

Appendix I: Cultural Heritage Review



CULTURAL HERITAGE REVIEW

Barrie Drainage Master Plan -
Municipal Class Environmental Assessment

TECHNICAL MEMO

January 17, 2019

E R A

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Boating in Kempenfelt Bay, c. 1919, Allandale Train Station in background (Toronto Public Library).

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*All figures (excluding Figure 5) feature maps overlaid onto the Barrie Drainage Master Plan Study Area, rather than its municipal boundaries.

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COVER PAGE: Birds'-eye view of Barrie,
facing northwest (Google Maps, 2018)

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EXECUTIVE SUMMARY



Overview

The purpose of this Technical Memo is to provide a Cultural Heritage Review for the wide-ranging infrastructure upgrades proposed in the Barrie Drainage Master Plan Municipal Class Environmental Assessment (“EA”).

It additionally addresses a request by the City of Barrie to provide a cultural heritage inventory of properties within the Drainage Master Plan’s Study Area.

While a full inventory was deemed beyond the scope of this project, we instead offer guidance for the future undertaking of such a survey and inventory process.

ABOVE: The south shore of Kempenfelt Bay, from Tollendal to Allandale (Google Maps, 2018).

Impact

In Chapters 2 & 3, we review the Drainage Master Plan EA’s preferred alternatives (i.e. proposed drainage projects) for any overlap with:

- Properties on Barrie’s existing heritage inventory; and,
- Any additional properties of prospective heritage value that are on site, adjacent or nearby, but have not yet been identified on Barrie’s heritage inventory.

In total, there are 22 projects, or clusters of projects, that overlap in some way with one or more heritage properties (either properties on the inventory, or newly identified in this study).

Specifically, there are 9 projects, or clusters of projects, that would *necessitate an easement or*



purchase of one or more newly-identified heritage properties, including:

- 150 Dunlop St. W.
- 22 Thomson St.
- 162 Sanford St.
- 80 Bradford St.
- 97 Ferndale Dr. N.
- 322 Little Ave.
- 215 The Boulevard
- 221 The Boulevard
- 223 The Boulevard
- 173 Mapleview Dr. E.
- 277 Cox Mill Rd.
- 266 Cox Mill Rd.

There are 14 projects, or clusters of projects, that are located only *adjacent or near* to heritage properties.

Recommendations

1. Any newly-identified prospective heritage properties, particularly those that will evidently sustain impact from proposed drainage work, should be studied in further depth to determine whether they should be inventoried, listed or designated.

2. Any project necessitating the demolition of a building on a heritage property should be avoided.

3. A Heritage Impact Assessment report should be prepared for any non-demolition project located on, adjacent or near to a heritage property.

Municipal Heritage Inventory

In Chapter 4, 5 & 6, we discuss how the City of Barrie could advance its new Cultural Heritage Strategy by developing a comprehensive heritage inventory, supported by a thematic framework, in accordance with emerging best practices: city-wide surveys and historic context statements.

In Chapter 5, we engage in some demonstration exercises to show what Barrie's historic context statement could look like, and how it could be applied to a city-wide survey process.



1 INTRODUCTION

1.1 Scope of This Report

This Cultural Heritage Review: Technical Memo has been prepared by ERA Architects Inc. (ERA) for CC Tatham & Associates Ltd. (CC Tatham) in service of its Municipal Class Environmental Assessment - Phases 1 & 2, for the Barrie Drainage Master Plan.

This Technical Memo reviews the Drainage Master Plan EA's preferred drainage management alternatives for possible locations of impact on Barrie's heritage resources, or on any unidentified prospective heritage resources. Points of impact are identified, but not assessed at this stage.

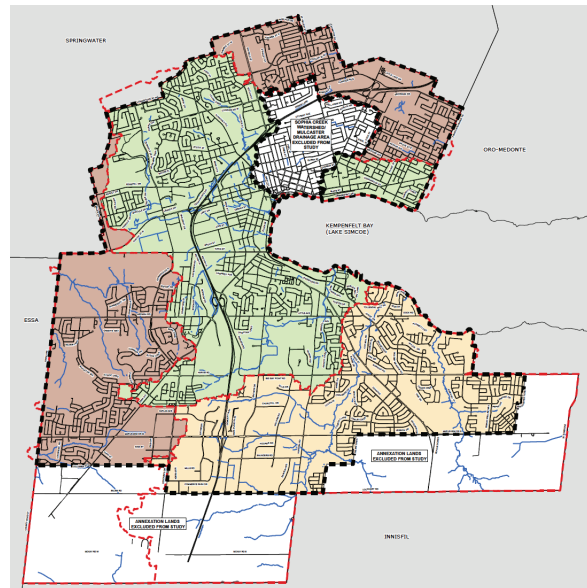
In service of a secondary Heritage Inventory request by the City of Barrie, the Technical Memo also proposes a methodology for identifying and cataloguing Barrie's heritage assets at a broad scale: a city-wide heritage inventory, supported by historic context statements (as a form of thematic framework), and a city-wide heritage survey.

1.2 Study Area

The study area for this Technical Memo is consistent with the study area presented in Section 1.1 of C.C. Tatham's Barrie Drainage Master Plan Municipal Class EA:

The study area for the Drainage Master Plan includes the entire City of Barrie excluding the Sophia Creek watershed, Mulcaster drainage area, and the Annexation Lands.

Chapters 4, 5 and 6 of this Technical Memo, which discuss a framework for managing city-wide heritage, are generally inclusive of the full City of Barrie, including the zones excluded from the Drainage Master Plan Study Area.



Drainage Master Plan EA: Study Area Location Plan, where areas in white are excluded (C.C. Tatham, 2018).

PREVIOUS PAGE: Sunnidale Road north of Highway 400 (Google Maps, 2018).



2 IMPACT IDENTIFICATION

2.1 Legislative and Policy Basis

Ontario Heritage Act

The *Ontario Heritage Act* (s. 27) authorizes municipalities to create a register of properties of cultural heritage value, which includes those that have been designated, and others that are listed on the register for prospective cultural heritage value.

The Act restricts the demolition and alteration of designated properties, subject to Council approval, and provides interim demolition control for listed properties by requiring minimum 60 days' notice to Council for any proposals to demolish structures on listed properties.

