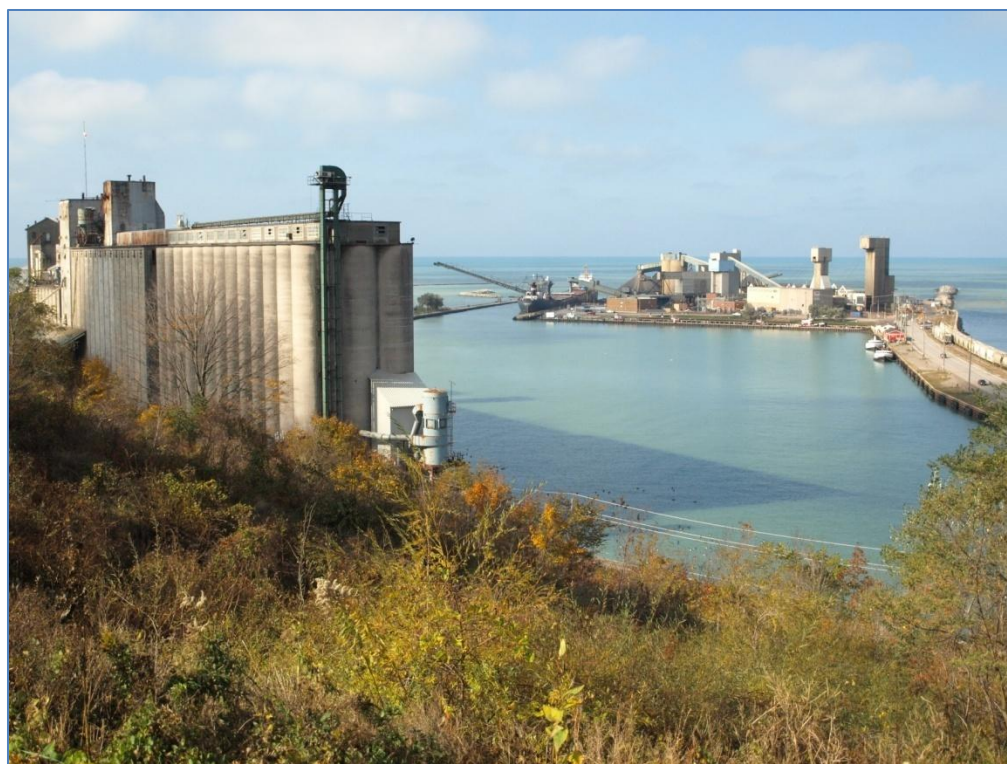


# Goderich Harbour Cultural Heritage Landscape Study

May 4, 2010



Prepared for the Huron Business Development Corporation and the Town of Goderich  
By the Heritage Resources Centre, University of Waterloo



Heritage Resources Centre  
Centre des ressources du patrimoine



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## Acknowledgements

This work was overseen by a steering committee that included:

- Heather Lyons, Councillor for the Town of Goderich
- Jan Hawley, Marine Heritage Committee Founder
- Terrence Gilhuly, Marine Heritage Committee
- Phil Beard, Maitland Conservation Authority
- Paul Carroll, local heritage expert
- Cindy Fisher, Huron County
- Monica Walker Bolton, Huron County – Planner for the Township of Ashfield-Colborne-Wawanosh

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## 1.0 Introduction

### 1.1 Purpose

The purpose of this Study is to document the features of Goderich Harbour that may support consideration of the area as a Cultural Heritage Landscape (CHL) under the terms of the *Provincial Policy Statement (PPS)*. This Study will examine the history, character and planning framework of the area to determine its significance. The planning tools that may be used to manage significant Cultural Heritage Landscapes will be explored. As appropriate, the Study will make recommendations concerning the future of the Goderich Harbour area.

### 1.2 What is a Cultural Heritage Landscape?

While not identified in the *Ontario Heritage Act*, Cultural Heritage Landscapes are defined in the *Provincial Policy Statement, 2005* issued under the *Planning Act*:

...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, main streets and neighbourhoods, cemeteries, trailways and industrial complexes of cultural heritage value.

Section 2.6.1 of the *PPS* directs that, “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.” It is therefore appropriate that the concept of the CHL be used to better understand the cultural heritage value of an area such as the Goderich Harbour.

A Cultural Heritage Landscape is not intended to freeze, preserve or stop change and it is not intended to curtail legitimate traditional functions, such as industry. Rather, a CHL is intended to help understand the value of a place, provide a framework for discussion and help to manage change in the future.

### 1.3 Background

The Heritage Resources Centre (HRC) began working with the Town of Goderich through the Historic Place Initiative program in 2007. The Centre’s team worked to nominate 30 sites to the Canadian Register of Historic Places. Following the success of this partnership the HRC held their four-day Heritage Planning Workshop in Goderich during weekends in October and November of 2008.

In 2009, a subsequent workshop was held that focused on Cultural Heritage Landscapes. That two-day course was held in October 2009 at the Huron County Museum. Twenty-three people attended, representing Goderich, Huron County and several other municipalities in the Province of Ontario. The



**Figure 1: Team discuss the Harbour as a CHL during the October 2009 Workshop**  
(Picture by Kayla Jonas, 2009)

first day focused on the theory of what comprises a CHL (Presented by Dr. Jody Decker of Wilfred Laurier University) and the second day used the Goderich Harbour as a case study to investigate a CHL (lead by HRC Staff). During this workshop participants used the criteria developed by the Region of Waterloo (see Section 3) to determine if the area was a Cultural Heritage Landscape, and if so, what were the key features and how could they best be protected. It was unanimously determined that the Goderich Harbour was a Cultural Heritage Landscape.

As a result, the Heritage Resources Centre proposed a more in-depth study of the Harbour as a CHL. The proposal was presented to the

Huron Business Development Corporation (HBDC) at their January 21, 2010 meeting and Phase 1 was approved. This report completes Phase 1, which was outlined in the contract to involve the following steps:

- Research and document the history of the area
- Examine and document heritage and natural features in the Goderich Harbour (including buildings, walkways, shorelines and views)
- Write a Statement of Cultural Heritage Value including key attributes to be protected
- Evaluate the area as a CHL against widely accepted criteria
- Recommend boundaries
- Examine the existing Planning Framework
- Research CHL management mechanisms in place in Ontario (e.g. Heritage Conservation District Designation, Secondary Plan)

This work was overseen by a steering committee that included:

- Heather Lyons, Councillor for the Town of Goderich
- Jan Hawley, Marine Heritage Committee Founder
- Terrence Gilhuly, Marine Heritage Committee
- Phil Beard, Maitland Conservation Authority
- Paul Carroll, local heritage expert
- Cindy Fisher, Huron County
- Monica Walker Bolton, Huron County – Planner for the Township of Ashfield-Colborne-Wawanosh

Information and invitations were also extended to the following people who were not available to participate in meetings at this time:

- Janice Collins, Sifto Salt Mine
- Denise Carnochan, Huron County
- George Parsons, Goderich Elevators Ltd.
- Andrew Ross, B.M. Ross Engineering
- Beth Ross, Huron County Museums

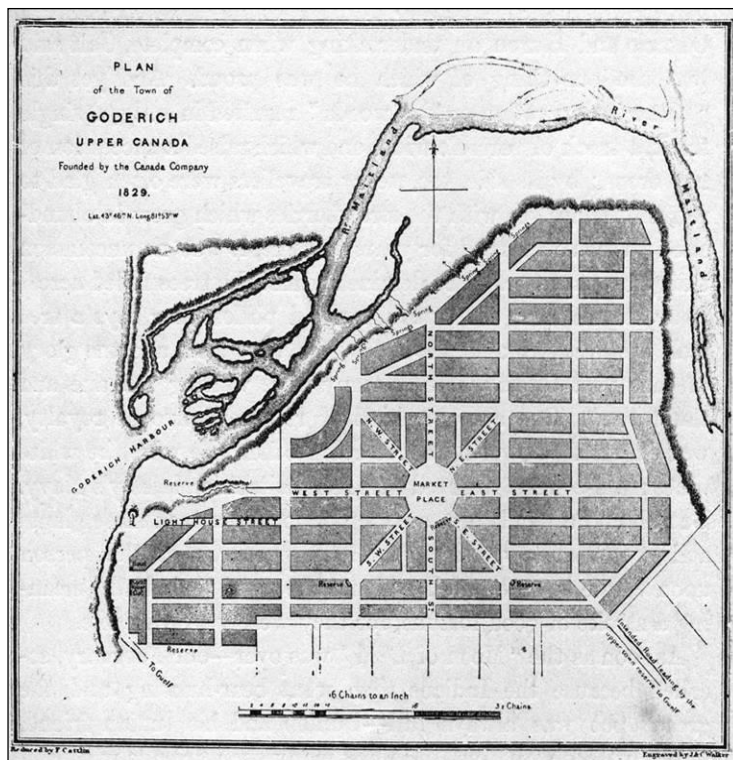
Letters were sent to individuals considered to be experts on the Goderich Harbour informing them of the project, as well as to solicit relevant information regarding the Harbour and its development.



## 2.0 History of Goderich Harbour

The purpose of this section is not to replace the large body of work that documents the history and character of Goderich, but rather to provide an overview of the area, putting it in the context of a Cultural Heritage Landscape. The available resource materials were compiled by community members, and therefore reflect past and present ideas of what the Harbour lands include, noting significant people, events and elements. The resources reviewed include: *Winding: A History of the Lower Maitland River*, Goderich Walking Tour, the Marine Heritage Signs, as well as locally produced books and reports (see Works Consulted).

### 2.1 Brief History of Harbour Development



**Figure 2: Canada Company Plan 1829** Note the Harbour is located at the river mouth (Fisheries and Oceans)

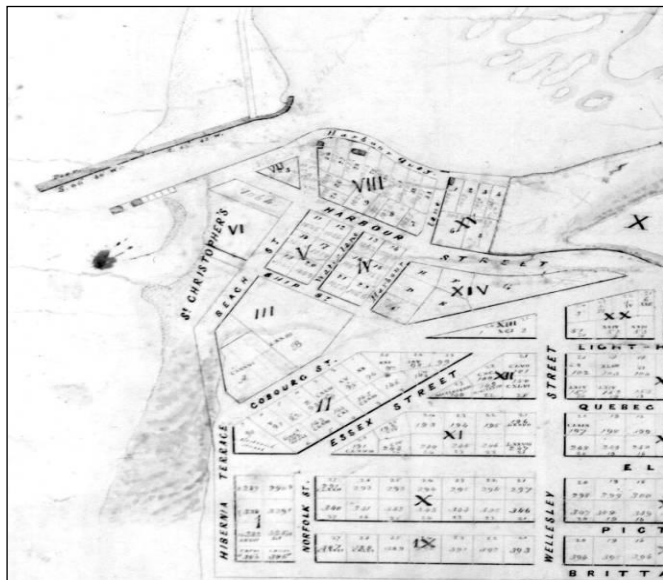
Archaeological evidence shows that nomadic bands of hunters and gatherers were crossing the area as early as 11,000 years ago. Evidence in the Maitland Valley and specifically at the river mouth show the area was used primarily as a temporary campsite. “There is considerable documentation concerning their seasonal fishing activities at the mouth of the river” (Beecroft 12).

The area was used by the Attawandarons (called Neutrals by the Europeans) and later Chippewa First Nation. These were the people the Europeans encountered when they arrived in what is now Goderich.

In 1822, Captain Wolsey Bayfield surveyed the entire lake. Five years later, John Galt (Canada Company Official) and William “Tiger” Dunlop (Warden of the Forest) of the Canada

Company arranged to buy the land for their settlement. They were granted 1,000,000 acres for a cost of 25 cents per acre known as the Huron Tract. The Canada Company chose Goderich as their settlement because of the natural harbour, which would be instrumental in bringing in settlers and supplies and shipping out the natural resources harvested in the region (see Figure 2). The area was surveyed in 1827 by Tiger Dunlop, John McDonald and Mahlon Burwell, and by 1828 a trading post was established at the mouth of the river.





**Figure 3: Goderich Harbour 1844** Note the piers built by the Canada Company, St. Christopher’s Beach and the street pattern in “the Flats” (Fisheries and Oceans)



**Figure 4: Goderich Harbour c. 1919** (Library and Archives of Canada)

because the Government of Canada declared it a “Harbour of Refuge” through an Act of Parliament, enabling the provision of funds for construction (see Figure 4). Further improvement was done in the early 1900s. Between 1904 and 1908 the north and south breakwaters were added and both were extended in 1911.

At first the settlement of the town centred on “the Flats” beside the river (see Figure 3). It was there that the Canada Company built sheds for the settlers to inhabit close to the trading post. Several structures were subsequently built by settlers themselves including houses, a tannery and a hotel.

Between 1830 and 1850 the Canada Company built two wooden piers to protect vessels in the Harbour from storms. Aerial photographs show the remnants of these piers stretching south along St. Christopher’s Beach. Over time, inhabitants moved up hill, but the use of the Harbour area for industry and recreation continued and ultimately dominated. This pattern of settlement makes the area somewhat unique in Ontario; instead of being settled from east to west it was settled west to east.

In 1859, the Canada Company sold the land along the waterfront to the Buffalo and Lake Huron Railway, which later became the Grand Trunk, and eventually part of Canadian National Railway. The company operated the Harbour for less than ten years when in 1866 ice damaged the breakwaters and the company refused to repair them.

