

REPORT TO THE TOWNSHIP OF WOOLWICH

CONCERNING

CULTURAL HERITAGE LANDSCAPE
DESIGNATION FOR AREA CENTRED ON THE
WEST MONTROSE COVERED BRIDGE

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April 2009

EXECUTIVE SUMMARY

Background

- The 2005 Provincial Policy Statement (PPS) issued under the Planning Act requires that significant and valued Cultural Heritage Landscapes (CHL) be conserved
- The West Montrose area is widely considered to be a significant CHL
- The research described in this report addressed the following questions:
 - Does the West Montrose area qualify as a CHL under the PPS
 - If so what are the appropriate boundaries for that designated CHL
 - Is it locally, regionally or provincially significant
 - Is it valued by the community

Method

- The study described in this report reviewed previous work, consulted extensively with long time resident “elders” in the village of West Montrose and conducted a web based survey of a much wider cross section of the community
- The survey engaged almost 200 people over a three month period, August to October 2008

Findings

- All of the community elders and 98% of survey respondents agreed that the West Montrose area met the PPS definition of a CHL
- Most respondents (92%) agreed that it is of Provincial significance
- The area to be subject to some form of change management intended to meet the PPS requirement for conservation was delineated and defined as three concentric zones based on the research findings
- Each zone could be subject to differing degrees of change management

Recommendations

- The Township should begin the process of designating the core zone of the CHL as a Heritage Conservation District (HCD) under the Ontario Heritage Act
 - Proposed changes within the HCD would require a Heritage Permit (HP)
 - The core zone is generally defined by the red line on Figure 8 (page 11)
- As part of the West Montrose HCD Plan, a buffer area around the core should be created
 - Proposed changes within the buffer zone would be subject to Heritage Impact Assessment (HIA)
 - The buffer zone should be generally defined by the orange line on Figure 8 (page 11)
- The Township of Woolwich should move quickly to designate the area centred on the West Montrose Covered Bridge as a Cultural Heritage Landscape (first instituting Interim Control)
 - The boundary for CHL designation should follow the broadest area identified in Figure 7 (page 10)
 - The Township should create a register of historically significant resources that covers all of the properties within the CHL designated area
 - Listing on the Register will allow a level of review as defined in the Heritage Act when changes in that area are proposed
- The general areas identified through this research should be translated into legally definable zones (following property lines) and a Statement of Significance should be drafted for the CHL in accordance with the National Standards and Guidelines (the Heritage Resources Centre offers to undertake these tasks)

Introduction

The concept of a Cultural Heritage Landscape (CHL) as a mechanism to identify, evaluate and conserve significant areas has enjoyed a rise to prominence in the planning world over the past couple of decades. The idea has been endorsed by UNESCO and the European Union has adopted the European Landscape Convention to govern the application of CHL designations.

More recently, the CHL concept has gained popularity among planning policy makers in Australia and North America. While the idea has broad acceptance and a well established record of practice in Europe, practical application in North America is not a simple matter of transferring procedures.

In Ontario, the 2005 Provincial Policy Statement (PPS) issued under the Ontario Heritage Act has directed municipalities to protect Cultural Heritage Landscapes that are “significant” and “valued by the community” (Government of Ontario, 2008). This is a fairly strong planning directive by Canadian standards. However, specifically defining what the terms “significant” and “valued by the community” mean, and identifying how to accomplish conservation of such an area once it has been identified, are issues that are only now being addressed in research and practice.

The University of Waterloo’s Heritage Resources Centre has devised and tested relatively simple and inexpensive approaches to answer the first two of the questions, namely, what is significant and what is valued by the community. Once determined, these values can form the basis for a statement of significance which should in turn guide decisions regarding the proper degree and measures of conservation. Decisions have to be made when any application is submitted to planning authorities for a change that could impact a defined Cultural Heritage Landscape.

The results of our study which applied this approach to the landscape centred on the West Montrose Covered Bridge are presented here to the Township of Woolwich. An interim report on our work was sent to the Township Council in February 2008 (Appendix C). Study results are offered along with recommendations in the expectation that they will assist the municipality in fulfilling its obligations to act as required under the terms of the PPS. The University of Waterloo’s Heritage Resources Centre also offers to continue working with the Township to assist in the subsequent stages of planning for the area.

Background of the Study Site

The PPS derives its authority from the province’s Planning Act that sets out matters of provincial interest to which municipal governments must adhere. The Provincial Policy Statement defines the term 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 (Government of Ontario, 2008).

It is such areas that the provincial government directs “shall” be conserved.

The Village of West Montrose is unique within the Region in large part because of its covered bridge that dates from the 1880s and still retains its wooden superstructure. The village is smaller than it once was and has only one remaining shop and one church. A modern subdivision extends from one side of the older settlement. The valley with the bridge in the centre is visible from a few

surrounding vantage points and also from several spots along the river bank. The bridge and valley are visited frequently by tourists and wedding parties often come to take pictures. Images of the area have appeared in travel brochures, on the Woolwich Township web-site and on the cover of the regional telephone directory. The picturesque nature of the site is enhanced by the fact that many Old Order Mennonites live in the area and are often seen driving their horses and buggies over the bridge (Figure 1).