Provincial Policy Statement

The Provincial Policy Statement (PPS), 2014, sets the foundation for the regulation of land use planning and development in Ontario. The PPS supports heritage conservation as part of land-use planning and provides that significant built heritage resources shall be conserved. Section 2.6.1 states:

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

Additionally, Section 2.6.3 states:

Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

City of Barrie Official Plan

The City of Barrie's Official Plan is consistent with the Provincial Policy Statement. Section 3.4 of the Official Plan sets forth the mechanisms and parameters for heritage conservation in the City of Barrie.

Section 3.4.1(a) directs the City:

To encourage the conservation of the City's cultural heritage resources including, but not limited to, buildings, structures, areas, districts, open spaces, and landscapes, artefacts of historical and/or architectural significance and to co-ordinate these conservation efforts with development and redevelopment initiatives.

Section 3.4.2.1(m) states:

The City may inventory cultural heritage resources in the municipality through the designation by by-law and/or listing of individual heritage properties, conservation districts and landscapes, and archaeological sites on a municipal register, which can be considered when making planning decisions.

With particular relevance to the proposed Barrie Drainage Master Plan, Section 3.4.2.1(o) states:

The City shall ensure conservation of known significant cultural heritage resources prior to any undertaking of municipal public works and municipally owned properties, such as roads and infrastructure projects carried under the Municipal Class Environmental Assessment (EA) process. The City may require heritage impact assessments and satisfactory measures to mitigate any negative impacts affecting identified significant heritage resources.

The preferred drainage management alternatives proposed under the Barrie Drainage Master Plan EA are wide-ranging, and so there is a need to understand their prospective impact on heritage assets throughout the whole of Barrie.

PREVIOUS PAGE: The historic settlement of Holly at the intersection of Mapleview Drive West and Essa Road (Google Maps, 2018).

2.2 Methodology

The Drainage Master Plan Municipal Class EA has outlined a number of alternatives in drainage management that are preferred to the existing conditions in place at this time.

These “preferred alternatives” range from the retrofitting of existing stormwater management facilities, to culvert/channel/major drainage system improvements, and they each involve different types of physical intervention that may have an impact for on-site and neighbouring buildings.

Some interventions are proposed to occur within the public right-of-way, while others would occur on private properties, and would require easements or purchases of the properties and, in some cases, demolition of the buildings on site.

The Drainage Master Plan Municipal Class EA has been tasked with the evaluation of each of these preferred alternatives against a number of factors, one of which is heritage impact.

This Technical Memo identifies where the preferred alternatives may intersect with heritage resources, or prospective heritage resources that have not yet been identified, using the following two-pronged process:

1. The preferred alternative sites were overlayed onto a map of the City of Barrie’s identified heritage resources. These include those that are:
 - designated under Part IV of the Ontario Heritage Act;
 - listed on Barrie’s heritage register; or,
 - inventoried, which means they have been identified for prospective value, but have not (yet) been included on Barrie’s formal heritage register by Council, and have no legal protection at this time.
2. The preferred alternative sites were each surveyed, primarily on Google Satellite and Streetview, for prospective heritage resources that have not yet been identified.

This was done because we understand that the City of Barrie is currently interested in consolidating multiple consultant-led inventories to round out its municipal roster. We anticipated that there may be prospective heritage resources on or near

the preferred alternative sites that have not yet been identified, particularly because the City of Barrie's current inventory appears to be concentrated in the downtown core and in Allandale.

This second exercise, the windshield survey process, was limited in the following ways:

- The urban residential properties that were flagged (i.e. non factories or farmhouses) were primarily identified due to their appearance as historic buildings, and may not in fact offer true heritage value. Many evidently display very low integrity to their original design, and many do not appear to be exceptional in any way, but have been flagged because of their age.
- Properties exhibiting only historical/associative value were not necessarily flagged, because this value is not necessarily evident in their appearance.
- In general, the survey was capped at pre-1940s buildings, with some exceptions (e.g. 150 Dunlop Street West). A comprehensive future city-wide survey would be encouraged to determine if a cap date is appropriate, and if so, the date that should be selected.
- Where a building appeared to be historic from Satellite and Streetview images, but its appearance was unclear (for example, due to trees obstructing views from the street), it was included in this survey.
- Where a building appeared to have potentially been demolished, but was present on Satellite and Streetview images, it was included to mitigate for uncertainty (e.g. 105 Edgehill Drive).

This methodology, as a whole, is also limited in that no public works have been identified. There may be historic public infrastructure (e.g. drainage or water management systems) that would be altered or lost throughout this process. The City of Barrie should consider whether any such infrastructure pieces (most of which are not visible to the public) merit further study.