In 1872, the river was directed north to create the modern Harbour that is used today. The north and south piers were constructed along with a breakwater to separate the Harbour from the mouth of the river. An artificial channel was also dredged to create a path for the Maitland River. This construction was made possible



**Figure 5: Aerial View of Goderich Harbour 2006**  
(Maitland Conservation Authority, 2006)

In 1999, the Town of Goderich bought the Harbour from Her Majesty the Queen in the Right of Canada (Transport Canada) with the requirement of maintaining public access, and continuing to be self-sustaining (see Figure 5). The Harbour is run by a not-for-profit agency; Goderich Port Management Corporation. The purchase was finalized on November 10, 1999.

## 2.2 Shipping

The Goderich Harbour was known as the “Hole in the Wall” because it is the only large port on the eastern shore of Lake Huron. The various industries located in and around the Harbour have drawn ships to Goderich since its inception.

The Harbour’s importance was demonstrated when it hosted gunboats H.M.S Cherub and H.M.S Prince Albert, both of which guarded the Harbour during the Fenian Raids in 1866-1867.

The Goderich Harbour was also a favourite spot for wintering schooners and ships. In 1889, it was reported that there were only eight schooners wintering in the harbour, however a picture from 1928 shows twenty-two ships anchored. Today wintering in Goderich is no longer practiced. However, the Port is still bustling, hosting hundreds of boats annually.



**Figure 6: Goderich Harbour** Note the approximately 16 ships in the Harbour, and Ship Island in the foreground (Sallows, Reuben R. “Goderich Harbour” Date Unknown. Reuben Sallows Gallery. [0026-rrs-ogoh-ph])

As a Port, Goderich has not only hosted trading vessels but has been the site of lake boat construction. From the 1840s until 1907 the famous Marlton Yard operated, building tugs, steamers and schooners. The Marlton Yard was deeply involved in Harbour activities including dredging and pier construction. Spike Mermingham and Big Bill Forest continued building commercial vessels such as tugs and dredgers following the closure of Marlton Yard. In total, over 100 vessels were built in Goderich Harbour. These

ship building companies operated from Ship Island, an almost two acre site that was located at the rear of the commercial harbour (see Figure 6). The Island was removed in 1962 to allow for a larger turning area for lake freighters. The earth from the Island was used to create the lands currently occupied by a trailer park.

Ships also found their final resting place in Goderich Harbour. It was common to tow tugs beyond the breakwater, set them ablaze and sink them as a public spectacle. Other ships were sunk west of the Rotary Arch at Cove Beach, creating what is now called the “Bone Yard.” Schooners were frequently sunk closer to the Harbour beneath the present location of the salt mine buildings.

### 2.3 Railway

The first railway to arrive in Goderich was the Buffalo and Lake Huron line. The first train pulled into Goderich on June 28, 1858. A year later the company purchased land along the waterfront and built the first grain elevator.

In 1907, the railway station that still stands near the Harbour was constructed at the terminus of the Guelph-Goderich Railway (G &GR) (see Figure 7). This station and corresponding rail line was used for Canadian Pacific Railway (CPR) passenger and freight service (the G&GR was leased to CPR in 1904). The

bridge spanning the mouth of the Maitland River was built in 1906 to accommodate the railway from Guelph to Goderich. Millions of tons of earth were moved to create the mile-and-a-half-embankment leading to the bridge. With seven spans and a length of 750 feet it was the longest structure of its kind in Ontario at that time.

The line officially opened on September 19, 1907 and, “by the 1940s as many as three freight trains a day would leave Goderich” (Rutledge 4). A roundhouse and turntable were constructed near the station, but were removed in the 1960s. The Canadian Pacific Railway ceased passenger service in Goderich in 1956 and freight service, transporting mostly grain and salt, ended in 1988. The 80 miles of rails were removed in the years following. Only eight of the stations on the Guelph-Goderich line remain, and the Goderich station is one of two remaining in its original location.



**Figure 7: CRP Station in 1916** Note the piers constructed in the 1870s and the north and south breakwaters added in the early 1900s.  
(Library and Archives of Canada)

## 2.4 Industries

### 2.4.1 Grain Elevators

Activities in the Harbour area increased when a grain elevator was constructed by the Grand Trunk Railway in 1866. The 600,000 bushel capacity wooden elevator was built at the foot of Harbour Hill. However, a fire in 1897 destroyed the elevator, wharf and freight sheds. The fire prompted seven local men to come together to consider the future of the grain transportation industry in Goderich. They formed the Goderich Elevator and Transit Co. Ltd. which built its first wooden elevator in 1898. This structure was later destroyed by another fire in 1905, a fire that is said to have burned the elevator to the ground in an hour. During this fire the office clerk (later President) Lionel Parsons saved the powerhouse from flames by covering it with sheet metal.



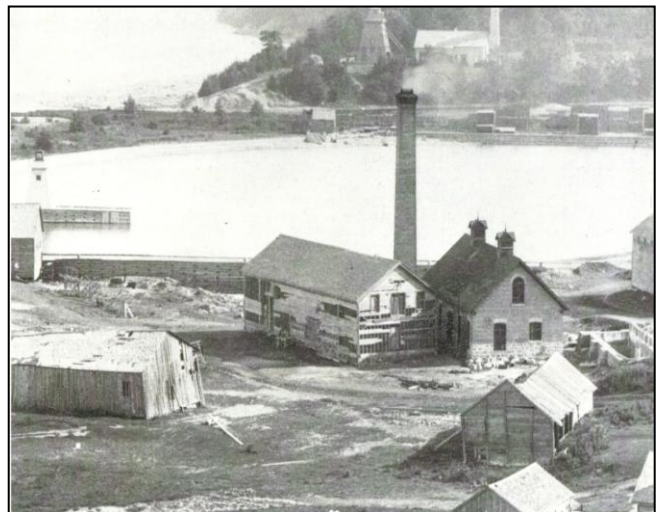
**Figure 8: Grain Elevators c. 1919**  
(Library and Archives of Canada)

A new steel and concrete elevator was finished in 1907. The year 1910 saw a second storage bin built to the east, accommodating the expanded business brought by the arrival of the Canadian Pacific Railway (see Figure 8). In 1922, further expansion took place to the east in the form of the shipping tower. The years 1923 and 1929 saw two more grain elevators constructed. These grain elevators are still in operation today and occupy a large portion of land in the Harbour.

### 2.4.2 Salt

The salt industry in Goderich began in 1866 when Samuel Platt struck salt while drilling for oil. His find was the first salt bed discovered in North America. Platt operated several mines, one of which was opened next to his flour mill on the Maitland River. Remnants of this mill are still visible today.

It is believed that following this discovery, 12 or more salt mines were erected in the Harbour and river area. These included one operated by Henry Attrill, owner of Ridgewood, at Attrill's



**Figure 9: Picture of the Harbour c. 1890**  
Note: Attrill's Mine on the far side of the Harbour  
(Library and Archives of Canada)



Point on the north side of the River. In 1875, there was a major effort to develop a salt mine at this location. However, by 1900 there were only two mines left in operation; one in Saltford further up the river, and one in the Harbour area. Most mines failed because they could not control the flow of water into the mine shafts.

Today the only mine in operation is located in the Harbour area and is now owned by Sifto. The land base for this mine was created in the 1950s.

### **2.4.3 Oil**

The Harbour was once used as a distribution point for three petroleum companies: Imperial Oil, Shell Oil and Cities Service Oil. The tanks have all since been removed, but were located in the area currently used by the Goderich Elevators Ltd. for a grain inspection station.

### **2.4.4 Flour Mill**

By the 1870s, Goderich Harbour was also home to a flour mill. The company was the Ogilvie Milling Company of Quebec. It was run by Matthew Hutchinson and was nicknamed the Big Mill. It was sold to the Manitoba and Lake Huron Milling Company in 1897 and to Western Canada Flour Mills in 1905. Western Canada Flour Mills introduced the brand *Purity Flour*, a name by which the mill was commonly known. They built new facilities along the bank of the Harbour in 1913. In 1950, the business was sold again to the Upper Lakes Shipping Company but was closed in 1960 and destroyed by a fire in 1963. The land it occupied is now part of the Goderich Elevators Ltd.

### **2.4.5 Lumber**

At one time there were three lumber mills in operation around the harbour: Dymert's, Williams & Murray and Secord & Cousins. The Goderich Lumber and Milling Company also operated from the Harbour.

### **2.4.6 Fishing**

Fishing was an important part of the community. The existing South Pier used to be lined with fish shanties. Here the fish were stored on ice and shipped throughout the Province. Ice was harvested from the harbour for the purpose of preserving the fish during the summer. It was also used for personal iceboxes. One shanty, Siddall Fish House last owned by Ed Siddall, still survives and is owned by the Municipality.

## 2.5 Public Buildings

### 2.5.1 Lighthouse

The lighthouse was built in 1847 with an attached light keeper's house and outbuildings (see Figure 10). Considered the first lighthouse on the Canadian shore of Lake Huron, it was built by Adam MacVicar, a local stone mason who also worked on the Welland Canal, Maitland Bridge, Goderich Collegiate, the Acheson Block, Central School and built the first Huron County Courthouse.

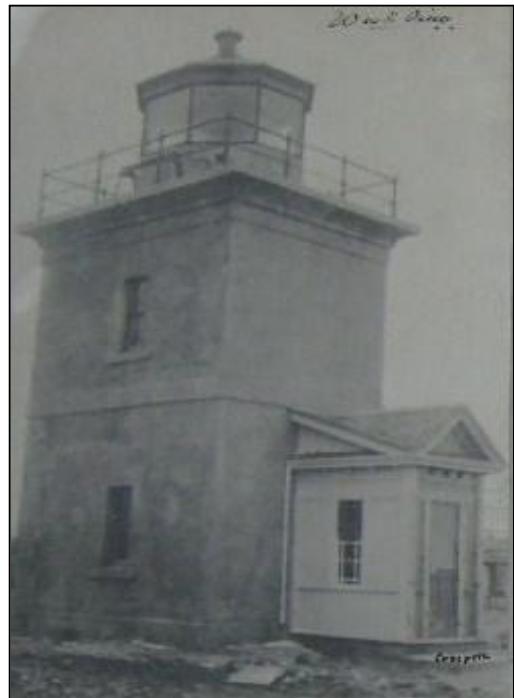
In 1914, the lighthouse was remodelled, following the Storm of 1913. A new light was added, the tower was built five feet higher, and the oil lamps with reflectors were replaced by a revolving flashlight. In addition, the keeper's house and outbuildings were removed and replaced by a small Italianate style weather porch that has since been demolished (see Figure 11). In 1925, the light was electrified with a rotating mirror creating two flashes: one every 19 seconds and a smaller one every six seconds.

### 2.5.2 Waterworks

Located on the site of the present day Marine Museum, the Electric Light and Water Plant was the Town's first municipal water pumping station. This building was built in 1887 and torn down in 1964. It is prominent in many pictures of the Harbour due to its tall brick chimney.



**Figure 10: Lighthouse with attached light keeper's house 1896** (Library and Archives of Canada)

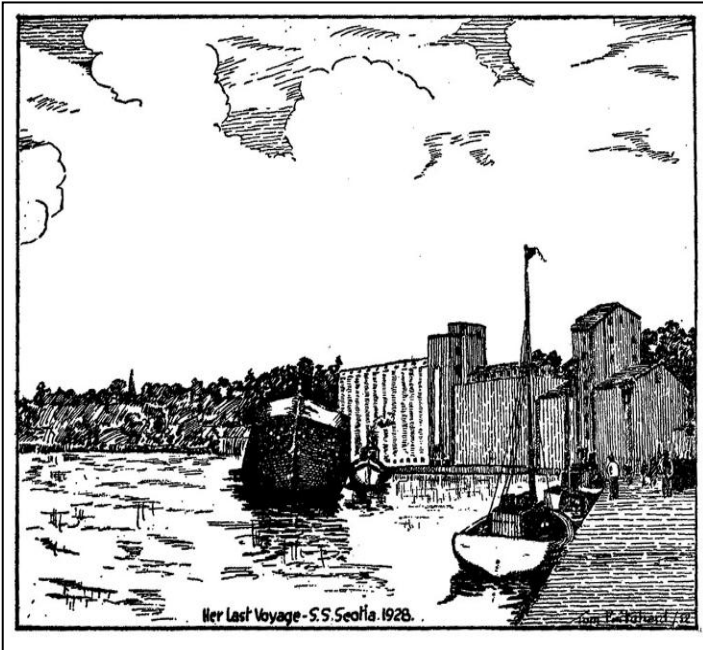


**Figure 11: Lighthouse 1914** (Library and Archives of Canada)

## 2.6 Art



**Figure 12: Reuben R. Sallows Picture of the Harbour 1900**  
(Sallows, Reuben R. "Goderich Harbour" 1900. Reuben Sallows Gallery. [0158-rrs-ogoh-ph].)



**Figure 13: Her Last Voyage S.S. Seotia, By Tom Pritchard, 1928**  
(Used with permission by Town of Goderich, 'Heritage Goderich' and 'Marine Heritage' Committees)

The Harbour's natural beauty and industrial and commercial activities have inspired many artists including Reuben R. Sallows, a photographer and Tom Pritchard, a painter.