Figure 1: The West Montrose Covered Bridge and its immediate surroundings

The area centred on the West Montrose Bridge was chosen for this study because it was felt that its profile made it a prime candidate as a Cultural Heritage Landscape. No immediate controversy was evident at the beginning of the project in 2006 and West Montrose had already been identified as a candidate CHL site by the Region of Waterloo.

Previous Studies

Recognizing that there were new requirements under the Planning Act, the Regional Municipality of Waterloo began to seriously address the question of CHLs in 2005. The Region's Heritage Planning Advisory Committee, a panel of citizen experts, outlined criteria for identifying CHLs of regional interest, identified potential sites and set up a plan to conduct further research into CHL issues.

The first study was largely generated from within the resources of the Regional Planning Department with the cooperation of the Heritage Resources Centre. It collected existing literature, policy examples and descriptions of best practices which culminated in the publication of the *Cultural Heritage Landscapes Resource Document* (Shipley, 2006). That in turn led to the engagement of consultants, Envision and André Scheinman, who produced a report entitled *Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development* (Regional Municipality of Waterloo, 2006). Excerpts are contained in Appendix A.

During the time when the current study was being undertaken an application was made for an aggregate extraction licence for a property adjacent to the village of West Montrose. Before the Township of Woolwich can consider passing a zoning by-law amendment that would allow this land use, the Township Official Plan can require the licence applicant, Capital Paving of Guelph, to complete a Cultural Heritage Landscape study according to the guidelines specified in the OP. In response to that requirement Capital Paving commissioned a study by Stantec Consulting Ltd. which was completed in July, 2008.

Assessment of Previous Studies

The *Cultural Heritage Resource Landscapes Resource Document* did not deal with specific sites but instead outlined recommended policies and practices. The *Cultural Heritage Landscapes in Waterloo Region* document, on the other hand, is comprehensive in most respects including detailed guidelines and criteria for CHL identification. It also provides specific insights on the West Montrose site which was one of the areas chosen as a case study. It concluded that the area met the provincial definition of a CHL and provided details of characteristics as well as suggesting a boundary based on the landscape expertise of the authors. The pertinent parts of that report are attached as Appendix A.

Public consultation, however, fell outside the terms of reference of the *Cultural Heritage Landscapes in Waterloo Region* work. The current research, therefore, was intended not to replicate the advice of professionals who completed that study, but to go directly to the community to discern their opinions and collect their knowledge. The current study deliberately did not refer to the findings of the consultant's report but focused instead on the wording of the Provincial Policy Statement, particularly in an attempt to clarify what was "significant" and what is "valued by the community." This was done to avoid biasing the results and to ensure that the findings could be framed using the terms from the PPS.

The study that Stantec Ltd. completed for Capital Paving focused solely on the property for which the aggregate extraction licence was being requested. It concluded that the property itself did not constitute a CHL and that the activity proposed would not negatively affect the covered bridge. No public consultation was undertaken by the consultants. There are three observations that might be made about this report. First, the authors seem to lack an understanding of the concept of a cultural landscape which is not necessarily limited to a single property. In fact, a CHL more typically encompasses a broader area. The study should properly have asked the question, "does the Capital Paving license property fall within a larger Cultural Heritage Landscape?" Second, while Stantec quoted the *Cultural Heritage Landscapes in Waterloo Region* report once and used the historic themes it outlined in their analysis, they failed to note that the Region's study concluded the Capital Paving licence property fell entirely within the West Montrose CHL defined by that report. Finally the Stantec conclusion that the Capital Paving site is not a significant CHL or part of one, without determining whether it was valued by the community, could be seen to be entirely invalid in terms of the PPS.

Methods and Approach of the Heritage Resources Centre Study

The study outlined here set out to determine the answers to four important questions. The first concerns definition. Does the area meet the PPS definition of a CHL? The second question

concerns significance. Is the area of local, regional or provincial importance? The third point is this: if people feel that the landscape is significant, what is the extent of the area they feel should be subject to some controls in order to manage future changes? The fourth point concerns community value. What things in the area do people feel are important and what is the relative importance of those elements? Furthermore, is the whole greater than the sum of its parts?

Focus Groups

A two-stage public consultation process was used to solicit community input concerning the West Montrose landscape. The first stage consisted of two focus group sessions that were held with local residents in the village. The first of these meetings was attended by seven local people specifically recruited because of their status as long standing residents. These were the “elders” whose memories and knowledge were the deepest. The second group consisted of twelve people who responded to a door-to-door flyer delivered in the village. The age range and length of residence of the second group varied somewhat more than the first group. Both meetings were held in the basement of the West Montrose United Church after service on two different Sundays. Some of the participants were also driven around the area to vantage points of their choosing and questioned about those views.