PREFERRED DRAINAGE ALTERNATIVES & BARRIE'S HERITAGE INVENTORY

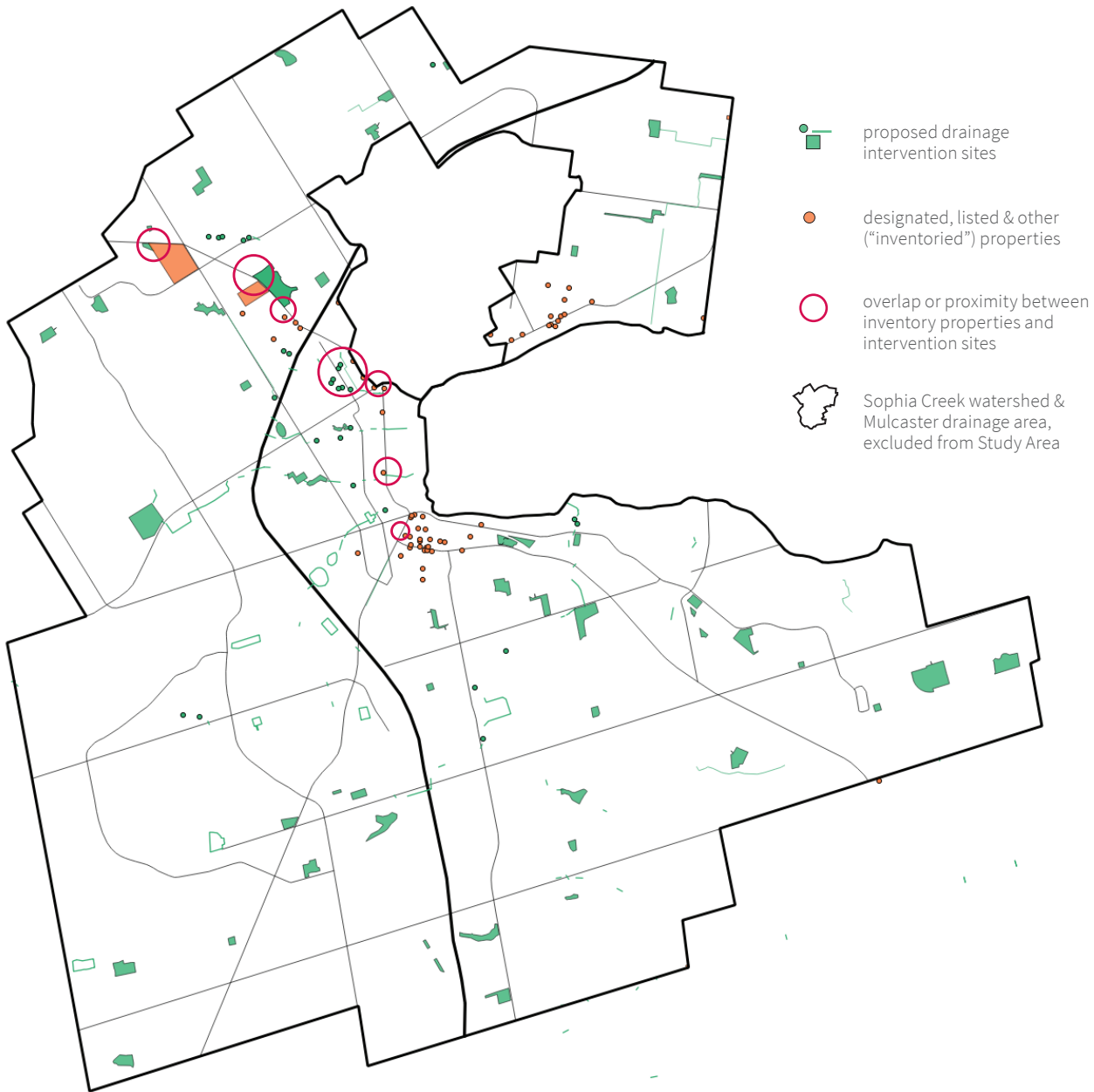


Fig. 1. (ERA 2018)

PREFERRED DRAINAGE ALTERNATIVES & PROSPECTIVE HERITAGE RESOURCES

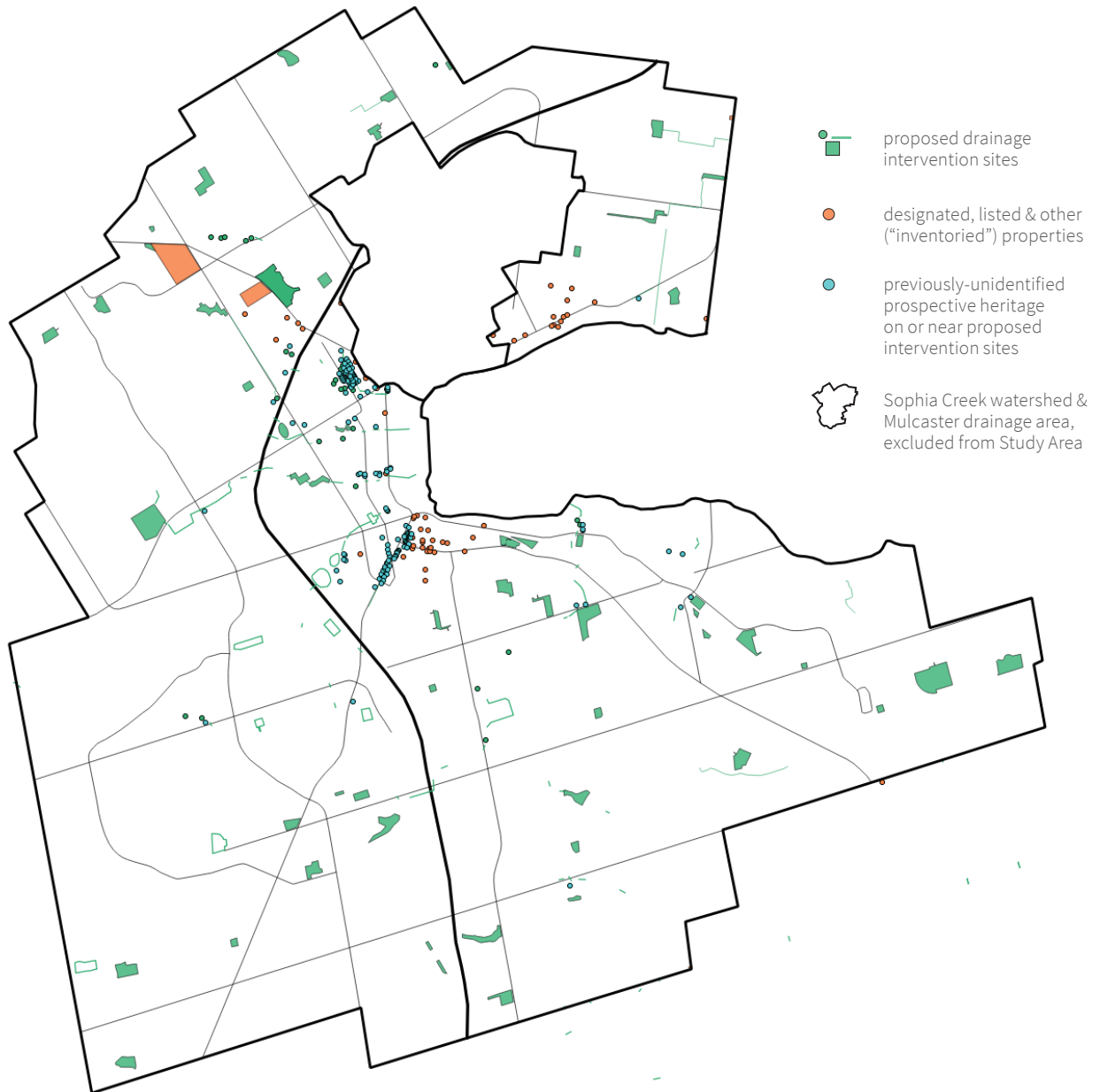


Fig. 2 (ERA 2018)

2.3 Projected Impact of Preferred Alternatives

Using the methodology described, and the results of the two mapping exercises above, every preferred alternative was evaluated for its proximity to the following types of properties:

- Designated [D];
- Listed [L];
- Inventoried [I]; and,
- [N] properties, which are those that have been newly identified in Figure 2 for the first time in this study.