Reuben R. Sallows (1855- 1937) was born and raised in Huron County. He started his career as a local photographer working for the studio of R.R. Thompson, which he later bought. Once his photographs were accepted by the high profile Rochester lithographic firm in 1897 he was commissioned as a commercial photographer for the CPR and for the Department of Immigration. His photographs were widely published in magazines and he was referred to as, "Canada's Photographic Genius." He captured the spirit of Goderich through pictures of the people, scenery including the Harbour, and local events (see Figure 12).

Tom Pritchard (1878-1968) was a long-time resident of Goderich and former Harbour Master for the Port of Goderich. "His work portrayed Goderich and area scenes capturing the built form of our cultural heritage and natural landscapes; but especially life and activity in the harbour" (Lyons 1) (see Figure 13). In 1952, he founded the Goderich Art Club, which continues to inspire local artists today.

## 2.7 Ridgewood – "The Ridge"

On the north side of the river a large house overlooks the Harbour. This estate has been the home of many prominent figures involved with the development of the

Goderich Harbour. Captain Wosley Bayfield chose the land for Baron de Tuyl, and in 1830 he built a



single-storey rough-cast-on-log house. It was later owned by John Galt, son of the Commissioner of the Canada Company and the man responsible for overseeing the early development of the Harbour. It was subsequently owned by Henry Attrill who constructed a three-storey addition with Victorian features. The point on the north side of the River's mouth is called Attrill's Point, after Attrill, who drilled for oil on the point in 1876 and found salt. The Attrill's also leased the property to the army in 1910, and the grounds were used for training. The Fleming family were the next owners. They tried to establish a gravel pit, and installed conveyors to move the gravel across the river to the Harbour. After a period of vacancy it was purchased by Thomas Sandy. Sandy had a machine shop that attracted ships to winter in Goderich Harbour. Later he developed a gravel crusher and started Sandy Contracting Company that was responsible for most of the gravel roads in Huron County. One of his descendants was the next occupant of the house. He developed two of the three marinas in the Harbour: the Maitland Valley Marina on Indian Island as well as the Maitland Inlet Marina on the north side of the river mouth.

## 2.8 Maintaining the Harbour

Since the settlement of Goderich by the Canada Company, the natural systems of the Harbour have been altered. As such, the Harbour has had, and continues to require, many maintenance operations.

Yearly dredging began as soon as the Canada Company built the first piers between 1828 and 1835. The natural river mouth was four to five metres deep, but the deposition from the altered shoreline sometimes blocked the mouth. The first recorded blockage of the river mouth was in 1835. The dredging of the Harbour became too expensive so the Canada Company sold its rights to the Buffalo & Lake Huron Railway. Subsequent damage from a



**Figure 14: Freshet of 1866**

(Sallows, Reuben R. "Goderich Harbour during the spring freshet of 1866" 1866. Reuben Sallows Gallery. [0037-rrs-ogoh-ph])

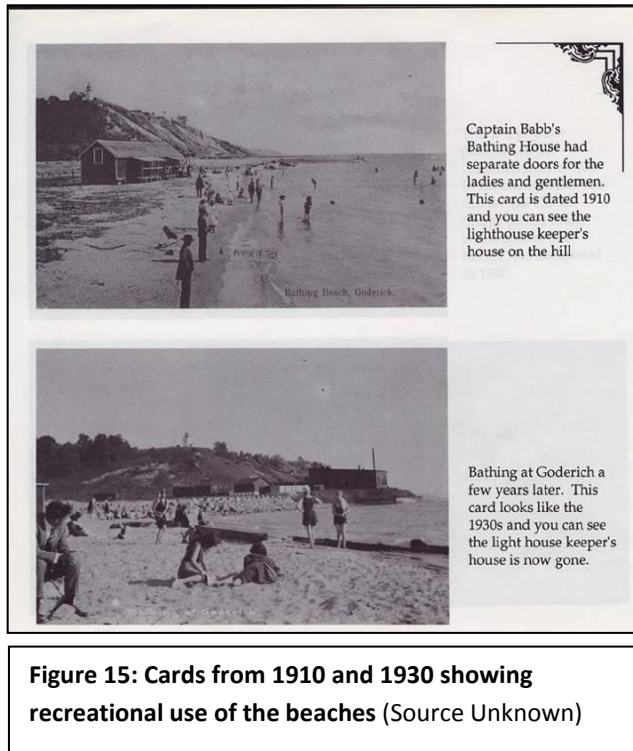
freshet in 1866 forced the railway out of ownership (see Figure 14). The creation of the modern Harbour has not resolved the issue and yearly dredging continues. In the past the material removed was added to St. Christopher's beach and the Cove to create today's recreational area.

The removal of ice from the Harbour has always been important due to its potential to cause serious damage to the hulls of ships wintering in the Harbour. Photographs show that ice was sometimes removed by conveyor from the harbour and into the river.

## 2.9 Recreation

### 2.9.1 Beach and Water Activities

The recreational use of the Harbour has been paramount since its inception. Part of the “requirement for the Canada Company was to guarantee public access to the port” (Carroll, 2007: 12). This importance was reiterated by the selling of the Harbour to the Town of Goderich in 1999.



Before the Snug Harbour Marina existed the area it occupies was land controlled by the owners of “The Ridge”. The sandy area was used as a beach and a convenient place to pull rowboats and skiffs to shore. Later, the area became part of the current outer wall.

However, beach activities in the Harbour continued on St. Christopher’s Beach and the expanding Cove Beach.

In 1930, catering to the beach goers, Bert Macdonald, a ship builder at Marlton Yard, leased a shed and turned it into a bathing house. The house contained lockers, washrooms and a confectionary counter. In the 1970s, the building was condemned and demolished but the tradition is alive in the form of a food stand run by the Lion’s Club.

The Harbour and river have also been important areas for boating, canoeing and fishing. In 1914, a tunnel was built under the north pier between the Harbour and the Maitland River. The goal was to provide safe passage between the two areas by boat or canoe. It was closed in 1955.

### 2.9.2 Spa District

In 1866, four artesian wells were sunk on the Harbour Flats. These wells were the basis of the Town’s early water works system. The springs drew travellers who wanted to experience the water’s famed medicinal qualities. The Ocean House Hotel, built in the 1850s and demolished c.1912, was located close to the springs and used this proximity for promotion. Later the Sunset Hotel, Point Farms Hotel and even the Park House used the springs. The springs also supported other enterprises such as the beverage industry. “Beginning in 1864 Phillips and Co. used water...for its soda water, ginger ale and cherry soda” (Wallace 72). Today only one spring remains, the Menesetung Mineral Spring, and it has run continuously for more than a century. Although the original decorative iron collar has long ago been removed from the spring's outlet pipe, remnants of the original garden area and breakwall remain.

## 3.0 Character of Goderich Harbour

This section of the study is divided into three parts: Cultural Heritage Landscape, Evaluation and Character Descriptions of the Goderich Harbour, and a Statement of Cultural Heritage Value or Interest and Heritage Attributes.

### 3.1 Cultural Heritage Landscape

#### 3.1.1 Introduction to Cultural Heritage Landscapes

While not identified in the *Ontario Heritage Act*, Cultural Heritage Landscapes (CHLs) are defined in the *Provincial Policy Statement, 2005* issued under the *Planning Act* 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.

Section 2.6.1 of the *PPS* directs that, “Significant built heritage resources and significant cultural heritage landscapes shall be conserved.”

As a result, the concept of the CHL can be used to understand the cultural heritage value of a distinct area, such as the Goderich Harbour. Furthermore, Section 29 (1) (a) of the *OHA* empowers a municipal council to designate areas of heritage significance, “where criteria for determining whether property is of cultural heritage value or interest have been prescribed by regulation, the property meets the prescribed criteria.” When evaluating the Goderich Harbour we have chosen to employ a set of criteria, described below, that not only satisfies the requirements of the *PPS*, but goes beyond those requirements to provide additional understanding.

#### 3.1.2 Standards for Evaluation

To be definitive, it is necessary to measure any candidate area against recognized standards of CHL evaluation. As this is a relatively new planning approach in the Province of Ontario, there are limited established standards of evaluation to draw on. However, the Region of Waterloo has been a leader in this regard. In 2006, they undertook a series of forums and workshops that culminated in the release of *The Cultural Heritage Landscapes Resource Document* edited by Professor R. Shipley and published jointly by the Heritage Resources Centre, University of Waterloo and the Regional Municipality of Waterloo.

This document led in turn to the commissioning of a study that was released later in 2006 entitled, *Cultural Heritage Landscapes In Waterloo Region: A Framework for Inventory, Assessment and Policy Development*, prepared by André Scheinman, Heritage Preservation Consultant. This document was accepted as a draft guide by the Region of Waterloo. Given the similarities in geography and the relative proximity to Huron County, it can serve as a suitable guide for detailed CHL evaluation in the Town of Goderich.

### 3.1.3 Models for CHL Evaluation Criteria and Application

The Cultural Heritage Landscape evaluation process developed for the Regional Municipality of Waterloo is based on current practice standards. It is similar to the procedure used by the Ontario Realty Corporation, the Ontario Ministry of Culture, the City of London and the Town of Caledon. Each of these municipalities have in turn adopted CHL identification methods that are essentially modifications of the seminal model developed and adopted by the U.S. National Parks Service (*Heritage Landscapes In Waterloo Region: A Framework for Inventory, Assessment and Policy Development*, pg 10). The US National Parks Service model can be found in its entirety in *National Register Bulletin #30 "Guidelines for Evaluating and Documenting Rural Historic Landscapes,"* with the criteria outlined beginning on page 20. While meeting requirements of Ontario Regulation 9-06, evaluation criteria developed specifically for CHLs allows greater specificity in studying landscapes.

The Goderich Harbour is considered an “organically evolved” landscape, which according to the Ministry of Culture’s Information Sheet on CHL’s is defined as:

“those which have evolved through the use by people and whose activities have directly shaped the landscape or area. This can include a ‘continuing’ landscape where human activities and uses are still on-going or evolving e.g. residential neighbourhood or mainstreet; or in a ‘relict’ landscape, where even though an evolutionary process may have come to an end, the landscape remains historically significant e.g an abandoned mine site or settlement area”

The Goderich Harbour satisfies this definition because it has evolved based on the following occurrences: settlement of early pioneers on “the Flats” and subsequently the more developed town area; the industry’s historic and continued operation in the Harbour; and the changing recreational uses in the area.

The *Waterloo CHL Framework* has adopted the criteria outlined below. To qualify as a significant CHL an area must demonstrate at least one of the following characteristics (page 15) for *Organically Evolved Landscapes*:

- A. Is associated with events that made significant contributions to the broad patterns of history (at any level - local, regional, national, etc.) i.e., strong association with central themes; or,
- B. Is closely associated with the lives of individuals and/or families who are considered significant to the history of the area; or,

- C. Embodies the distinctive characteristics of a particular settlement pattern or life way whether derived from ethnic background, imposed by the landscape, was the practice of a specific historic period or a combination of the above; or,
- D. Manifests a particularly close and harmonious long-standing relationship between the natural and domestic landscape; or,
- E. Has yielded or is likely to yield information important to prehistory or history; or,
- F. Is strongly associated with the cultural and/or spiritual traditions of First Nations or any other ethnic and/or religious group.

### **3.1.4 Application of the Criteria**

Several of the evaluation criteria apply to the Goderich Harbour landscape insofar as it can be described as “organically evolved”.

*Criterion A. Is associated with events that made significant contributions to the broad patterns of history (at any level - local, regional, national, etc.) i.e., strong association with central themes*

The Goderich Harbour was instrumental in the settlement of the Huron Tract by the Canada Company. The Canada Company was ultimately responsible for the settlement of over two million acres of land in Upper Canada. Thus, the Goderich Harbour has national, regional and local significance.

*Criterion B. Is closely associated with the lives of individuals and/or families who are considered significant to the history of the area*

John Galt of the Canada Company, Tiger Dunlop “Warden of the Forest”, along with prominent locals Samuel Platt, Henry Attrill and several other early settlers not only lived in the area, but actively participated in establishing the Harbour, the Town of Goderich and developing the character of these places that still remains today.

*Criterion C. Embodies the distinctive characteristics of a particular settlement pattern or lifeway whether derived from ethnic background, imposed by the landscape was the practice of a specific historic period or a combination of the above*

The settlement pattern of the Huron Tract was driven by the landscape, particularly by the existence of the Goderich Harbour. The Canada Company chose to develop Goderich because of the natural harbour, which would be instrumental in bringing in settlers and supplies and shipping out the natural resources harvested in the region. Settlement of the Huron Tract began at the Harbour Flats and moved inland. This pattern of settlement is unique in Ontario; rather than being settled from east to west it was settled west to east.

*Criterion F. Is strongly associated with the cultural and/or spiritual traditions of First Nations or any other ethnic and/or religious group*

The area is well documented as a site of native hunting and gathering. Archaeological evidence and observations by early Europeans demonstrate that the mouth of the Maitland River was an important site for fishing. The First Nations connection remains in the use of the word “Menesetung”, which was used to name the spring and the railway bridge. Menesetung is the native name of the Maitland River.

### **3.1.5 Conclusion**

From the above analysis, it is clear that when measured against standard CHL evaluation criteria the area encompassing the Goderich Harbour satisfies the definition of a significant Cultural Heritage Landscape as stated in the *Provincial Policy Statement, 2005*.