In both sessions, residents were provided with a series of resources including hardcopy and digital map displays, as well as photographs of various views and landscape elements such as the covered bridge, the local store, a park, existing buildings, and tree cover along the river. Each person was first asked to decide whether the area met the Province’s definition of a CHL. If they felt that it did they were asked whether it was of local, regional or provincial importance, what to them were the most important elements in the landscape and what memories they had of specific places. Finally, they were asked what boundary they would draw around an area that might have some measures for managing change. The protocol for the focus groups is included in Appendix B.



Figures 2 & 3: Researchers consulting with long-time residents during focus groups held in the church basement

Web Survey

The two focus group sessions were designed to permit small numbers of residents to express their memories, knowledge and preferences of the West Montrose landscape through in-depth and often individual discussions with the researchers. To gain a better appreciation of the extent that the West Montrose landscape was “valued by the community,” input from the focus groups was used to inform and structure a second stage of consultation. In this case, an Internet-based survey was developed with the intent of engaging a wider cross-section of West Montrose residents as well as interested individuals from surrounding areas, the Waterloo region and beyond.

Internet or “web-based” forms of soliciting community input are being used increasingly in various public participation contexts in different parts of the world. Some advantages of these approaches are their relatively low cost, the ability to reach large numbers of respondents and the flexibility they afford community members to respond from locations and times that are most convenient to them. The web survey tool developed for this study was relatively simple in design and consisted of a series of closed and open-ended questions as well as map-based tasks designed to gather input relating to key dimensions of the PPS. In particular, respondents were asked for their views concerning: a) whether the study area qualifies as a cultural heritage landscape, b) the relative importance or value of landscape elements identified by the focus groups, and c) the geographic extent of the potential West Montrose cultural heritage landscape that might be subject to managed change. The web survey took about 15 to 20 minutes to complete. Some of the questions were mandatory and some were optional. A total of 193 responses were collected through the Internet-based survey.

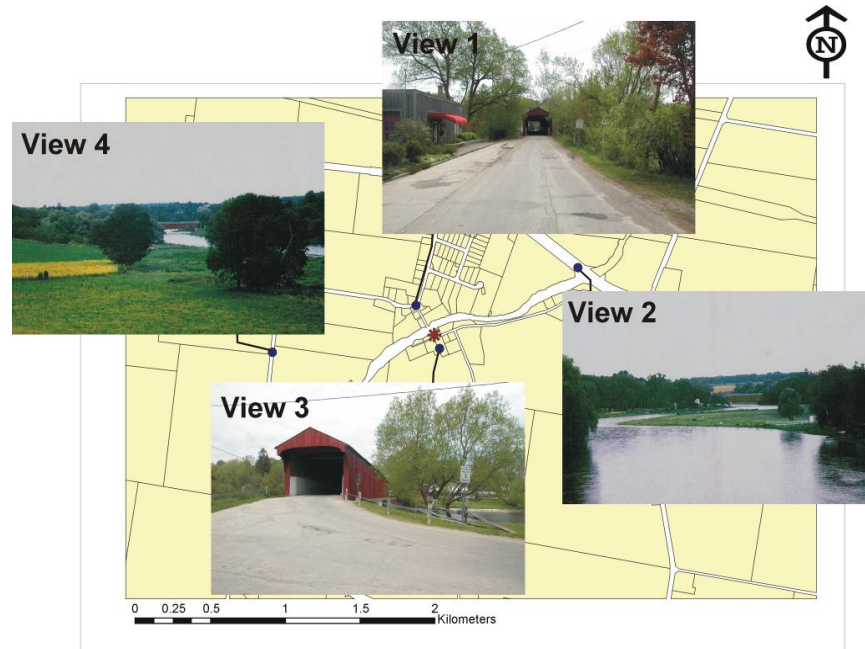


Figure 4: Sample of visual material used in the focus groups and in the web survey.

Of the 193 responses that were collected, 17 responses were eliminated from the analysis because the individual did not answer all of the mandatory questions. A further two entries were removed from consideration since they were judged to be duplicate responses. Since participants were not required to provide their name, duplicates were identified as responses with the same answers and from the same IP (Internet Protocol) address. There were 174 valid responses. A sample of this size

provides a high degree of reliability. Any other study involving larger numbers is likely to result in similar findings. Screen captures showing the web survey are contained in Appendix B.

The web survey was open for comments for a seven week period during August, September and October of 2008. Several methods were used to build community awareness of the survey including posting flyers in the village, providing a link to the survey from the University of Waterloo's Heritage Resource Centre web page and promoting the study through articles in local and regional newspapers (see Appendix B).¹

Prior to the application for an aggregate extraction licence adjacent to the village becoming generally known in the community (i.e. August 11 to October 13, 2008), 109 survey responses were gathered. A further 65 entries were recorded in the October 14 to November 2, 2008 period for a total of 174 responses. No statistically significant differences were found in the responses collected before and after the aggregate extraction issue was publicized. For example, prior to October 14th 88% of respondents strongly agreed with the statement that the West Montrose area is a cultural heritage landscape of local significance, while a further 81% and 78% strongly agreed that it is of regional and provincial significance respectively. The corresponding figures for the same question during the second period were 94% (locally significant), 83% (regional significance) and 77% (provincial significance). Similarly, no meaningful differences between the two time periods were found in the level of importance that respondents assigned to individual landscape components (e.g. river, bridge, fields, trees, etc.) or to the geographic extent of the West Montrose cultural heritage landscape. A check of postal codes which users were asked to provide showed that the great majority of respondents were from the immediate area, Woolwich Township and surrounding communities.

