restrictions, and similar aspects will also be considered in order to ensure conservation of the Cultural Heritage Landscape.

12.7.3.4 Property Listing and Designation

Buildings and structures that constitute character defining elements of the West Montrose CHL will be listed under the Heritage Act and landowners will be encouraged to co-operate in the designation of these building and structures under the Heritage Act.

12.7.3.5 Consideration of Reduction of Setbacks and Similar Regulations

Where significant Character Defining Elements or designated heritage properties must be replaced due to age, fire or forces of nature, relief from building setbacks, height restrictions or other condition that would otherwise change the new structure's location or historic form will be considered to allow reconstruction on the original building footprint and in the original building form.

12.7.3.6 Awareness, Appreciation and Enjoyment

The Township will encourage the awareness, appreciation and enjoyment of the West Montrose CHL through such activities as signage programs, tours, brochures and electronic media, and will seek opportunities to partner with local community groups in these activities.

12.7.3.7 Further Investigations

The Township will continue to investigate the West Montrose CHL to identify any additional attributes, including additional views and viewsheds that may exist in the Policy Area.

12.7.3.8 Conservation Plan

As time and resources allow, the Township will prepare a Conservation Plan for the West Montrose CHL that will contain a more detailed description of character defining elements and which will propose more detailed methods for the protection of these character defining elements.

(Insert Figure)

APPENDIX D