The analysis found that there are [9 preferred alternatives](#), or clusters of preferred alternatives, that would *necessitate an easement or purchase* of up to 12 prospective heritage properties (i.e. properties that have been newly identified in this study). These projects, or project clusters, are outlined in Figure 3 on the following page. The 12 newly-identified properties involved are:

- 150 Dunlop Street West
- 22 Thomson Street
- 162 Sanford Street
- 80 Bradford Street
- 97 Ferndale Drive North
- 322 Little Avenue
- 215 The Boulevard
- 221 The Boulevard
- 223 The Boulevard
- 173 Maplevue Drive East
- 277 Cox Mill Road
- 266 Cox Mill Road

The analysis also found that there also are [14 preferred alternatives](#), or clusters of preferred alternatives, that would not necessitate an easement or purchase of a heritage property, but would be *undertaken in close proximity to* recognized or prospective heritage properties.

Heritage properties that are adjacent or near to infrastructure improvements have potential to sustain a negative physical or visual impact over the course of the intervention work. These projects, or project clusters, are outlined in Figure 4 on pages 10-11.

An in-depth review of every preferred alternative is included in a chart in Appendix A.

Heritage Status under Barrie's Existing Inventory

Barrie's existing heritage inventory is organized into Designated, Listed and Other ("inventoried") Properties, where designated properties have been legally protected under Part IV of the *Ontario Heritage Act*, Listed properties have been flagged on Barrie's Register for prospective value and have legal interim demolition control, and Other properties have been inventoried by the City for prospective value, but have not been protected in any way under the *Ontario Heritage Act*.

9 PREFERRED ALTERNATIVES ON RECOGNIZED/PROSPECTIVE HERITAGE PROPERTIES					
1. PREFERRED ALTERNATIVE CLUSTER - #8A, 162, 163, 10, 11A, 165, 166, 167					
On these properties:	Adjacent or near to any other properties?				
150 Dunlop St W (N)	9 Bradford St (L)	32 Parkside Dr (I)	5 Bradford St (N)	62 Eccles St N (N)	55 Park St (N)
22 Thomson St (N)	124 Dunlop St W (L)	67-70 Parkside Dr (I)	9 Bradford St (N)	66 Eccles St N (N)	57 Park St (N)
			11 Bradford St (N)	68 Eccles St N (N)	58 Park St (N)
			13 Bradford St (N)	7 Florence St (N)	59 Park St (N)
			126 Dunlop St W (N)	10 Florence St (N)	61 Park St (N)
			162 Dunlop St W (N)	11 Florence St (N)	67 Park St (N)
			31 Eccles St N (N)	13 Florence St (N)	68 Park St (N)
			47 Eccles St N (N)	15 Florence St (N)	103 Sophia St W (N)
			49 Eccles St N (N)	16 Florence St (N)	104 Sophia St W (N)
			51 Eccles St N (N)	17 Florence St (N)	106 Sophia St W (N)
			52 Eccles St N (N)	19 Florence St (N)	107 Sophia St W (N)
			53 Eccles St N (N)	28 Florence St (N)	114 Sophia St W (N)
			54 Eccles St N (N)	49 Park St (N)	115 Sophia St W (N)
			58 Eccles St N (N)	52 Park St (N)	119 Sophia St W (N)
					121 Sophia St W (N)
2. PREFERRED ALTERNATIVE CLUSTER - #26, 27A, 28					
On these properties:	Adjacent or near to any other properties?				
162 Sanford St (N)			158 Sanford St (N)		
3. PREFERRED ALTERNATIVE #44					
On these properties:	Adjacent or near to any other properties?				
80 Bradford St (N)					
4. PREFERRED ALTERNATIVE CLUSTER - #50 & 51					
On these properties:	Adjacent or near to any other properties?				
97 Ferndale Dr N (N)					
5. PREFERRED ALTERNATIVE CLUSTER - #80, 83, 84, 179					
On these properties:	Adjacent or near to any other properties?				
322 Little Ave (N)			308 Little Ave (N)		
6. PREFERRED ALTERNATIVE CLUSTER - #87, 88, 89, 174, 175, 176, 177					
On these properties:	Adjacent or near to any other properties?				
215 The Boulevard (N)					
221 The Boulevard (N)					
223 The Boulevard (N)					
7. PREFERRED ALTERNATIVE CLUSTER - #103, 104, 105					
On these properties:	Adjacent or near to any other properties?				
173 Maplevue Dr E (N)					
8. PREFERRED ALTERNATIVE #119					
On these properties:	Adjacent or near to any other properties?				
277 Cox Mill Rd (N)					
9. PREFERRED ALTERNATIVE #120					
On these properties:	Adjacent or near to any other properties?				
266 Cox Mill Rd (N)					

Fig. 3. The properties that are adjacent/near to preferred alternatives sites are organized, from left to right, by their heritage status: listed (L), inventoried (I) and newly identified (N). There are no designated properties on, adjacent or near to preferred alternative sites (ERA 2018)