Research Findings

Significance

Of the 174 valid records, 98% replied "Yes" to a mandatory question that asked if the West Montrose area met the PPS definition of a cultural heritage landscape. In addition, 75% of all respondents completed a series of optional questions that related to the significance of West Montrose as a CHL at different geographic scales. A large majority of those who completed these questions indicated that the study area qualifies as a significant CHL at the local scale (90% strongly agree, 9% agree) and at the regional scale (82% strongly agree, 12% agree). Moreover, the results suggest that this area could arguably be considered as a provincially significant CHL (78% strongly agreed, 14% agree).

Community Value

The focus group participants identified a number of landscape components, built elements and views that contribute to, or characterise, the West Montrose CHL. The features included the bridge, trees, fields, fences, buildings, roads, wildlife and the river. There was a high degree of correspondence between most of the landscape features identified by the focus groups and the components identified by the experts engaged by the Regional of Waterloo to complete study of CHLs (Regional Municipality of Waterloo, 2006, pg 46). The only surprises were that the professional study did not identify wildlife and the river itself among the important features while the focus group participants placed a high value on these components.

¹ Woolwich Observer March 29th and August 23rd, 2008 and in the Kitchener-Waterloo Record on September 10th 2008.

Also included in the list of important elements identified by the focus groups were a number of built features. These included the church, the general store, historic houses and Letson Park. Finally the focus groups identified a series of points from which the Bridge and its surrounding are typically viewed. Once again there was a close match between the opinions of local people and the points identified by the consultants (Regional Municipality of Waterloo, 2006).

In terms of views, most often the covered bridge and its surroundings are seen from a couple of spots on the east river bank, from the tree lined street approaching the bridge from the west, from the highway bridge and from a couple of vantage points on Jigs Hollow Road (see Figure 4). Even more evident than with the landscape elements and built features, there was agreement between the focus groups and professional landscape consultants regarding the important viewpoints from which the bridge and surroundings are seen (Regional Municipality of Waterloo, 2006, pg 49).

The web survey was based on the focus group input and allowed respondents to rate the importance of the most frequently cited landscape components, built features and viewpoints on a scale of 1 to 10, where 1 indicates least importance while 10 indicates the highest importance.

Figures 5 and 6 show that while there was some variation in the importance people attached to the different elements and views there is, nevertheless, a very strong indication that all of the aspects and all of the views are important to people.

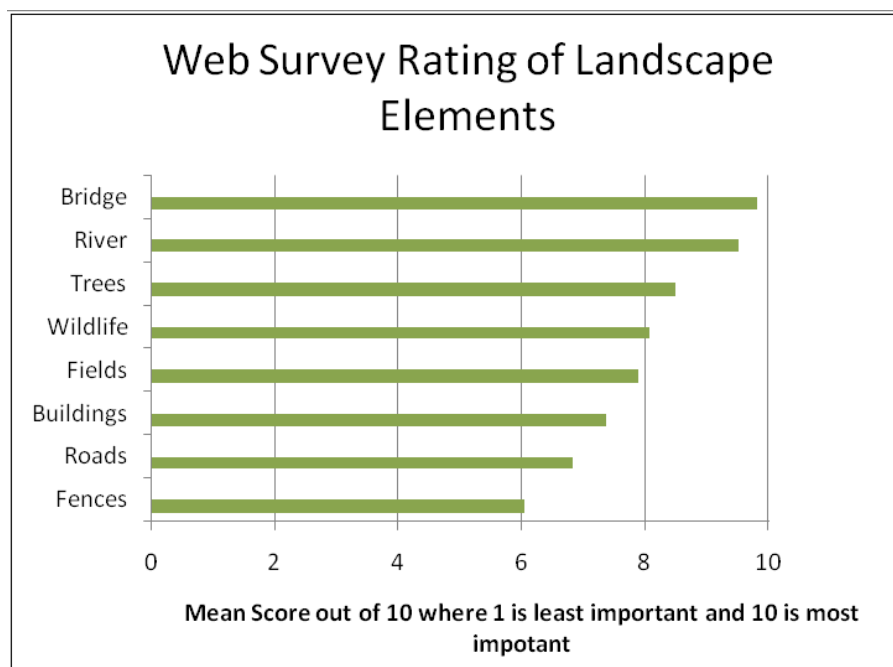


Figure 5: Importance of Selected Landscape Elements (n = 174)

In addition to rating the importance of the landscape elements and views, the survey also allowed open-ended comments to be added. Approximately one-third of the respondents took advantage of this opportunity to add explanatory notes to their ratings. While it is beyond the scope of this report to explain these comments in detail, it is worth noting that more than one-half of the comments contained references to the landscape as a whole, rather than simply a collection of important, yet independent, elements. This finding reinforces other evidence that suggests that the CHL concept is

perhaps instinctively understood by a cross section of citizens and that it is an appropriate approach to take in considering the West Montrose area.