## **3.2 Evaluation and Character Descriptions of the Goderich Harbour**

The character of the Goderich Harbour includes links to the past through the existing heritage resources and the mixed use of the Harbour, as well as the sustained use of the Harbour by industries that continue to support commercial shipping.

### **3.2.1 Heritage Resources**

#### CPR Station

The Canadian Pacific Railway (CPR) station is a historic focal point in the Goderich Harbour. It is located at the base of Harbour Hill and is one of the first buildings seen upon entering the Harbour by car. The station is currently owned by the Town of Goderich and has been used by cultural community groups, principally the Maitland Trail Association, for the past 22 years (1988-Present). Built in 1907, it is characterized by a round front tower with a conical roof, red-brick cladding with a limestone foundation, a hipped roof over the central portion and a gable dormer with the word “Goderich” inscribed. This station is also the site of a Geodetic vertical benchmark (Reference Number 327 A). The marker, erected in 1911, is used for measuring the track elevation. Directly adjacent to the station is the Menesetung Spring, circled by hedges remaining from a garden that was part of the “spa district”.

#### Lighthouse

The historic lighthouse, built in 1847, still overlooks the Harbour today (see Figure 16). Its significance to the community is evidenced by the fact that it is the “i” in the spelling of the Goderich logo. The lighthouse is only 10.1 meters high (33 feet), which is unusual for lighthouse architecture. It is not tall, tapered or round as is characteristic of most lighthouses on the Great Lakes, rather, it is square and short. The structures lack of height is compensated for by its location on a natural bluff roughly 42.7 meters above the water (140 feet), giving it a nominal range of 8 nautical miles. The reason for the lighthouse’s unique square shape is unknown.



## Breakwaters and Lights

In response to the challenges imposed by a deep water harbour, the north and south breakwaters were constructed in 1904 and 1908, respectively, and in 1911 the walls were extended to their present length. The breakwaters allow for safe entry into the harbour under all but the most severe lake and wind conditions.

The south-west end of the north breakwater was constructed using timber crib with a concrete cap while the other sections are constructed of reinforced concrete bins with sand fill. The light on the north breakwater was completed in 1908 and was equipped

with a foghorn in 1914. The south breakwater light tower was constructed in 1952. It is simple in form with an almost square plan measuring 5m x 4.5m x 3m in height. It was built to house a foghorn, that was removed in 2002. The reinforced concrete building design was used by the Department of the Marine starting in 1910 through to the 1950s. The light tower has continued to function with very few changes. The north and south lights mark the harbour entrance, which is roughly 200 meters wide.



**Figure 16: Lighthouse with Salt Mine in the background**

(Picture by Kayla Jonas, 2010)



## Other Heritage Resources

Table 1 identifies and describes the heritage resources that are found within the Harbour lands. Figure 17 shows the location of the resources.

<b>Table 1: Identified Built Heritage Resources</b>			
<b>Identification Number</b>	<b>Resources</b>	<b>Cultural Heritage Value Recognition</b>	<b>Brief Description</b>
1	Canadian Pacific Railway Station	Part IV Designation By-Law 58 of 2005 (June 20, 2005, Town of Goderich)	Built in 1906. Red-brick with limestone foundation.
2	Menesetung Bridge	Part IV Designation By-Law 90 of 1993 (November 8, 1993, Town of Goderich ) Part IV Designation By-Law 29-1993 (November 2, 1993, Township of Colborne)	Opened in 1907 as a CPR Bridge. Has 6 piers and each of the 7 spans are 104 feet long. It was the longest railway bridge at the time of construction. Now used as a pedestrian bridge.
3	Salt Mine	None	The land base was created in 1952. Only salt mine still operating in Goderich. Salt was first discovered in 1886 by Samuel Platt which resulted in development of 12 salt mines.
4	Goderich Elevators	Listed on Town of Goderich Municipal Register (August 2009)	First wooden elevator was built in 1866, replaced in 1897 and 1905 after fires. Additional thermals built in 1910, 1924 and 1929.
5	Marine Museum	None	Pilot house and forward cabin of the S.S. Jay C. Morse that was built in 1907. Donated to the Town of Goderich by the Goderich Elevators and Transportation Co.
6	Lighthouse	Part IV Designation, By-law 97 of 2009 (October 13, 2009, Town of Goderich)	Built in 1847, it is considered the first lighthouse on the Canadian Shore of Lake Huron. Located on a bluff overlooking the Harbour. Unusual short and square construction.
7	North Breakwater	None	Built in 1904 and extended in 1911.
8	South Breakwater	None	Built in 1908 and extended in 1911.

<b>Table 1: Identified Built Heritage Resources - continued</b>			
<b>Identification Number</b>	<b>Resources</b>	<b>Cultural Heritage Value Recognition</b>	<b>Brief Description</b>
9	Goderich South Breakwater Light Tower	Listed on Town of Goderich Municipal Register (August 2009) FBRO Report Completed (2007)	Built in 1952 to house a fog alarm. Common Marine design, guides ships through the "Hole in the Wall."
10	Goderich North Breakwater Light	Listed on Town of Goderich Municipal Register (August 2009)	Erected in 1908. Guides ships through the "Hole in the Wall".
11	Fish Shanty (also known as Siddall Fish House)	Listed on Town of Goderich Municipal Register (August 2009)	Last remaining fish house, several of which lined the South Pier.
12	Menesetung Mineral Springs	Listed on Town of Goderich Municipal Register (August 2009)	Runs continuously throughout the year. What attracted visitors to the area in 19 <sup>th</sup> century to stay in hotels of the "spa district."
13	Former Indian Island	Listed on Town of Goderich Municipal Register (August 2009)	Indian Island (now marina) was used by First Nations people as a gathering place in the 19 <sup>th</sup> century.
14	Ship's Wheel	Listed on Town of Goderich Municipal Register (August 2009)	Located on the main beach, this wheel came from the last coal-fired freighter that was scraped in 1985. Donated in memory of Ralph (Chief Engineer) and Fran Morris.
15	The Flowering Crab (Tree and Monument)	Listed on Town of Goderich Municipal Register (August 2009)	Dedicated to departed Lionesses from the Goderich Lioness Club.
16	Old Piers	None	Aerial photographs show that these are still visible under water, running south from St. Christopher's Beach.
17	Flume From Platt's Mill	None	Remnant of Platt's Mill which was located in the Harbour c.1866.
18	Ridgewood	None	Built in 1829, it was the home of John Galt, Henry Attrill, the Flemming family and the Sandy family.

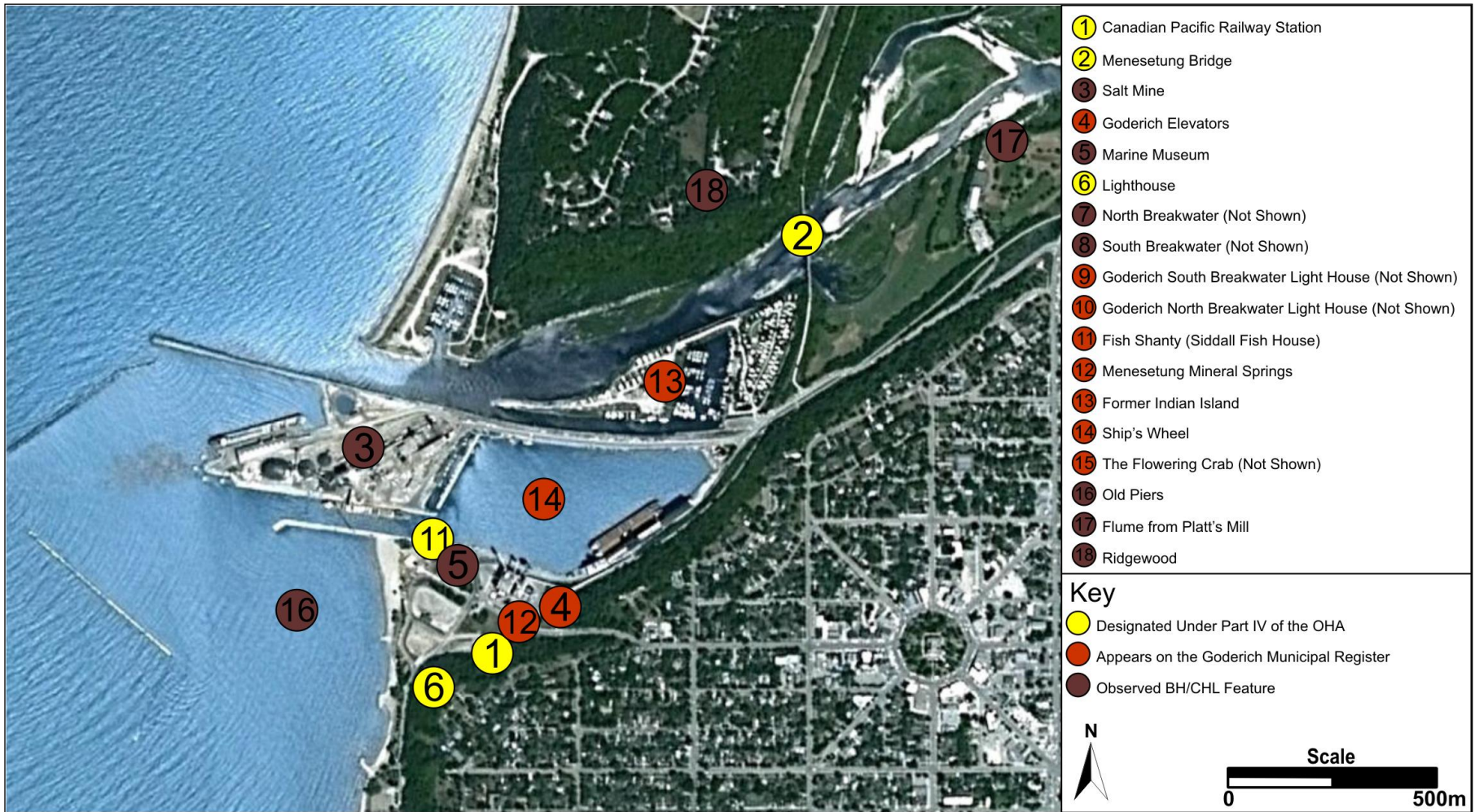


Figure 17: Map of Heritage Resource in the Goderich Harbour

### Other Identified Resources

The following additional built resources have been identified in the Goderich Harbour. They have not been recognized in the literature as having specific heritage value, but they do contribute to the value of the landscape as a whole due to the traditional uses and functions they represent:

- Snug Harbour Marina
- Maitland Valley Golf Course
- Maitland Marina Trailer Park
- Picnic Shelter
- Beach Hut
- Wheelhouse
- Goderich Restaurant
- Maitland Inlet Marina
- Maitland Valley Marina
- Water Treatment Plant
- Gates to Rotary Beach
- Portables along North Harbour– including Canadian Coast Guard office
- Goderich Sailing Club Picnic Shelter
- Archaeological potential

### **3.2.2 Industry**

The Goderich Harbour is dominated by two major industries still in operation: Goderich Elevators Ltd. and Sifto Salt Mine. These industries are inextricably linked to shipping as a means to transport their goods, and in 2006, close to 200 lake and ocean freighters traveled in and out of the harbour. Due to the strength of these industries, the Harbour provides one of the largest employment bases in the community.

The salt mine, the largest working mine of its kind in the world, loads over 6 million tons of salt into vessels that arrive from all over the Great Lakes. The mine has 120 miles of underground roadway that extends two miles out under the lake and up to 1800 feet below the surface. However, today only about 10 miles of roadway is in use.



**Figure 18: Salt mine with grain elevators in the background**

(Picture by Kayla Jonas, 2010)



Goderich Elevators Ltd. is also a large operation. The storage capacity at the Elevators is 120,000 metric tons, and the annual amount handled in and out is at least 300,000 tons—a major link in the grain industry chain for producers and consumers alike.

### **3.2.3 Recreation**

The Harbour has always been used for recreational purpose. The activities of the past, such as boating and swimming are continued today in the Harbour. Additional activities such as sport fishing, celebrations, hiking and picnicking are also centred on the Harbour area.

#### Marine Heritage Museum

The Marine Heritage Museum is located across from the CPR Station. The Museum is the pilot house and forward cabin of the S.S. Jay C. Morse, a lake freighter built in 1907. The pilot house was donated to the Town of Goderich by the Goderich Elevators and Transportation Co. It opened in 1982 and houses exhibits related to the area's unique marine heritage.

#### St. Christopher' Beach and Rotary Cove Beach

St. Christopher's Beach and Rotary Cove Beach are presently used by both locals and visitors. Here people can swim, play on jungle gym equipment or make use of the picnic shelters. Food and washrooms are provided in buildings maintained by the Rotary Club. In addition, a wooden boardwalk runs the length of the beaches.

#### Menesetung Bridge

Pedestrians can now walk from the boardwalk to the Tiger Dunlop trail by way of the Menesetung Bridge. The bridge is owned by the Menesetung Bridge Association who formed in an effort to save the bridge in 1989 when there were plans to demolish it. They secured local donations as well as funding from the Province to restore the bridge and make it accessible to the public as part of the Maitland Trail. This trail hosts "hundreds of hikers each weekend, all year round" (Carroll 1).