14 PREFERRED ALTERNATIVES ADJACENT/NEAR TO RECOGNIZED/PROSPECTIVE HERITAGE PROPERTIES					
1. PREFERRED ALTERNATIVE #3					
Adjacent or near to:					
	St. Mary's Catholic Cemetery (I)				
2. PREFERRED ALTERNATIVE #6					
Adjacent or near to:					
	Barrie Union Cemetery (I)				
	11 Letitia St (I)				
3. PREFERRED ALTERNATIVE #15					
Adjacent or near to:					
		268 Essa Rd (N)			
4. PREFERRED ALTERNATIVE #19					
Adjacent or near to:					
		31 Alfred St (N)	43 Alfred St (N)	25 Wood St (N)	
		33 Alfred St (N)	45 Alfred St (N)	67 Campbell Ave (N)	
5. PREFERRED ALTERNATIVE #30					
Adjacent or near to:					
	8 Cumberland St (I)	7 Burton Ave (N)	11 Cumberland St (N)	98 Essa Rd (N)	135 Essa Rd (N)
		9 Burton Ave (N)	12 Cumberland St (N)	100 Essa Rd (N)	136 Essa Rd (N)
		11 Burton Ave (N)	13 Cumberland St (N)	102 Essa Rd (N)	137 Essa Rd (N)
		12 Burton Ave (N)	27 Essa Rd (N)	103 Essa Rd (N)	142 Essa Rd (N)
		13 Burton Ave (N)	28 Essa Rd (N)	107 Essa Rd (N)	147 Essa Rd (N)
		14-16 Burton Ave (N)	50 Essa Rd (N)	109 Essa Rd (N)	150 Essa Rd (N)
		17 Burton Ave (N)	54 Essa Rd (N)	114 Essa Rd (N)	161 Essa Rd (N)
		2 Caroline St (N)	63 Essa Rd (N)	119 Essa Rd (N)	272 Essa Rd (N)
		5 Cumberland St (N)	84 Essa Rd (N)	121 Essa Rd (N)	284 Essa Rd (N)
		6 Cumberland St (N)	88 Essa Rd (N)	124 Essa Rd (N)	302 Essa Rd (N)
		7-9 Cumberland St (N)	90 Essa Rd (N)	125 Essa Rd (N)	306 Essa Rd (N)
		10 Cumberland St (N)	92 Essa Rd (N)	132 Essa Rd (N)	
6. PREFERRED ALTERNATIVE CLUSTER - #32 & 35					
Adjacent or near to:					
		105 Edgehill Dr (N)			
7. PREFERRED ALTERNATIVE #34					
Adjacent or near to:					
		39 Shirley Ave (N)			
8. PREFERRED ALTERNATIVE #36					
Adjacent or near to:					
		70 Edgehill Dr (N)			
9. PREFERRED ALTERNATIVE CLUSTER - #37, 39, 40A, 168					
Adjacent or near to:					
		50 Anne St N (N)			
		109 Henry St (N)			

Fig. 4. Continued on following page. (ERA 2018)

10. PREFERRED ALTERNATIVE CLUSTER - #41 & 42					
Adjacent or near to:					
		35 Perry St (N)			
		2-4 Innisfil St (N)			
11. PREFERRED ALTERNATIVE CLUSTER - #59, 60, 61, 62, 63					
Adjacent or near to:					
168-170 Bradford St (L)		10 Frederick St (N)	130 Innisfil St (N)	89 Sanford St (N)	161 Bradford St (N)
		14 Frederick St (N)	85 Sanford St (N)	157 Bradford St (N)	164 Bradford St (N)
		128 Innisfil St (N)	86 Sanford St (N)	160 Bradford St (N)	
12. PREFERRED ALTERNATIVE CLUSTER - #121 & 122					
Adjacent or near to:					
		298 Tollendal Mill Rd (N)			
		311 Tollendal Mill Rd (N)			
13. PREFERRED ALTERNATIVE CLUSTER - #154 & 155					
Adjacent or near to:					
		260 Ardagh Rd (N)			
14. PREFERRED ALTERNATIVE #180					
Adjacent or near to:					
		279 Blake St (N)			

Fig. 4. The lists of properties are organized, from left to right, by their heritage status: listed (L), inventoried (I) and newly identified (N). There are no designated properties adjacent or near to preferred alternative sites (ERA 2018).

2.4 Limitations

The windshield survey that was conducted to identify prospective, previously-unidentified resources serves to illustrate some gaps that are currently present in the City of Barrie's heritage inventory.

137 sites of prospective value were flagged. While it is unlikely that each one is so valuable as to merit listing or designation, it is not clear how some of these sites are distinguished from those that are currently inventoried, or even listed, on Barrie's heritage inventory.

In recognition of the fact that Barrie's Cultural Heritage Strategy (2018) recommends a more fulsome approach to the heritage inventory, the second half of this Memo is oriented toward how the City of Barrie might undertake the next steps in developing its heritage resource identification and management program.



277 Cox Mill Road, between Hurst Drive and the railway, is currently not identified on Barrie's heritage inventory, despite its clear appearance as a historic farmhouse. The property falls within the Drainage Master Plan EA's Preferred Alternative No. 119, which would retrofit the Stormwater Management Facility at the rear of the lot (Google Maps, 2018).

3 DRAINAGE MASTER PLAN RECOMMENDATIONS

The Drainage Master Plan EA recommends a number of preferred alternatives for drainage management throughout Barrie. Some preferred alternatives may present disruptive impact to heritage resources, depending on a number of factors, including:

- The type of intervention and its level of physical impact on any buildings on site or adjacent; and,
- The intervention's proximity to the heritage resource.

To mitigate for any disruptive impact, this report offers three recommendations for heritage conservation under the Barrie Drainage Master Plan EA process:

1. [Commission closer analyses of properties on or near preferred alternative sites that have been newly identified in this study:](#)

Newly-identified properties have only been flagged for prospective value via a high-level windshield survey. They have not been studied individually, and this report does not comment on any heritage value they may have, it simply flags them for further study.

Where a newly-identified property is located on, adjacent or near to a preferred alternative site, we recommend that the City of Barrie undertake or commission a closer analysis of the property for any heritage value or interest, to determine if it should be inventoried, listed or designated, or remain off Barrie's heritage inventory.

This analysis should be undertaken prior to the decision to pursue the drainage intervention work in question.



The Knights Inn motel at 150 Dunlop Street West has been newly identified as a prospective heritage property due to its apparent mid-century modern architectural interest, and its presence on the site of the Drainage Master Plan EA's Preferred Alternative Cluster #8A, 162, 163, 10, 11A, 165, 166, 167 (Google Maps, 2018).

2. Avoid demolition on recognized heritage properties:

Where a preferred alternative would require demolition on a property that is designated, listed or inventoried, an alternative intervention should be pursued, or the status quo should be maintained.

As per Recommendation 1, where a preferred alternative would require demolition on a property that has been newly identified in this study, the recommended further analysis should determine whether the property is worthy of addition to Barrie's heritage inventory, and if demolition should thus be avoided.

3. Commission Heritage Impact Assessment reports:

A Heritage Impact Assessment report should be required by the City of Barrie for any preferred alternative that:

- (a) is proposed on a designated, listed or inventoried property;
- (b) is located adjacent or near to a designated, listed or inventoried property; or,
- (c) is proposed on, adjacent or near to any newly-identified property that has been determined to have heritage value or interest via the further study suggested in Recommendation 1.

If the Heritage Impact Assessment determines that the proposed impact on the heritage resource would be too great, an alternative intervention should be pursued, or the status quo maintained.

If Heritage Impact Assessment reports are deemed infeasible, an alternative intervention should be pursued, or the status quo maintained.

FOLLOWING PAGE: The edge of Kempenfelt Bay at Allandale, with the Allandale Station in the foreground, looking southwestward along Tiffin Street (Google Maps, 2018).