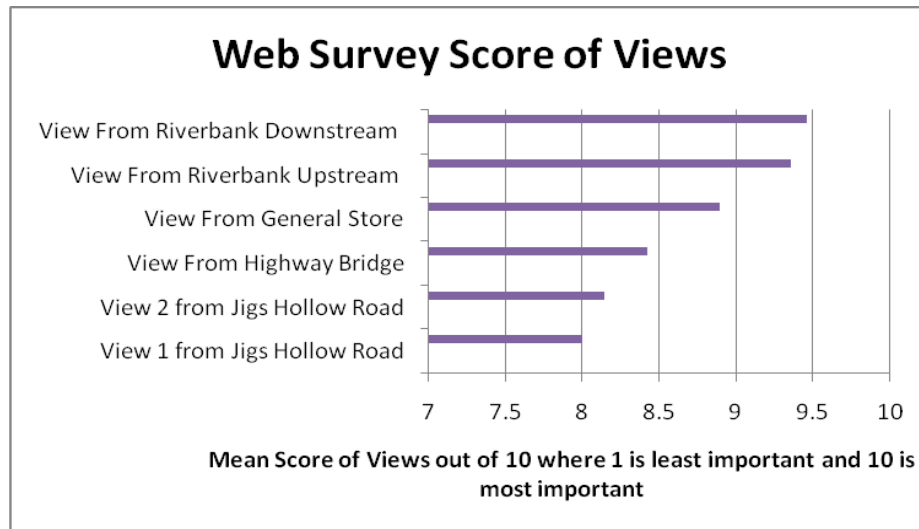


Figure 6: Importance of Views (n = 174)

Boundary Issue

The practice of defining zones, neighbourhoods or regions where specific activities, land uses or regulations apply is fundamental to planning as it provides both a degree of clarity to decision making processes and a formal recognition of the special nature of a particular area. While the need to delineate the extent of a CHL, based on shared community and cultural heritage values, is acknowledged directly in the PPS (i.e. "...a defined geographical area of heritage significance..."), some uncertainty exists in terms of how such a boundary should be established.

The challenges associated with demarcating a CHL boundary can be traced to three main factors. First, while planning issues are often addressed with "crisp" boundaries that divide space sharply based on an underlying variable (e.g. municipal limits, property lines), culturally-defined and biologically defined boundaries can be somewhat "fuzzy." Fuzzy boundaries are encountered where zones may not be mutually exclusive (e.g. overlapping animal habitats), represent transitions or gradients (e.g. soil horizons, population densities) or correspond to somewhat ambiguous concepts (e.g. downtown). Second, the concept of a CHL is socially-constructed and therefore its nature, importance and extent can vary from person-to-person based on individuals' values, experiences, perceptions and knowledge. Third, the fluid and value-based nature of many CHLs is to some degree in tension with practical administrative considerations where clear guidelines are required to manage change effectively.

In the focus groups people were asked to draw their boundaries on hard copy maps. A good deal of discussion ensued as participants explained their reasons for establishing the line in one place or another. This was clearly a case where consultation with people who possessed local knowledge led to conclusions that differed somewhat from the findings of landscape experts. The *Cultural Heritage Landscapes in Waterloo Region* document suggested a boundary that extended from Northfield Drive and the Canagagigue Creek on the west, Catherine Street on the east, Regional Road 86 on the north and the Grand River, Buggy Road and Letson Drive on the south. The authors presented credible

reasons for these demarcation limits (Regional Municipality of Waterloo, 2006, pg 47). Several of the “elders,” on the other hand, indicated that the boundary should extend further north past the old abandoned rail line and further south as far as the village of Winterbourne. They gave three reasons for this: i) the former railway station and stock yards had in the past been an important and functioning part of the settlement; ii) people living north of the tracks attended church in West Montrose and iii) all of the farms south of the village up to Winterbourne were originally owned by members of the same family who were part of the West Montrose community. Without consultation there would have been little way of coming to this understanding of the social history of the place and significance to the Cultural Heritage Landscape of the areas mentioned. The full area of significance, therefore, could be expressed by the modified version of The *Cultural Heritage Landscapes in Waterloo Region* document shown as Figure 7.

In the case of the web survey, we attempted to address the challenges outlined above with a relatively simple approach that individuals could use independently without specialised training or the person-to-person interaction that was possible in the focus groups. The web-based questionnaire used in this project was developed in cooperation with COMAP (Centre for Community Mapping), a not-for-profit group which develops and deploys strategies for information collection based on modern communications technology.