#### Marinas

The Goderich Harbour has two recreational Marinas: the Maitland Inlet Marina and Maitland Valley Marina. Together they have 250 docks. In addition to boating for pleasure, many people who use the Marinas also participate in sport fishing. The Maitland River is a habitat for several species of game fish including rainbow trout and small mouth bass. The river is significant as a migration route during spawning season. The area from the "upriver portion of the mouth, to the former CPR train bridge, and to the Hwy. 21 North bridge is a significant fish habitat used by many anglers" (Carroll 1).

## Commemoration

The Harbour has inspired several commemorations, and as a result is the site of a number of commemorating plaques and structures.

The longest running commemoration linked to the Harbour is the Mariner's service that remembers the devastation of the Storm of 1913. The storm took place on November 9, 1913 and lasted three days, resulting in the loss of 244 lives on 19 vessels, and the stranding of a further 19 ships around the Great Lakes. As a direct result, the lighthouse at the Goderich Harbour was improved and an annual celebration is held in the community to remember those who lost their lives in the storm.

Two memorials are also found in the Harbour that serve as remembrances. A ship's wheel, which came from the last coal-fired freighter that was scrapped in 1985, sits near the Marine Museum. The wheel was donated in memory of Ralph (Chief Engineer) and Fran Morris. Also found along the beach is a Flowering Crab Tree that is dedicated to Departed Lionesses from the Goderich Lioness Club.

## Celebration

The Harbour is at the centre of many community events and celebrations. To celebrate the significance of shipping to the Town of Goderich, each year the Captain of the first ship to Port is recognized when the Mayor presents them with a top hat. The list of First Captains dates back to 1932 when the tradition began.

The Harbour is also the site of festivals and art shows, most of which take place at the CPR Station. John Rutledge's report for the ACO Preservation Works lists 24 community groups that use the building, ranging from the Maitland Trail Association to arts groups such as "Worth Their Salt". The Station is also the Headquarters for community events such as the Blues Festival.

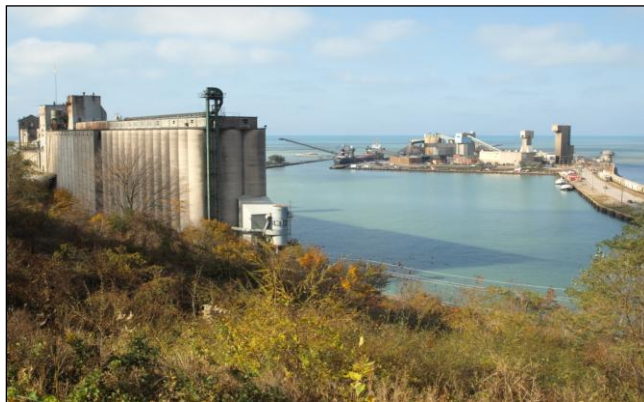
### **3.2.4 Views**

The context of the Goderich Harbour provides viewsheds and viewsapes, into and around the area. The viewsheds and viewsapes of this landscape are critical elements in defining and promoting the Harbour's unique sense of place.

As illustrated and numbered in Figure 21, the identified viewsheds include:

1. Cove to Salt Mine
2. View to Bluffs
3. Rotary Cove Gate to Cove
4. Boardwalk to Salt Mine
5. Boardwalk to Lighthouse
6. Beach Hut to Grain Elevator
7. South Pier to Lake Huron
8. South Pier to Snug Harbour

9. Marine Museum to CPR Station
10. South Pier to North Harbour Road
11. Top of North Harbour Road to Menesetung Bridge and Salt Mine
12. Top of North Harbour Road to Maitland River
13. Lighthouse to Lake Huron and Salt Mine
14. Bluff on St. George's Crescent to Salt Mine
15. View from Menesetung Bridge West
16. View from Menesetung Bridge East
17. View from Salt Mine to North Harbour Road
18. View from Highway 21 Bridge West



**Figure 19: View 14 - Bluff on St. George's Crescent to Salt Mine**  
(Picture by Kayla Jonas, 2009)



**Figure 20: View 9 - Marine Museum to CPR Station**  
Note: Menesetung Springs in the foreground  
(Picture by Kayla Jonas, 2010)



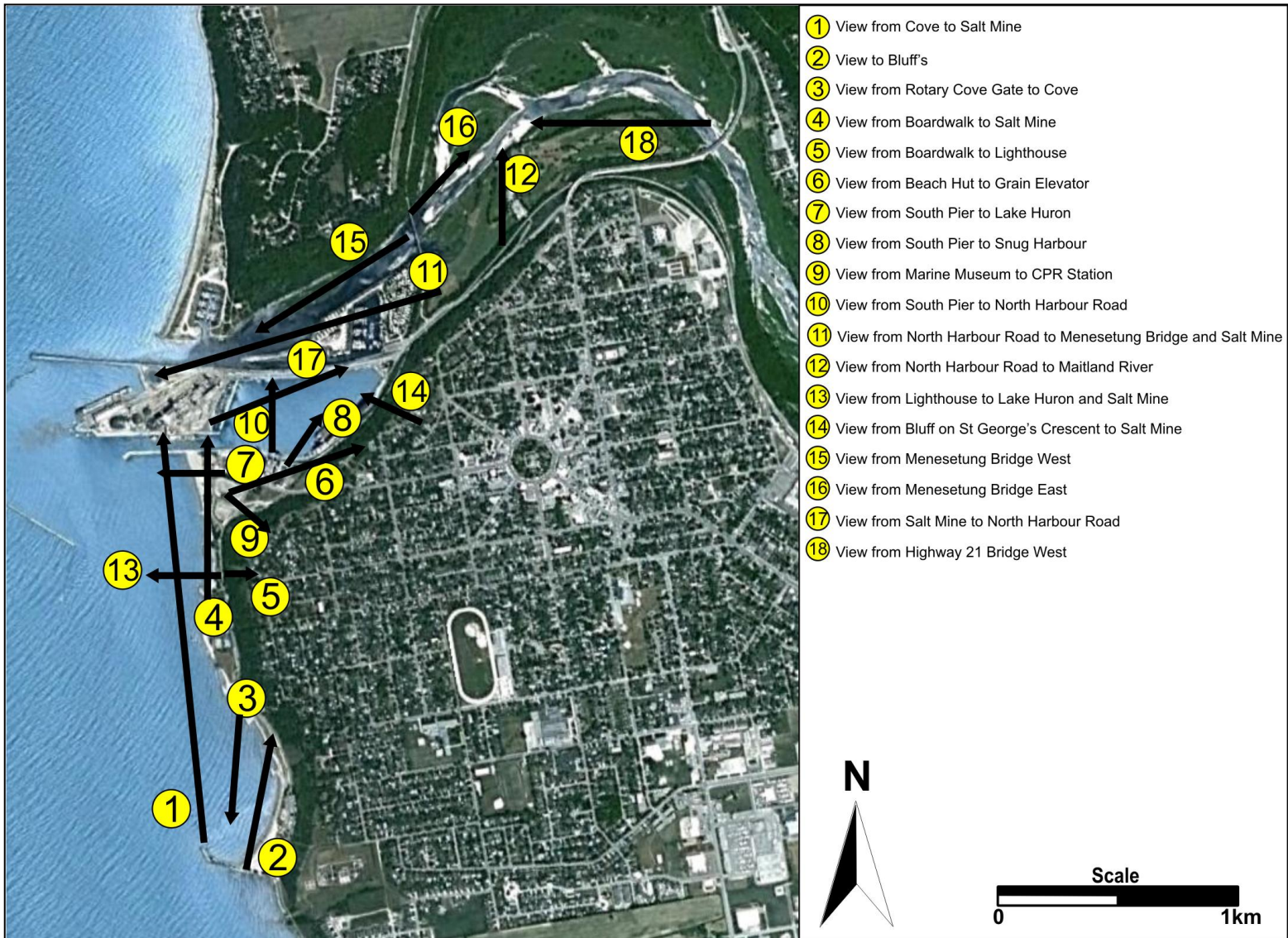


Figure 21: Map of Views in the Goderich Harbour Area

### 3.2.5 River Environment

The name for the river that flows through the Goderich Harbour was originally termed “Menesetung” by the Chippewa First Nation. Following settlement in the area, the river was renamed “Maitland” by Europeans in honour of Sir Peregrine Maitland, Lieutenant Governor of Upper Canada. According to Beecroft:

“The river has many headwaters, being comprised of four main branches. The southern branches of the Maitland River rise with two other Rivers: the Thames (to Lake St. Clair) and the Grant (to Lake Erie) in a great swamp in Wellington County. The main branch of the Maitland is about 90 miles in length, rising at 1350 feet A.T. and falling 770 feet to Lake Huron. Its headwaters are almost intertwined with those of the Conestoga and South Saugeen...” (3)

Geologically, the moraines of the Maitland River Watershed were built by the Huron Lobe of the Wisconsin Glacier (10,000-12,000 years ago) and the underlying material is limestone bedrock. The river is slowed down and winds due to moraines. “On the slope east of Lake Huron the beaches of former glacial Lake Warren are feeble but fairly continuous and usually consist of beaches composed of two or three feet of Gravel “ (Beecroft 6) . “The entire area is underlain by Palaeozoic strata with the Devonian and Silurian systems being represented” (MVCA 4). The Salina Formation, which is found in the Silurian Strata, is the source of the salt mined in Goderich.

The lands along the banks of the River have large archaeological potential due to the First Nation’s use.

### 3.3 Significance of Cultural Heritage Value

#### 3.3.1 Cultural Heritage Value or Interest

The Goderich Harbour was critical to the settlement of the Huron Tract, directed by the Canada Company. The Canada Company chose Goderich because of the natural Harbour that would be vital to bringing in settlers and exporting natural resources. The Harbour is associated with key figures in local and Canadian history such as: John Galt, commissioner of the Canada Company; Tiger Dunlop, the Warden of the Forest; local businessman Samuel Platt who operated a mill on the Maitland River and discovered salt in Goderich; and Henry Attrill who operated a large salt mine on the North side of the river.

The Goderich Harbour has always housed industrial uses, beginning with the Goderich Elevators, a flour mill, oil storage facilities and a salt mine. Fishing, lumber and ship building companies also operated out of the Harbour. These industries were supported by two railway lines: the Grand Trunk Railway and the Canadian Pacific Railway. In addition, the resources provided by the industries in the Goderich Harbour supported a large shipping fleet. Today the Goderich Harbour is still important to the province as a busy shipping port. The Sifto Salt Mine and the Goderich Elevators provide resources that are shipped

through the Province, as well as internationally. These industries make Goderich Harbour one of the the largest employers in the Town.

In order to support the industries in the Goderich Harbour, the structure of the Harbour itself has changed. Originally, the Harbour was the mouth of the Maitland River. Its safety was improved between 1830 and 1850 when the Canada Company added piers to provide ships shelter from storms. In 1872, the Government of Canada made major changes to the Harbour by directing the river north to create the modern Harbour that is used today. The north and south piers were constructed as well as a breakwater to separate the Harbour from the mouth of the river. An artificial channel was also dredged to create a path for the Maitland River. This construction was made possible because the Government of Canada declared it a “Harbour of Refuge” through an Act of Parliament, enabling the provision of funds for construction. Further improvement was completed in the early 1900s. Between 1904 and 1908, the north and south breakwaters were added and both were extended in 1911. The Goderich Harbour is still evolving, with annual dredging and new additions such as the recreational marinas.

In addition to the benefits brought by the presence of the industries the Goderich Harbour is valued by the community for its recreational uses. Since the time of the Canada Company a portion of the land has been used for beaches, and public access to the area has been added to every sale of the harbour since its inception.

The Goderich Harbour’s industries and recreational uses have ensured that all members of the community have a strong tie to the Harbour and personal memories. This has created a common connection for generations. Evidence of this tie to the Harbour is seen in the commemoration structures in the Harbour; a memorial service for sailors that has taken place for 100 years; the Harbour’s continuous use as a site of festivals and celebrations; and the wealth of resources such as books and reports that have been produced by local people.

### **3.3.2 Heritage Attributes**

- Heritage resources identified in Table 1
- Viewsheads to and from the Goderich Harbour
- Identified and unidentified archaeological sites including First Nations sites, dam and mill sites as well as sunken ships
- Mixed uses of the harbour represented by the Beaches (St. Christopher’s Beach and Rotary Cove Beach) as well as industries such as Sifto and Goderich Elevators
- Structures that related to marine navigation and use of the Harbour by ships including the Lighthouse, breakwaters, breakwater lights and range lights
- Roadways and pathways that provide access to and through the Goderich Harbour

## 4.0 Land Use and Planning Context

The overall planning framework set out by the upper and lower tier Official Plans (OP), issued in accordance with the *Ontario Planning Act* Section 16, provides guidance for the physical development of the municipality, while taking into consideration important social, economic and environmental matters and goals. Within a Cultural Heritage Landscape (CHL), the planning context of the area provides the land use and policy framework that can support and assist cultural resource conservation efforts.

It is the Town's zoning by-laws enacted in accordance with Section 34 of the *Planning Act* that implement the Town of Goderich's OP and in turn Huron County's Official Plan. The zoning by-laws identify the specific regulations and uses that are permitted within the broader land use context.