Legal Conservation Requirements Based on Heritage Status

The properties on Barrie's existing heritage inventory are subject to 3 distinct levels of heritage protection, depending on their legal status.

Properties that are **designated** under Part IV of the Ontario Heritage Act require Council approval to demolish or alter structures on site. Their designation by-laws include lists of heritage attributes that are expected to be conserved.

Properties that are **listed** on Barrie's heritage Register require a minimum 60-days' notice to Council for proposals to demolish any structures on site, during which time Council may exercise its right to designate the property under Part IV of the Ontario Heritage Act.

Properties that have been **inventoried**, i.e. included in the inventory but not listed on Barrie's formal Register by Council, present no legal requirements for demolition, alteration or notice. Structures may be altered or demolished with no legal implications. The same applies to properties that have been identified by ERA for the first time in this study.

Despite these levels, our recommendations in this Memo do not distinguish between designated, listed or inventoried properties, due to the possibility that their current heritage status does not accurately reflect their value.

This is based in the fact that the City of Barrie has recently recommended a more fulsome approach to its own heritage inventory, meaning that it may not be fully comprehensive at this time.





4 BEST PRACTICES IN HERITAGE INVENTORIES

The City of Barrie originally requested that the Barrie Drainage Master Plan Municipal Class EA be delivered in conjunction with a heritage inventory for the Study Area. As the Study Area comprises the entirety of Barrie save for the downtown core, the exercise was deemed to be beyond the feasible scope of this project.

However, we understand that the City of Barrie’s Cultural Heritage Strategy, produced in the fall of 2018, directs the City to:

“Consolidate and compile all reports and background research, inventories and maintain a database of archaeological reports submitted with secondary plans and development applications done to date by previous heritage committees, staff, and consultants as an information resource and place in a public location.” (Section 7.1.2.a)

Sections 2.3 and 5.3 (Figure 14) of this Memo provide lists of prospective heritage resources that have not yet been identified on Barrie’s heritage inventory. The list in Section 2.3 addresses prospective heritage resources that may overlap with proposed drainage interventions (identified as [N] properties in 2.3), while the list in 5.3 reflects others we have identified. These do not constitute a fulsome inventory of the Study Area. However, they may contribute to Barrie’s consolidation of properties flagged in various recent consultant studies.

Beyond these two lists, we would like to offer additional guidance for the pursuit of a comprehensive city-wide inventory, based on our experience and precedent studies in other municipalities that have taken on this initiative.

4.1 Municipal Heritage Inventories

A municipal heritage inventory is a list of heritage resources that imposes no legal restrictions on property. It is a tool in municipal heritage management and programming that provides a baseline understanding of the municipality’s heritage assets, from which further conservation measures and tools may be implemented as appropriate.

Comprehensive heritage inventories often begin with a survey of historic properties within a prescribed area, in order to understand what exists and what might be worth conserving. Surveys may be conducted by a variety of participants, including municipal staff and consultant heritage planners in concert with engaged community-based volunteers.

PREVIOUS PAGE: The Penetanguishene Road (Highway 93) at Barrie’s eastern border with Oro-Medonte (Google Maps, 2018).

Once a broad heritage inventory has been compiled, further research and field investigation may be conducted under the municipality's heritage program to better understand the value and potential need for conservation of each of the places identified in the inventory.

If such a need is identified, municipalities have a variety of tools at their disposal to support the conservation and stewardship of these places, including individual property designations (Part IV under the *Ontario Heritage Act*), Heritage Conservation District designations (Part V under the *Ontario Heritage Act*), Archaeological Site designations (Part VI under the *Ontario Heritage Act*) as well as listing non-designated properties on the municipal register, which is used to identify properties and flag them for interim protection from demolition.



Management process for municipal heritage resources (ERA 2014).

4.2 Emerging Best Practices: City-Wide Surveys and Historic Context Statements

Complementing conventional approaches to inventories, registers and designations, city-wide surveys of heritage resources represent an emerging best practice in North America, and have been the subject of a major study by the Getty Conservation Institute.

City-wide surveys are comprehensive studies that are carried out in a systemic manner, using historic context statements to help assess properties, based on their type, contribution to neighbourhood character, or connection to a locally significant narrative or historical theme. They employ streamlined approaches to minimize detailed (and costly) property-by-property research and analysis, emphasizing the themes and patterns that shape urban areas.

This approach is designed to foster a richer understanding of the character, qualities, uses and special features of urban, suburban and

rural areas, and the contribution that individual properties make to their broader setting. Its focus is the larger urban landscape and the relationships between its constituent elements and layers, rather than individual historic sites and monuments, independent of context.

Traditional approaches to conservation tend to position heritage as something set apart from ordinary places and processes, drawing boundaries around, or ‘red-lining’ historic places, in order to protect them from excessive change or redevelopment. Emerging city-wide survey and inventory approaches, by contrast, aim to better integrate heritage within broader urban planning frameworks, and treat heritage as a resource and potential catalyst for desirable forms of new investment and urban revitalization.

This approach can help foster a more integrated approach to urban and heritage planning. For example, it is being used in some cities to evaluate the form and location of new development, and refine zoning by-laws. It can also provide a more defensible framework and rationale for proposed heritage listings and designations.

Because of their comprehensive nature, city-wide surveys and historic context statements can be used to understand and express the contributions of underrepresented cultural communities to the history and character of cities. They may also be used to reveal more modest historic places that would not typically qualify for individual property or district designation, but are valued by citizens because of the role they play in enhancing the environments in which they live or work.

City-wide surveys are increasingly being used by local governments to develop comprehensive heritage conservation plans, and identify a broad range of urban planning and policy tools to support heritage conservation (for example, secondary plans, zoning by-laws, urban design guidelines, incentives, or other municipal policies).

Los Angeles, Charleston and Philadelphia are among the many cities in the United States that have adopted a city-wide approach. Comparable European strategies include English Heritage’s ‘landscape characterization’ and the Norwegian Directorate for Cultural Heritage ‘DIVE’ (Describe, Interpret, Value and Enable) initiative, both of which provide integrated approaches to urban development and heritage conservation. Some municipalities in Alberta and British Columbia have begun to use historic context statements, in conjunction with local historic place registers, in the assessment of historic resources.

4.3 Barrie's Inventory and the Cultural Heritage Strategy (2018)

To date, Barrie's heritage inventory and list of designated properties is predominantly concentrated in Barrie's historic downtown core.