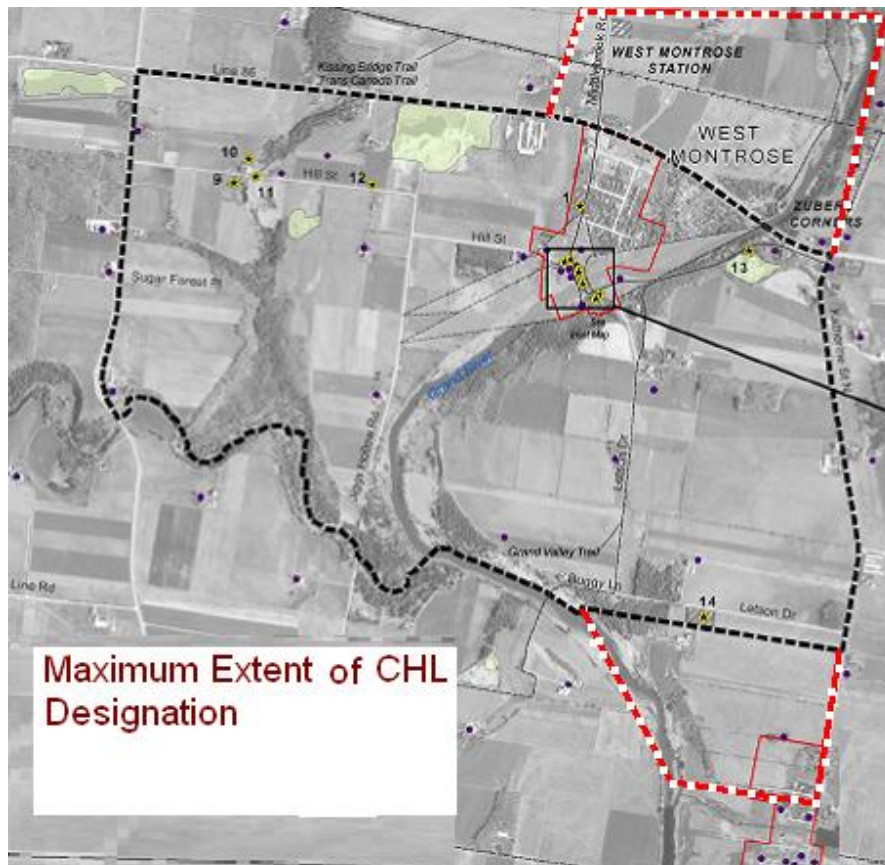


Figure 7: CHL boundary recommend in the *Cultural Heritage Landscapes in Waterloo Region* document (black dotted line) with boundary extensions suggested by community elders (red dotted line).

One of the things that each person who completed the web survey was asked to do was to trace a polygon (multi-sided figure) on an online map. Their polygon represented the area to which they felt the CHL designation along with change management measures would apply. Twelve individuals did not complete this task. Thirty other people encountered technical difficulties with the web survey tool. Common problems included polygons that were not closed or polygons that self-intersected (i.e. overlapped upon themselves).

The 132 valid CHL boundaries that were produced by the community members varied considerably in terms of area covered and shape. To accommodate this diversity, each user's polygon was converted to a raster grid layer of 2 metre resolution using ESRI's ArcGIS program. A value of 1 indicated that a particular cell lay within an individual's CHL boundary, while values of 0 were assigned to all cells beyond that person's boundary. The 132 binary raster layers were then overlaid to create a single raster layer that has cell values ranging from 1 (i.e. within 1 person's CHL boundary) to 132 (i.e. within all valid CHL boundaries). Figure 8 illustrates the results of the combined CHL boundaries.