Additional tools that help to implement the OP may include: site plan controls, subdivision control, community improvements plans, heritage permit requirements, master plans, etc.

It is important to understand the planning context when considering the conservation of a Cultural Heritage Landscape. It must be determined whether the municipality has the required policies and tools in place and whether the zoning is appropriate or should be amended in order to apply to the conservation of a CHL.

### 4.1 Official Plan Status

This Study relies on the *Huron County*, the *Town of Goderich* and the *Township of Ashfield-Colborne-Wawanosh Official Plans* to provide its context, and it will reflect and respect the policies found therein.

#### Huron County Official Plan

The *Huron County Official Plan* section 3.2 entitled "Community Directions" states the County's direction regarding heritage,

- For recreation, culture, and heritage the community wishes to provide opportunities for all age groups and abilities. Recreation includes culture, education, tourism, athletics, and leisure activities. Residents are encouraged to be actively involved in organizing recreational and cultural activities in their community.

The community has a rich and diverse cultural heritage, which includes sites of archaeological value; buildings and structural remains of historical, architectural and contextual value, and rural, village and urban districts or landscapes of historic and scenic interest.

Section 3.3 entitled "Community Policies and Actions", the community has established the following:

- The community will have regard for the conservation and wise management of its significant built heritage resources, natural heritage and cultural heritage landscapes. An inventory of heritage resources in the County is encouraged.

## Town of Goderich Official Plan

The *Town of Goderich Official Plan*, prepared by the Goderich Official Plan Review Committee with the assistance of the Huron County Planning and Development Department, passed January 29, 2009, has several sections that outline policies regarding the planning structure in place for a Cultural Heritage Landscape.

In accordance with Section 7 entitled “Community Culture and Economic Development” Part B of the *Town of Goderich Official Plan* states:

- Heritage Resources are cultural features which represent past human activities, events or achievements and are determined to have Cultural Heritage Value under the *Ontario Heritage Act*. Heritage Resources include buildings, structures and districts of historical significance, archaeological sites and significant natural, cultural and human-made landscapes.
  - A Heritage Conservation District is a collection of cultural features or an area, which is described in a Heritage Conservation Plan and is designated by Council under the *Ontario Heritage Act*.
  - Cultural Heritage Value includes design, physical, contextual, historical or associative value, as defined in Ontario Regulation 9/06.
  - Heritage Attributes are those materials, forms, location and spatial configuration that contribute to the cultural value of a Heritage Resource and which should be retained to conserve that value.

Section 7.C of the Town’s Official Plan sets out the goals identified in regard to cultural heritage resources which includes:

- To identify, protect and promote Heritage Resources within the Town.

Section 7.D: Policies – Heritage, represents the heritage policies that the Town of Goderich follows:

1. Heritage Resources shall be identified, protected and promoted.
2. The Town will keep a current, publically accessible register of all properties/sites within the Municipality which are individually Protected Heritage Properties and those properties within a Heritage Conservation District. The Municipal Heritage Committee will prepare and maintain an Inventory of all Heritage Resources, with presentation to Council for consideration for approval.
3. For any proposed development or site alteration within Heritage Conservation Districts, or on or adjacent to Protect Heritage Property, the developer must demonstrate to the satisfaction of the Municipality that the Cultural Heritage Value, Heritage Attributes and integrity of existing Heritage Resources are retained. The developer will work with the Municipality to determine what is required to demonstrate protection of existing Heritage Resources based on the scale and location of a proposed development, but this may include:
  - a. the requirement for a built or landscape heritage impact assessment (or equivalent study), carried out by a qualified heritage professional;



- b. the requirement for an archaeological assessment in areas of archaeological potential, or in areas with known archaeological resource, carried out by a licensed archaeologist;
  - c. conformity with Heritage Conservation District Plans or area design guidelines, where they exist;
  - d. through Site Plan Control exterior design controls, ensuring proposed development or redevelopment is of compatible height, massing, scale, setback and architectural style; and/or
  - e. conformity with the *Ontario Heritage Act*.
4. Heritage Resources within the Town of Goderich may be enhanced by:
- a. participating in any funding programs, such as grants or loans, that assist residents in conserving Protected Heritage Properties and/or within a Heritage Conservation District;
  - b. establishing and maintaining a heritage fund that provides financial assistance for heritage related projects;
  - c. the establishment of additional Protected Heritage Properties and Heritage Conservation Districts and associated Conservation Plans; and
  - d. the Town striving to maintain any Heritage Resources which it owns to as high a standard as possible in order to demonstrate their commitment to heritage preservation.
5. In addition to municipal Council showing direct leadership in the protection of Heritage Resources, Heritage Resources will be identified, protected and promoted by a Municipal Heritage Committee reporting to Council that:
- a. provides advice and education on heritage conservation;
  - b. reviews proposed development, building alterations, or demolition of Heritage Resources;
  - c. identifies the Cultural Heritage Value and Heritage Attributes of local Heritage Resources; and
  - d. raises awareness of the value of Heritage Resources to the Quality of Life of community residents and assists in establishing a 'sense of place' for the Town.

The harbour lands at the mouth of the Maitland River are considered a "Special Policy Area" under section 4 of the *Town of Goderich Official Plan* entitled "Industrial" Part D.

- The harbour contains two major industries within the Town – the Sifto Salt Mine and the Goderich Elevator and Transit Complex – in addition to serving a recreational function.
  - The harbour will be primarily used for an industrial uses which have a demonstrated need for a harbour location for their functional and operational requirements.
  - All new harbour industries shall require a rezoning, subject to requirements.
  - Harbour commercial uses may be permitted by rezoning, subject to requirements.

## Township of Ashfield-Colborne-Wawanosh Official Plan

The *Township of Ashfield-Colborne-Wawanosh Official Plan*, prepared by the Township with the assistance of the Huron County Planning and Development Department, passed October 7, 2003, has several sections that outline policies regarding the planning structure in place for a Cultural Heritage Landscape.

In accordance with Section 4 entitled "Community Economic Development" Part 4.2 of the *Township Official Plan* states:

- **Heritage Resources** are cultural features which represent past human activities, events, or achievements and are designated by Council under the *Ontario Heritage Act*. Heritage resources are located in both urban and rural areas and include buildings and structures of historical significance, archaeological sites and human made landscapes.

Section 4.2 of the Township's Official Plan sets out the policies in regard to cultural heritage resources:

- Heritage resources and archaeological sites will be identified and protected through the development review process under the *Ontario Heritage Act*. Ashfield-Colborne-Wawanosh may participate in any funding programs that assist residents in conserving heritage resources.

### Summary of Official Plans

The *Huron County, Town of Goderich* and *Township of Ashfield-Colborne-Wawanosh Official Plans* provide a basic level of policy framework to permit Part IV or V designations, but do not specifically speak to a Cultural Heritage Landscape. The management method that Goderich chooses to support when creating and managing a Cultural Heritage Landscape will determine the type of amendments needed to the Official Plans.

### 4.2 Land Use Designations

The specific land use policies of the *Town of Goderich Official Plan* (Schedule B) prescribe the following uses for the lands within the proposed Cultural Heritage Landscape:

- **Harbour Industrial** – Applies to the Sifto Salt Mine and the Goderich Elevator and Transit Complex.
- **Waterfront Recreational Commercial** – Applies to the marina and lake front.
- **Natural Environment** – This area pertains to the valley sides.
- **Residential** – Applies to the residences in the nearby neighbourhood.
- **Community Facility** – Applies to the water treatment plant.

Ashfield-Colborne-Wawanosh land use policies, from the *Huron County Official Plan: Schedule B*, that apply to the north bank of the Maitland River.



- **Natural Environment** – This area pertains to the valley sides
- **Recreation** – Applies to the marina.
- **Lakeshore Residential** – Applies to the residences in the nearby neighbourhood.

#### 4.3 Zoning

A review of existing zoning within the proposed area was undertaken to determine permitted uses. Zoning status is relevant to a Cultural Heritage Landscape as some areas may be more appropriate for a CHL than others or play a greater role with respect to long term protection and preservation of heritage assets within the study area.

#### Permitted Uses

The areas as defined by the proposed Cultural Heritage Landscape boundary contain the following zones:

##### Section 27 **Open Water (OW) Zone**

- Section 27.1 Uses Permitted - No person shall within any OW zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - structures required for shipping and navigation, flood and erosion control;
  - creation of and improvements to private and public beaches.

##### Section 26 **Flood (F) Zone**

- Section 26.1 Uses Permitted – No person shall within any F zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a conservation project;
  - passive recreation;
  - public and private parks involving no buildings;
  - accessory structures for trails such as stiles, stairways, structures for flood and erosion control.

##### Section 24 **Private Open Space (OS2) Zone**

- 24.1 Uses Permitted – No person shall within any OS2 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a private park;
  - a golf course;
  - a tennis court;
  - a clubhouse which may include a lounge with facilities for dining and entertaining, washrooms, showers;
  - a country club;
  - a lawn bowling club.

### Section 23 **Public Open Space (OS1) Zone**

- 23.1 Uses Permitted – No person shall within any OS1 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - public park.

### Section 25 **Natural Environment (NE) Zone**

- 25.1 Uses Permitted – No person shall within any NE zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a conservation project;
  - passive recreation;
  - a public park subject to the provisions of section 23 hereof;
  - accessory buildings and structures for trails such as stiles, stairways, markers, bridges and benches;
  - structures for erosion and flood control;
  - a playground and picnicking facilities;
  - a municipally owned beach house;
  - a food concession;
  - a parking lot;
  - a salt extraction well;
  - a settling basin.
- Section 25.3.1 **NE-1**
  - Notwithstanding section 25.1 hereof to the contrary, the lands zoned NE-1 may be used for one single-family residence.
- Section 25.3.2 **NE-2**
  - Notwithstanding the provisions of section 25.1 to the contrary, the area zoned NE-2 may be used for one single-detached dwelling subject to the provisions of section 7. The area zoned NE-2 may also be used for accessory buildings and structures, not including a swimming pool, subject to the provisions of section 6.9, including section 6.9.2.2, except that no accessory building or structure shall be closer than 8 metres from the westerly lot line.

### Section 8 **Residential Medium Density (R2) Zone**

- 8.1 Uses Permitted – No person shall within any R2 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a detached single-family dwelling;
  - a semi-detached dwelling;
  - a duplex dwelling;
  - a triplex;
  - a converted dwelling containing not more than 4 dwelling units;

- a boarding, lodging, guest or tourist home containing not more than 4 guest rooms;
- a group home;
- a clinic located on an arterial road;
- a home occupation in accordance with section 2.89. hereof;
- a public park in accordance with the provisions of section 23.
- Section 8.2.7 **R2-1**
  - Notwithstanding the provisions of section 8 hereof to the contrary, the lands zoned R2-1, on part lots 3, 4, 5, 6, 7 and 8, R.P. 457, Town of Goderich, may be used for a dining room and tavern.

## Section 16 **Recreational Commercial (C7) Zone**

- 16.1 Uses Permitted – No person shall within any C7 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a marina;
  - a recreational trailer campsite;
  - accessory buildings and structures including an accessory office, washrooms, storage and boat repair facilities, dockage, a supply store, a clubhouse, a restaurant, refuse storage, mechanical, electrical and maintenance areas;
  - a parking lot;
  - a public park in accordance with section 23 hereof.
- Section 16.3.1 **C7-1** (Former CP Train Station)
  - Notwithstanding any provision in this by-law to the contrary, the area zoned C&-1 shall be subject to the following provisions:
    - an eating establishment;
    - a gift shop (including any tourist-related retail store);
    - a public building;
    - an office accessory to a harbor industry;
    - a place of entertainment;
    - a public works yard;
    - a public park;
    - a parking area;
    - uses accessory to the permitted uses.
- Section 16.3.2 **C7-2**
  - Notwithstanding any provision in this by-law to the contrary, the area zoned C7-2 shall be subject to the following provisions:
    - a hotel;
    - an eating establishment;
    - a convention complex;
    - a gift shop (including any tourist-related retail store);
    - a place of entertainment;

- a public park;
- a parking area;
- uses accessory to the permitted uses.

## Section 22 Harbour Industrial (H2) Zone

- Section 22.1 Uses Permitted – No person shall within any H2 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a terminal grain elevator;
  - a transfer grain elevator;
  - a salt mine and related manufacturing and processing facility;
  - a parking lot;
  - a public park;
  - a marine museum;
  - a harbour industrial use, but not including open bulk storage, or a country elevator;
  - harbour administration facilities;
  - open bulk storage of salt.
- Section 22.2.1 **H2-1**
  - Notwithstanding the provisions of section 22.1 hereof to the contrary, the lands zoned H2-1 may be used for the following uses:
    - all H2 uses, subject to the provisions 22.2;
    - a concession stand;
    - a shopping terrace;
    - a café;
    - a gift shop;
    - a restaurant.
- Section 22.3.2 **H2-2**
  - Notwithstanding the provisions of section 22.1 to the contrary, the area zoned H2-2 shall be restricted to the following uses: a public park and a parking area. Building and structures shall be prohibited. All other applicable provisions shall apply.
- Section 22.3.3 **H2-3**
  - In the area zoned H2-3, the subject property is deemed to be a legal “lot” for the purpose of this zoning by-law. The most easterly property line of the lot adjacent to Part 1 on Plan 22R-4463 is recognized to be the front yard. The existing concrete wall on the south side of the lot together with any apparent fixtures or structures shall be allowed to project beyond the confines of the lot as they exist on the day of the passing of the bylaw. Existing buildings and structures on the day of passing of the bylaw are recognized and deemed to conform. Notwithstanding the provisions of section 22.2 all new buildings and structures shall be constructed a minimum of 1 metre from the perimeter of the lot. Notwithstanding the provisions of section 6.23, the subject property is recognized to have a right of way as a means of access. Buildings and

structures for the sole purpose of bulk storage shall be exempt when calculating required parking spaces for the subject property.