Our brief, high-level survey of the Drainage Master Plan's overlap with prospective heritage sites illustrates that there are opportunities to recognize historical themes and stories beyond the development of Barrie's downtown. Examples include the annexation of neighbouring villages, the redevelopment of longstanding farmsteads, and Barrie's suburban expansion outward through the 20th century.

The City of Barrie is well prepared to begin to study and incorporate such themes into its heritage management program. Over the last decade, the City has demonstrated a clear commitment to a progressive and comprehensive heritage management strategy. Our understanding is that this was largely sparked by grassroots initiatives in heritage conservation. Such community involvement and buy-in is a hallmark of successful heritage programs.

The City of Barrie and engaged stakeholders have collaborated to produce the following initiatives, which comprise productive steps toward a comprehensive heritage management program:

Heritage Barrie Walking Tours (Ongoing)

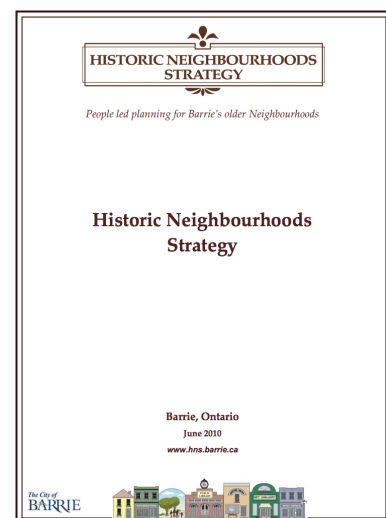
Heritage Barrie provides seven self-guided walking tours showcasing different historic areas of the City. An interactive online map as well as printed maps and guidebooks are available for the sites, including, "Discovering the Waterfront," "Grand Homes," "H-Block and Courthouse Hill," and "Downtown East and West." These are supported by intensive research conducted using local expertise.

Historic Neighbourhoods Strategy (2009-2010)

The Historic Neighbourhoods Strategy was developed by residents of Barrie's historic downtown neighbourhoods, including: The Grove, Downtown, Queen's Park, West Village, Brock Park and Allandale. This grassroots initiative by local residents identifies each neighbourhood's unique issues and opportunities, provides an Action Plan listing short- and long-term goals and projects, and estimates the anticipated costs and timelines associated with successful implementation. The Historic Neighbourhoods Strategy



Heritage Barrie: Allandale Walking Tour (www.barrie.ca)



City of Barrie Historic Neighbourhoods Strategy (www.hns.barrie.ca)

is an important step in the heritage management process because it facilitates future community partnerships and engagement, and thoughtful dialogue on issues of conservation, adaptability and development pressures.

Barrie Cultural Heritage Strategy (2015-2018)

A City-initiated comprehensive study looking at Barrie's cultural heritage resources, from significant buildings, monuments and archaeological sites, to natural landscapes, public spaces and art, parks, gardens, lot layouts, and neighbourhoods. The Cultural Heritage Strategy included a background review report and significant public outreach and stakeholder consultation. The strategy culminated in the development of a roadmap for building awareness, appreciation and identification of the City's unique heritage assets. The Heritage Strategy (September 2018) recommends a number of actions to support retention, protection and enhancement of these heritage resources within an ever-changing urban context.



City of Barrie Cultural Heritage Strategy (www.barrie.ca)

The Cultural Heritage Strategy clearly lays the groundwork for the pursuit of a thematic framework in Section 7.1.2(b). The thematic framework's development will be an important first step to allow the City to achieve the majority of its stated action items, including the following examples:

- 7.1.2(d) - *Utilize... public facilities and public parks or spaces for interpretive signage to tell the story of the diverse cultures of Barrie.* A thematic framework would provide a better understanding of diverse histories that do not show up in Barrie's dominant narrative, particularly those that emerge for the first time through public consultation.
- 7.2.2(a) - *Update designation by-laws for 16 designated properties on the municipal heritage registers so that the heritage values, features and attributes are included in the by-law per the requirements.* The Statements of Significance developed for these designation by-laws would be based in Barrie's valued historical narratives, as described under the thematic framework.
- 7.4.2(c) - *Support reinstating Doors Open Barrie.* A thematic understanding of Barrie's history, and the physical attributes

that are significant to each theme (e.g. farmhouses are significant to agriculture as an economic driver), would help to ensure that Doors Open Barrie captures the full breadth of historical narratives significant to local stakeholders.

Next Steps for Barrie's Heritage Program

In the following chapter, we engage in some exercises to demonstrate how Barrie might develop a thematic framework in the form of a city-wide historic context statement (5.1), which could be followed by a series of character-area historic context statements.

Historic context statements begin by introducing and providing a historical overview of a place, followed by a reframing of its history into themes, and an identification of the physical attributes, or types of resources, that are significant to the place and its historical themes. Historic context statements are generally prepared for smaller character areas, but they may be produced at a higher, more general level for full municipalities.

Following the demonstration of a preliminary historic context statement for Barrie, we show how a historic context statement could be used to:

- Understand and evaluate properties for heritage significance (5.2); and,
- Conduct a city-wide survey, guided by the historic context statement's character areas and corridors (5.3).

5 DEMONSTRATION EXERCISES

5.1 Preliminary Historic Context Statement

5.1.1 Introduction

The City of Barrie is located at the west end of Lake Simcoe, within both Innisfil and Vespra Townships in Simcoe County. With a population of 145,000, the city has seen sustained growth over the last four decades, primarily as a residential market for commuters to Toronto. The city is served by both the Highway 400 and weekday service on the GO Train.

While just recently, Barrie's largest employers had been in institutional sectors (Georgian College, Royal Victoria Regional Health Centre), in the last 10 years data and securities centres have begun to cluster in the region, including those of the Bank of Montreal, TD Canada Trust, Cogeco and IBM. Drawn by available land for large-scale warehouse-based operations, and relatively secure distance from major urban centres and the east and west coasts, there is potential for this cluster to foster an identity for Barrie as a data and securities hub.

Located on the edge of the Muskoka region and in close proximity to Georgian Bay, Barrie is a centre for outdoor year-round recreational activity, with trail networks and Lake Simcoe beachfront activities in summer, and nearby ski hills, snowmobiling paths and ice fishing opportunities in winter. In 2017, the City opened Heritage Park along the water at the foot of Barrie's historic downtown core, a reinvestment in the downtown waterfront that tells the city's story through monuments, interpretive measures and public art. This has occurred concurrently with Barrie undertaking an arts and culture plan and a cultural inventory, as well as grassroots initiatives around heritage that are bringing the city's investment back to its historic core.