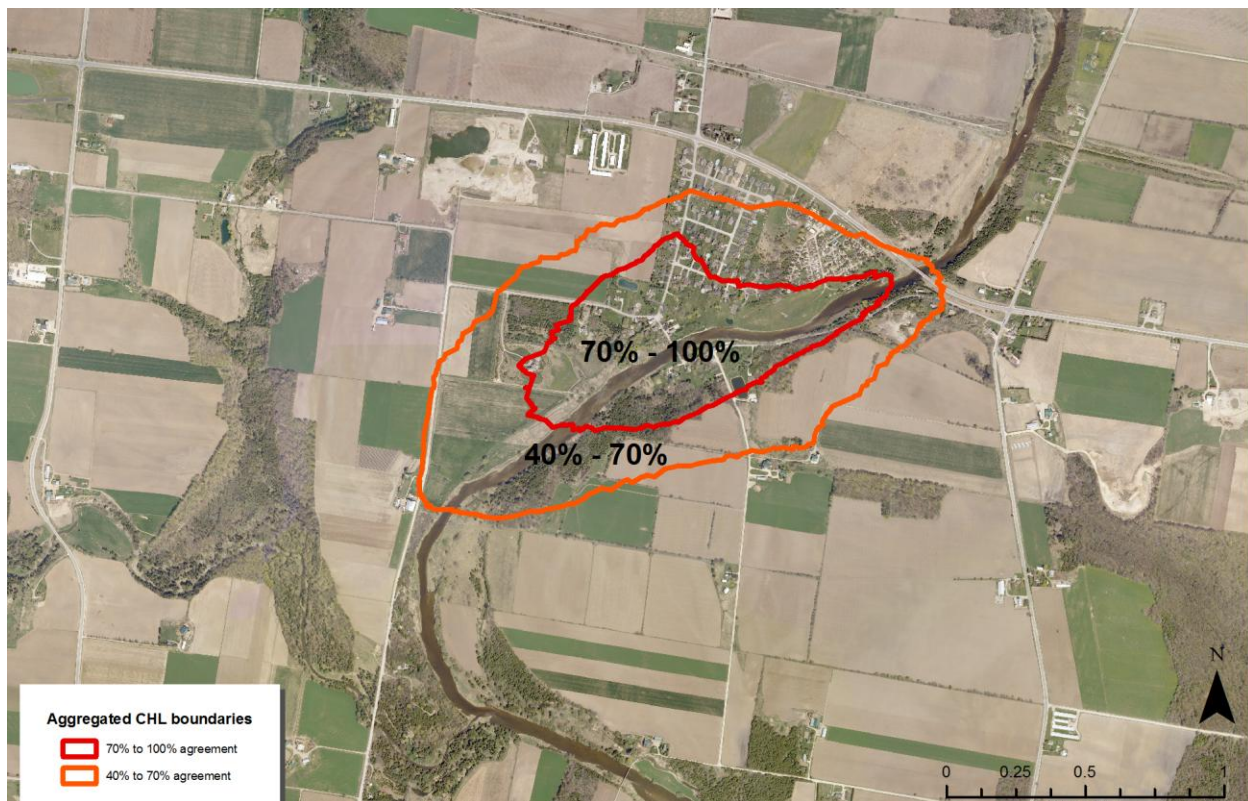


Figure 8: Aggregated citizen-generated CHL boundaries

For the purpose of producing boundaries that could be clearly defended as representing commonly shared community values, we eliminated all areas that were included within less than 40% of the citizen-drawn boundaries. That allows us to focus on areas of highest common interest. The remaining areas within the combined raster grid are classified into two categories as shown in Figure 8. These indicate the area where 40% to 70% of the community's individual CHL delineations overlap and the area where more than 70% of the respondents' individual CHL boundaries overlap.

By considering the expert landscape professional boundary as expressed in the *Cultural Heritage Landscapes in Waterloo Region* document, the community elders' local knowledge and the aggregated views of the web survey participants, we attempted to recognise that some gradients of management and planning controls may be desirable in implementing conservation of a CHL. We suggest this approach of defining multiple zones of protection may be both appropriate and practical in the context of rural CHLs such as West Montrose. Similar approaches to establishing hierarchies of zones are relatively common in environmental planning and management. For example, in wildlife management the most stringent protection measures are applied to a core area where there is an ideal habitat and a strong species population while progressively less rigorous controls are applied where interventions are intended to improve a habitat.

Conclusion

This research project set out to answer four questions: i) can we definitively determine if the area centred on the West Montrose Covered Bridge is a significant CHL as defined in the Provincial Policy Statement; ii) is the area of local, regional or provincial importance; iii) if the area is significant what boundaries should be used to determine designation and what area should be subject to change management and iv) can we reliably determine if this area is valued by the community?

The answer to the first question is clearly “yes.”

- The *Cultural Heritage Landscapes in Waterloo Region* study used criteria for evaluating CHLs that it derived from the US National Parks Service Bulletin #30 ‘Guidelines for Evaluating and Documenting Rural Historic Landscapes and Parks Canada Historic Places Initiative Standards and Guidelines and concluded the area is a significant CHL (Regional Municipality of Waterloo, 2006, pg 46)
- All of the participants in our focus groups, people possessing detailed and long standing indigenous knowledge of the place, agreed that the area meets the PPS definition of a CHL
- Of the 174 people who completed the web survey, 98% agreed that the area meets the definition of a CHL

Turning to the second question as to whether the area is of local, regional or provincial significance, 99% of valid respondents agreed it was locally significant, 94% agreed on regional importance and 92% suggested provincial significance. Overwhelmingly, therefore, we can assert that the West Montrose Cultural Heritage Landscape is provincially significant.

Considering the matter of a boundary for the significant West Montrose Cultural Heritage Landscape we have gathered information that is statistically sound and methodologically defensible in terms of meeting the PPS terminology - “significant” and “valued by the community.” It is suggested that this information can be converted into good municipal policy in the following ways:

- A “core area” could be created that would be subject to the most comprehensive planning regulations aimed at preserving the essential character of the CHL. In this case, the core area is defined as the area that fell within more than 70% of the web survey respondents’ individual CHL boundary (within the red or innermost line on Figure 8). It is centred on the covered bridge and extends over much of the historic part of the village and the sections of the Grand River that are immediately visible from the bridge
- A “review zone” could be created that might be subject to somewhat less stringent management and planning requirements. This would be intended to protect the core area

and would coincide with the orange line on Figure 8 indicating where between 40% and 70% of the community's individual CHL boundaries were drawn. The vitality of the core is clearly dependent upon the review zone, however it is likely that more change can be permitted.