- Section 22.3.4 **H2-4**
  - Notwithstanding the provisions of section 22.1 to the contrary, the area zoned H2-4 may also be used for a marina subject to the Zone Provisions of the Recreational Commercial zone.

#### Section 21 **Harbour Commercial (H1) Zone**

- Section 21.1 Uses Permitted – No person shall within any H1 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - a concession stand;
  - a shopping terrace;
  - a café;
  - a gift shop;
  - a restaurant;
  - a marine museum;
  - a parking area;
  - a public park

#### Section 20 **Major Community Facility (CF2) Zone**

- Section 20 Uses Permitted – No person shall within any CF2 zone use any lot or erect, alter or use any building or structure except for one or more of the following uses:
  - all uses permitted in a CF1 zone;
  - an elementary school;
  - a hospital;
  - a racetrack;
  - a fairground/stadium/arena/sports field;
  - a public utility;
  - a cemetery;
  - a sewage treatment/water treatment plant;
  - a fire hall/police/ambulance station;
  - a public works garage, warehouse or storage yard.

A review was undertaken of the proposed CHL to determine if the buildings and uses were generally compliant with the existing zones and regulations. For the most part, uses appear to conform to what is permitted by the zoning by-law. There were no obvious uses contrary to the zoning by-law that detract from the Goderich harbour area's visual or land use character, with respect to its potential CHL designation.

#### **4.4 Part IV Designated Properties**

Under Part IV of the *Ontario Heritage Act*, a municipality can conserve places in the community that are of cultural heritage value. Designation applies to real property and helps to recognize and protect the heritage features on that property. Properties that are currently designated Part IV are subject to Heritage Permits for alterations and adjacent property alterations are subject to a Heritage Impact Assessment. A property that is designated under Part IV may subsequently be included in an area designated under Part V of the OHA as a Cultural Heritage Landscape.

While there are properties within the proposed CHL that are currently protected by the provisions of Part IV designation, it should be kept in mind that a CHL designation treats an area as a whole and not as simply a collection of separate elements and therefore offers a broader level of protection.

#### **4.5 Goderich Heritage Enactment Fund**

The Municipal Heritage Committee and the Town of Goderich have developed and recommended the establishment of a Goderich Heritage Enactment Fund (GHEF) Program to provide financial assistance for heritage projects. Funds are provided as loans and/or grants out of a special Reserve Fund to restore or reconstruct original heritage resources. The GHEF program is funded by the Town and when available the Provincial and Federal government.

#### **4.6 Façade Restoration Loan Program**

This program provides financial assistance to property owners for façade improvement to buildings designated under Part IV or V under the *Ontario Heritage Act*. The program is funded by Council. The façade improvements must conform to the Official Plan Heritage Conservation policies and the relevant Heritage Conservation District Plan. Only exterior renovations are eligible.

#### **4.7 Maitland Valley Conservation Authority**

Formed in 1951, the Maitland Valley Conservation Authority (MVCA) is committed to working with community partners to create a healthier environment. The MVCA covers the watershed, or drainage area, of the Maitland, Nine Mile and Eighteen Mile Rivers, along with smaller watersheds along Lake Huron. The MVCA regulates the watershed and valley sides in Goderich through such regulations as *Shoreline Policies Ontario Regulation 164/06*.

#### **4.8 Commitments and Activities**

A review was undertaken of commitments and activities' within the Study Area for a number of reasons:

- To review the extent of architectural/property change in recent years
- To identify potential threats and/or opportunities as a result of proposed or anticipated development or redevelopment
- To assess the value/type of financial investment that is being put into structural changes/renovations



To assist in this review, the following records and information from the Town of Goderich were reviewed from a previous five-year period: Five years is the period chosen as it shows if the area is currently in a state of change or is stable.

- Amendments and applications for amendment to the Official Plan and zoning by-law;
- Site plan applications;
- Building permit records and;
- Demolition permits.

Five years is the period chosen as it shows if the area is currently in a state of change or state of stability.

This review revealed that there has been very little change with respect to land use or large-scale building construction or demolition in recent years. The largest building and demolition permit within the last five years consisted of a new salt storage dome and the removal of the old dome. Zoning changes have been relegated to the industrial harbour uses with the last change in 2007 to a H2-4 zone. There is one on-going activity, the Department of Fisheries and Oceans is preparing a Site Plan for a new Search and Rescue station located within the harbour.

#### **4.9 Planning Conclusions**

From a planning perspective, the policies, land uses and zoning that exist within the proposed CHL boundary are conducive for considering designation of a Cultural Heritage Landscape. However, updating Goderich's plans and policies to better represent the creation and maintenance of a landscape, including specific reference to Cultural Heritage Landscapes is highly recommended.

## 5.0 Goderich Harbour Cultural Heritage Landscape Boundaries

### 5.1 Criteria for Delineation of a District Boundary

Determining boundary delineation has been a critical task during this study and has been given much consideration to ensure that the unique character of the Goderich Harbour identified through the study process will be encompassed within the boundary area.

Examination of the Goderich Harbour has revealed three possible boundary lines. These segments have been described below with the intention of engaging the community in a discussion regarding the most appropriate boundary to represent the local idea of what constitutes the Goderich Harbour.

The boundary segments that collectively encompass the proposed Goderich Harbour Cultural Heritage Landscape have been determined primarily through the use of the *Ministry of Culture Heritage Tool Kit, Heritage Conservation Districts: Boundary Delineation Criteria*, as well as the following Cultural Heritage Landscape considerations:

**Historic factors** such as the boundary of an original settlement or an early planned community, concentration of early buildings and sites;

**Visual factors** determined by an architectural survey or changes in the visual character or topography of an area;

**Physical features** such as man-made transportation corridors (railways and roadways), major open spaces, natural features (rivers, treelines, and marshland), existing boundaries (walls, fences, and embankments), gateways, entrances and vistas to and from a potential district;

**Legal or planning factors** which include less visible elements such as property or lot lines, land use designations in Official Plans or boundaries for particular uses or densities in the zoning by-law, may also influence the delineation of the boundary, especially as they may affect its eventual legal description in the by-law.

### 5.2 Boundary Descriptions

Based on the criteria discussed above, this section presents the three options recommended for the boundary of the Goderich Harbour Cultural Heritage Landscape (see Figure 1 and Table 2 ).

#### Boundary 1

The area delineated by Boundary 1 encompasses the core industrial and recreational areas in the Goderich Harbour. This area extends from the Cove in the south to the Maitland Inlet Marina on the north side of the Maitland River. The western boundary extends into the lake, encompassing the breakwaters. The eastern boundary follows the top of the Bluff along Rotary Cove Beach and St. Christopher's Beach. It includes the Lighthouse property and extends from there to the bluff behind the

Goderich Elevators. The boundary extends across North Harbour Road at the trail to the Menesetung Bridge, then along the bridge to the north shore of the River.

**Boundary 2**

The area suggested by Boundary 2 extends the area of Boundary 1 on the north shore of the Maitland River. This boundary includes the “Ridge” property that is located in the Township of Ashfield-Colborne-Wawanosh.

**Boundary 3**

Boundary 3 extends Boundary 1 up the Maitland River to the Highway 21 Bridge.

<b>Table 2: Boundary Criteria</b>				
<b>Boundary</b>	<b>Historic Factors</b>	<b>Visual Factors</b>	<b>Physical Features</b>	<b>Legal or Planning Factors</b>
<b>Boundary 1</b>	Includes the core recreational and industrial areas	The eastern edge follows the natural bluffs, on top of which are the residential areas of Goderich, visually distinct from the Harbour lands	Eastern boundary edge follows the natural bluffs and the Menesetung Bridge	North edge of the boundary follows the edge of the Town of Goderich line (excluding Maitland Inlet Marina)
<b>Boundary 2</b>	Includes the “Ridge” property that was owned by families connected to the Harbour development	n/a	n/a	Follows the property line of the Ridge Property for the northern boundary line
<b>Boundary 3</b>	Photographic evidence shows ships as far up the river as the Golf Course. In addition there is archaeological evidence of mills associated with the Harbour on the Golf Course	n/a	Eastern boundary edge ends at the Highway 21 Bridge	n/a