- Our research has shown that experts and those with deep local knowledge are inclined to include a more expansive area than the general public. That reflects considerations of natural limits, topographical and geomorphological concepts and a socio-historical understanding. It is probably wise, therefore, to consider this broad area as needing to be recognized in some manner. For land use management purposes, the wider area might be treated as a “buffer zone” where changes might impact on the core zones and where some lesser controls could be contemplated.

Finally, there is the question of whether the area is valued by the community and once again the answer is “yes.” The value placed on the area by the local, long time residents to whom we first introduced the PPS concept, was clear and unequivocal. Once the questions were put out into the public realm for comment through our web based survey, a statistically valid sample of respondents were equally unequivocal in their opinions. Specific features, landscape elements and viewpoints were identified and rated as to their relative importance. In addition extensive explanatory comments were made by large numbers of those who took the time to answer the survey. Also the majority of those who commented in the open ended segment of the survey indicated that they value the landscape as a whole and not just its individual elements.

Recommendations to the Township of Woolwich

1. The Township of Woolwich should move quickly to designate the area centred on the West Montrose Covered Bridge as a Cultural Heritage Landscape
 - a. This action must be taken since under the direction of the PPS significant CHLs that are valued by the community “shall” be conserved and the evidence that this is such an area is conclusive
 - b. The Township has the authority as well as the responsibility to designate a CHL under the Regional Official Policy Plan and its own Official Plan
 - c. The Township should request that the Region designate the West Montrose CHL as an area of regional significance and should request that the Province designate the CHL as having provincial significance
2. The boundary for CHL designation should follow the broadest area identified in Figure 7
 - a. This boundary is conceptual as it is currently shown and will need to be refined to coincide with property lines, road allowances and other demarcations that will allow legal description
3. The Township should apply an Interim Control By-law under Section 38 of the Planning Act to the designated CHL area during the time when further planning considerations are being discussed and negotiated
4. The Township should begin the process of designating the core zone of the CHL as a Heritage Conservation District (HCD) under Part V, Section 41 of the Ontario Heritage Act

- a. The area to be included should coincide conceptually with the red line on Figure 8, the area identified as most significant by over 70% of citizens
 - b. Since this boundary is conceptual, as it is currently shown, it will need to be refined to coincide with property lines, road allowances and other demarcations that will allow legal description
 - c. Creation of a HCD will require the completion of a Plan under Section 41 (1) which must include design guidelines
 - d. Any proposed change to property, structures, and anything else defined in the plan, would be subject to review by the municipality and could only proceed following the granting of a Heritage Permit (under Section 42(1) of the Ontario Heritage Act)
5. The Township, as part of the West Montrose HCD Plan, should set out an area which would be subject to Heritage Impact Assessment (HIA)
 - a. The PPS Section 2.6.3 allows a municipality to require the completion of a HIA when some proposed change outside but impinging on an HCD occurs
 - b. Difficulties often arise in determining whether a proposal is in fact impacting an HCD. Therefore the second concentric area defined in this study (orange line on Figure 8) should be used to define the area where HIAs would be required before permission for change is granted
 6. The township should create a register of historically significant resources under Section 27(3) of the Ontario Heritage Act
 - a. The Ontario Heritage Act allows a municipality to create a register of historically significant resources
 - b. Some restrictions apply to changes proposed to properties or structures on the register
 - c. These restrictions are not as stringent as those that apply to sites within an HCD nor do they require a full HIA
 - d. Primarily they allow a time delay in proposed change during which the municipality can decide whether to designate a site or to find an alternate owner
 - e. All properties within the CHL boundary outlined in paragraph 2 above should be treated as register properties for land use regulation purposes
 7. The Heritage Resources Centre offers to undertake the following tasks as a further assistance to the Township of Woolwich
 - a. The delineation of legally definable boundaries for
 - i. the CHL designation zone
 - ii. the HCD designation zone
 - iii. the HCD buffer zone to which HIA would pertain,
Note: these boundaries will be based on the research derived conceptual mapping provided in this report
 - b. Draft a Statement of Significance including Character Defining Elements for the CHL in accordance with the Historic Places Initiative *Standards and Guidelines*

Recommendations to the Regional Municipality of Waterloo

1. The Regional Municipality of Waterloo should formally adopt the *Cultural Heritage Landscapes In Waterloo Region: A Framework for Inventory, Assessment and Policy Development, 2006* as a guidance pursuant to the Regional Official Policy Plan statements on Heritage Conservation

Acknowledgement

This study was completed with the assistance of a grant from the Social Science and Humanities Research Council of Canada.

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