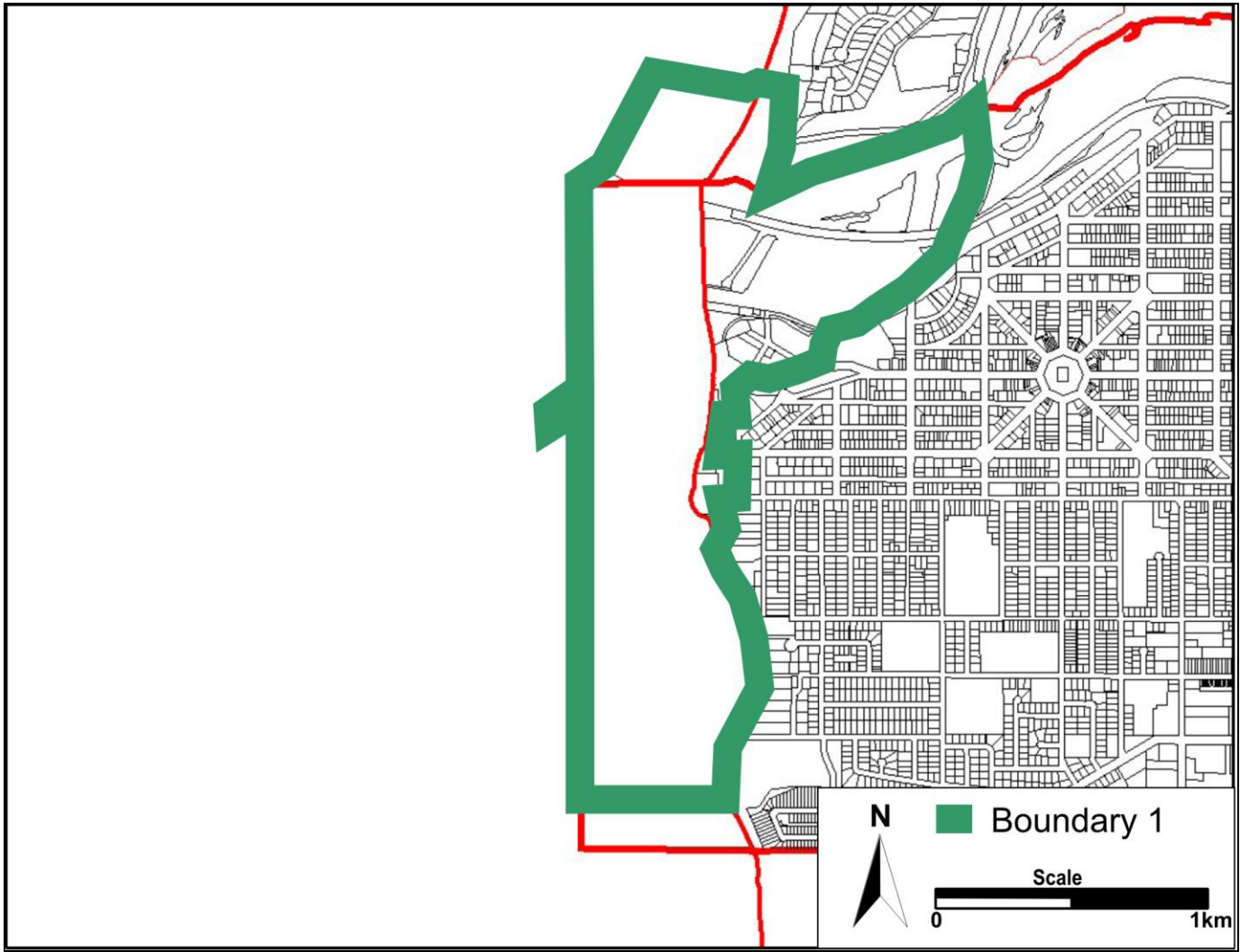


Figure 22: Map of Boundary Area 1

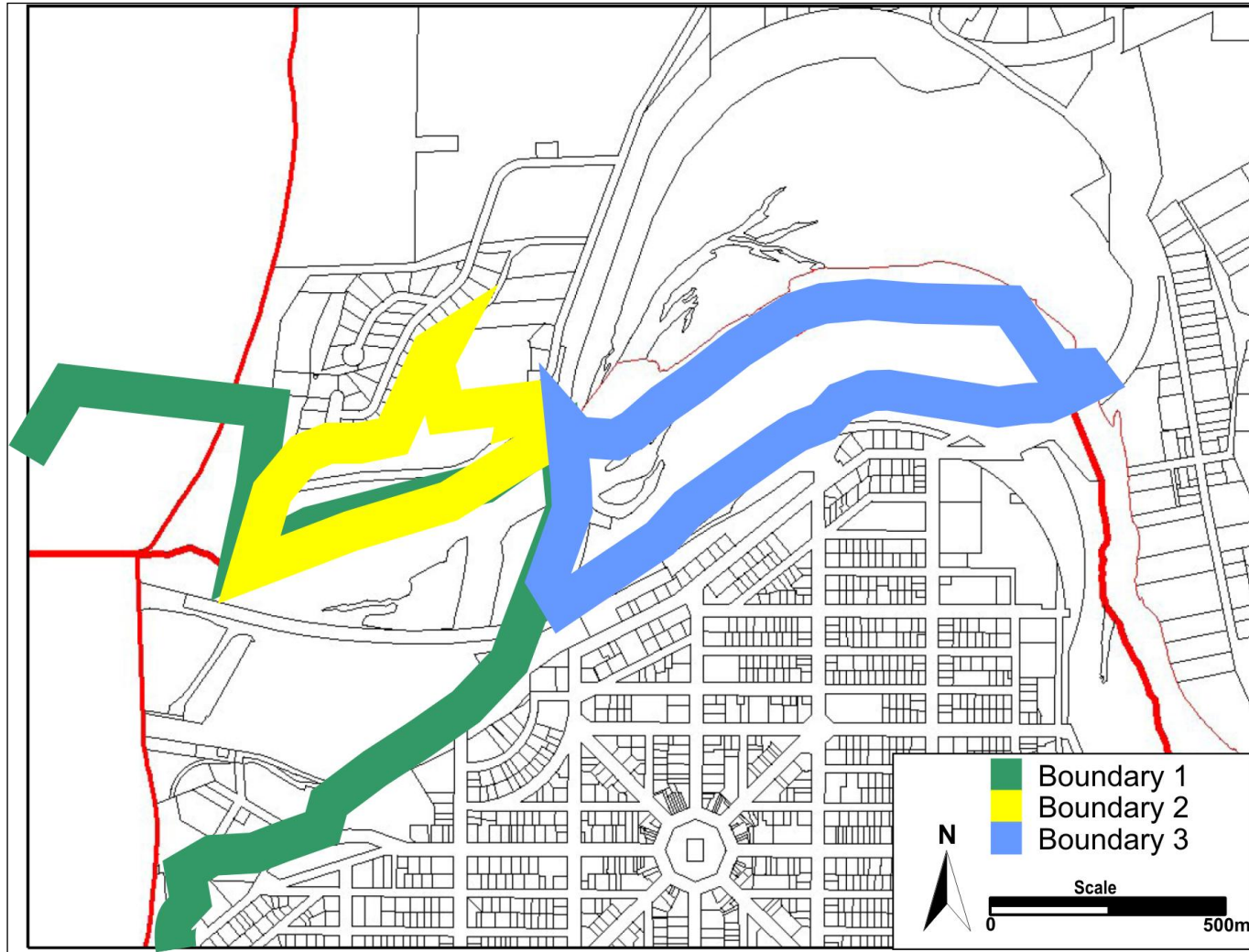


Figure 23: Map of Boundary Areas 2 and 3



### **5.3 Conclusion**

Consultation with the community on the boundary for the Goderich Harbour Cultural Heritage Landscape is an important step in the process of delineating a CHL. Based on the boundaries described above the community must discuss the potential of using just Boundary 1, or Boundary 1 plus Boundary 2 or 3. Additionally, the three areas described can be combined to create the final boundary.

## 6.0 State of Practice Regarding Cultural Heritage Landscapes in Ontario

### 6.1 Background

In the five year period since the promulgation of the *Provincial Policy Statement, 2005* which first officially recognized Cultural Heritage Landscapes (CHLs) and directed that significant examples be conserved, the practice concerning how to implement *PPS 2.6.1* has evolved slowly. This section summarizes a brief survey undertaken to determine the current state of practice concerning CHLs in the Province of Ontario.

Approximately 50 municipalities participate in a network of heritage planners and municipal heritage committee support personnel. This group meets formally a couple of times a year and communicate by email during the interim. At the beginning of February 2010 a message was sent to the network asking people to share their municipality's approach to identifying and conserving CHLs. Subsequently, additional messages were sent to particular heritage planners asking specific questions. Eleven municipalities and Parks Canada responded. People with knowledge of the operation of the Ontario Municipal Board were also informally consulted to determine if they could provide any guidance regarding CHL policy.

### 6.2 Cultural Heritage Landscape Practice Prior to *PPS 2005*

First we can consider the Parks Canada list. Under federal jurisdiction there were 11 CHLs all officially designated before the promulgation of the 2005 PPS (see Table 3). However, these designations do not have any direct or official relationship to the Ontario planning system. For example the Municipality of Chatham-Kent considered designating the Buxton settlement area under the *Ontario Heritage Act* but when the proposal was opposed the municipality did not proceed. At this stage it is not known whether any application under the *Ontario Planning Act* affecting the area would take into consideration the Federal Government CHL designation.

How might the Ontario Municipal Board rule on such an application? Prior to the 2005 PPS there were at least two OMB cases that considered the question of whether certain areas were CHLs. In one it was ruled that an area near Windsor clearly retained the character of French "long lot" land tenure system and was therefore a CHL and that its character should be conserved. In a second case the OMB ruled that the *County of Simcoe Official Plan* could legitimately make reference to CHLs and create policies for their conservation. If the OMB considered CHLs before they were referred to in the *PPS* is it logical to assume they will consider them now? Another question for the OMB might be this: since the *PPS* definition of a CHL includes Heritage Conservation Districts as an example, are all HCDs, by implication, CHLs in the eyes of the Board? When asked, a person knowledgeable in the working of the OMB opined that it would not be possible for the public to put an abstract question, what in legalese is called a "stated case," to the OMB. It appears that while the identification of CHLs is not a new phenomenon in Ontario a clear practice of how to manage them has not emerged.

<b>Table 3: Federally Designated Cultural Heritage Landscapes in Ontario</b>				
<b>NATIONAL HISTORIC SITE OF CANADA - NAME</b>	<b>LOCATION</b>	<b>REASON FOR DESIGNATION</b>	<b>YEAR OF DESIGNATION</b>	<b>YEAR PLAQUED</b>
Algonquin Provincial Park	Algonquin Provincial Park, Ontario	Canada's first provincial park, established in 1893	1992	1993
Beechcroft and Lakehurst Gardens	Roches Point, Ontario	Olmstead gardens, circa 1870	1978	
Beechwood Cemetery	Ottawa, Ontario	Exceptional example of 19th-century rural cemetery design characterized by a naturalistic, pastoral and picturesque landscape	2001	2002
Buxton Settlement	Buxton, Ontario	Farming community established by Underground Railroad refugees	1999	1999
Central Experimental Farm	Ottawa, Ontario	Cultural landscape reflecting the 19th-century philosophy of agriculture	1997	2000
Cobalt Mining District	Cobalt, Ontario	Hard rock mining cultural landscape - early 20th-century	2002	2003
Confederation Square	Ottawa, Ontario	Rare instance in Canada of a large-scale downtown development following the planning tenets of the City Beautiful movement	1984	
Gillies Grove and House	Arnprior, Ontario	Old-growth white pine forest and country house	1993	
Rideau Canal	Ottawa / Kingston, Ontario	Operational canal; 202 km route, forty-five locks	1925	1926/1964
Rideau Hall and Landscaped Grounds	Ottawa, Ontario	Residence of Governor General, with estate in British Natural style, begun in 1838	1977	1986
Royal Botanical Gardens	Hamilton, Ontario	Important teaching and research gardens and conservation area	1993	1998

### 6.3 How Are Various Municipalities Dealing with Cultural Heritage Landscapes?

Table 4 indicates the response from various municipalities as to how they deal with CHLs. While responses from 11 out of the 50 Ontario municipalities asked is not the strongest representation, it can give some idea of what is currently being done.

Two of the responding municipalities said simply that they have not designated any CHLs. Two others, London and Caledon have not designated landscapes but have spent considerable effort developing good policies that are in their Official Plans that would allow them to do so. In fact both London and Caledon have OP policies that could be used as models by others. In both cases the reluctance to use the policies appears to be political sensitivities around land use control. The City of Kitchener also has good OP policies in place and is in the process of designating its first CHL. In Kitchener’s case the process of identification and designation has already resulted in beneficial changes to a proposed development that accomplished both development goals and CHL conservation.

<b>MUNICIPALITY</b>	<b>CHL</b>	<b>STATUS</b>
Belleville	Corby Park	OHA Part IV
Caledon		OP Policy in place to conserve CHLs either using the OHA Part V approach or through site specific OP policies but as yet no designated CHL
Hamilton	<ul style="list-style-type: none"> <li>• Drummond Farm</li> <li>• Hamilton Beach</li> </ul>	OHA Part IV OHA Part V
Kitchener	Sims Estate	In progress (OHA Part IV)
London	Springbank Park	OP policy in place but park is not yet designated
Markham	<ul style="list-style-type: none"> <li>• Markham Village Heritage Conservation District</li> <li>• Unionville Heritage Conservation District</li> <li>• Thornhill Heritage Conservation District</li> </ul>	Designated Cultural Heritage Landscapes all using OHA Part V
Milton	Willmot Farmstead	OHA Part IV
Oshawa	None	
Richmond Hill	Dunlop Observatory	OHA Part IV
Whitby	None	
Windsor	Roseland Golf Course	Designated Part IV but no mention of CHL

Of the six municipalities that indicated they have designated CHLs, five have done so using the provisions of the *Ontario Heritage Act*, Part IV, individual property designation. Of those at least two,

while identifying the sites as CHLs in response to our inquiry, do not use the term Cultural Heritage Landscape in the designation by-law or reasons for designation. In the case of Windsor's Roseland Golf Course, this is somewhat strange as a golf course is a prime example of a designed landscape and given that the term was certainly used in discussions leading to the designation.

Two reporting municipalities, Markham and Hamilton indicated that they are using OHA Part V, district designation, to manage and conserve CHLs. In these cases the four areas were perhaps primarily conceived as classic HCDs rather than CHLs although the latter term is now being applied to them.

There are at least three other methods that might be used to manage and conserve a CHL once it has been identified: Official Plan provisions, designation as a Community Improvement Area and Heritage Easements. The Town of Caledon was concerned with the urban bias of the HCD approach, as being too cumbersome a mechanism for application to potentially large CHLs in rural areas. Their OP, therefore, allows identified CHLs to be subject to site specific policies although as already noted they have not yet put this into practice.

While it appears that no municipality has yet used the provisions of Section 28 of the *Planning Act*, Community Improvement Plans (CIPs), to manage a CHL, there seems to be no legal impediment to that approach.

Heritage easements have been used in other jurisdictions to manage Cultural Landscapes, designated National Historic Areas in the United States for example, but these easements are generally required in return for grants, tax relief or other financial incentives and are perhaps not well suited to an environment where direct incentives are not the rule.

#### **6.4 Conclusions**

Based on the result outlined above, specific Official Plan policies applied to duly identified CHLs are probably the best since they can be flexible, specific and tailored to the special circumstances within a given municipality.

## 7.0 Findings and Recommendations

### 7.1 Findings

- The Goderich Harbour warrants conservation as it satisfies the *Provincial Policy Statement, 2005* definition of a significant Cultural Heritage Landscape when measured against standard CHL evaluation criteria as outlined in Section 3
- Study of the area's character revealed three possible boundaries that will need to be discussed with community stakeholders
- From a planning perspective, the policies, land uses and zoning that exist within the proposed CHL boundary are conducive to considering designation of a Cultural Heritage Landscape however, specific reference to Cultural Heritage Landscapes should be added to the Official Plans
- Municipalities in the Province of Ontario have used Part IV Designation, Part V Designation and Official Plan policies to manage their Cultural Heritage Landscapes
- An option that does not appear to have been used yet to manage identified CHLs is to create a Community Improvement Plan under the *Planning Act*
- Specific Official Plan policies applied to duly identified CHLs is the best option as they can be flexible, specific and tailored to the unique circumstances of a given municipality.

### 7.2 Recommendations

The recommendations of this Study for the Goderich Harbour are as follows:

#### A) Public Consultation

Based on the finding of this study there are two items that should be examined by the community. Therefore, the following steps should be taken:

- Consult with community stakeholders to select the appropriate management mechanism for the Goderich Harbour
- Consult with the community stakeholders to determine the appropriate boundary for the Goderich Harbour Cultural Heritage Landscape

#### B) Content of the Goderich Harbour Cultural Heritage Landscape Management Policy

The Goderich Harbour warrants protection as a Cultural Heritage Landscape. As such, a management approach should be prepared that addresses the following points:

- I. A recommended mechanism for managing the Harbour
- II. Design guidelines according to the recommended mechanism
- III. Policy statements, guidelines and procedures for achieving stated objectives and managing future changes



### C) Interim Actions

- Providing timely and continuing updates on the Town and County web pages regarding the Study along with updated information on the status of the Cultural Heritage Landscape
- Making some of the materials collected for the Cultural Heritage Landscape Study available to stakeholders, the Municipal and Marine Heritage Committee, and the general public
- Pursue Part IV Designation of the heritage resources which are identified in the *Municipal Register of Cultural Heritage Properties* as priorities
- Pursue listing in the *Municipal Register of Cultural Heritage Properties* for properties in the Goderich Harbour area which were identified in this Study

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