5.1.2 Historical Overview

In the years prior to contact with Euro-Canadian settlers, the area that is now Barrie formed the southeast edge of Wendake, or Huronia, the historic homeland of the Wendat. Written accounts by early French fur traders and missionaries note that the lands from today's Kempenfelt Bay and Lake Simcoe to Georgian Bay were occupied by the Wendat, an Iroquoian nation. The Wendat predominantly practised agriculture, constructed palisaded villages, in part to fortify against ongoing conflict with the Haudenosaunee, and served as liaisons between the Algonquian Anishinaabe peoples in the upper lakes region (the north end of Lake Huron, and Lake Superior) and their allied Iroquoian groups to the south. Traveling between these regions, the Wendat

Why Preliminary?

This Preliminary Historic Context Statement is intended to demonstrate how a historic context statement can function as a thematic framework, which can then guide the development of a comprehensive heritage inventory and provide an understanding of the value of the sites identified.

Formal historic context statements require in-depth research and, most importantly, public engagement, to fully assess and incorporate the narratives and values most important to local communities.

This Preliminary Historic Context Statement uses Barrie's existing and publicly available heritage narrative, reframing it into historical themes. Further research and public engagement is required to ensure that Barrie's ultimate city-wide and character-area historic context statements would offer sufficiently comprehensive diversities of stories and perspectives.

employed what would later be known as the Nine-Mile Portage, a path between the northwest end of Kempenfelt Bay and Willow Creek, a tributary of the Nottawasaga River, which flows into Georgian Bay.

In the 1650s, European-transmitted diseases and escalating conflict with the Haudenosaunee dispensed and decimated the Wendat in Wendake. Relatively soon afterward, the Haudenosaunee left the area as Anishinaabe groups like the Mississaugas moved southward into Wendake, and further south to the shores of Lake Ontario. Meanwhile, the 1760s saw the transfer of the region's colonial power from the French to the British.

In 1791, a British colonial administration arrived in the newly-created colony of Upper Canada. After traveling the Carrying Place Trail to Lake Simcoe with Mississauga guides, Lieutenant-Governor John Graves Simcoe established Yonge Street, a military road stretching from York (Toronto) to Holland Landing. The War of 1812 amplified the importance of north-south land-based military routes, as the logical water-based route was too close to the American border to guarantee safe passage. Upper Canada's administration soon directed all ship-building and road construction labour to the formalization of the Nine-Mile Portage and the construction of a second military road, the Penetanguishene Road (today's Highway 93), which ran

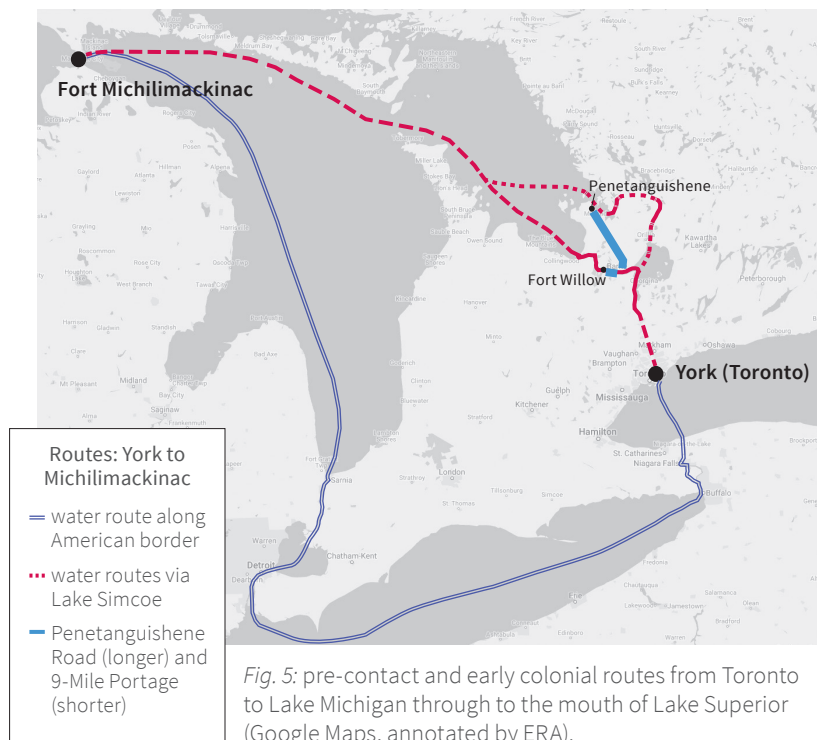


Fig. 5: pre-contact and early colonial routes from Toronto to Lake Michigan through to the mouth of Lake Superior (Google Maps, annotated by ERA).

directly from Kempenfelt Bay to Georgian Bay. A military post was established at Penetanguishene, and another at Fort Willow, at the Nine-Mile Portage's end, where bateaux were constructed to transport military supplies to Fort Michilimackinac.

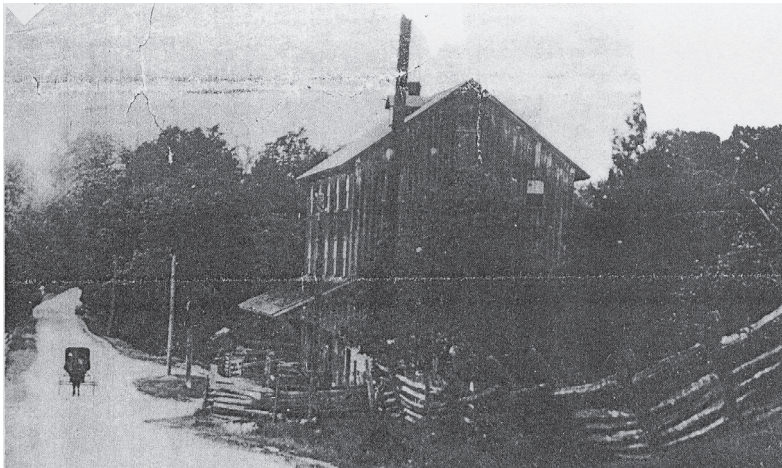
Permanent colonial settlement in the Barrie area began at the War of 1812's conclusion. Labourers along the Nine-Mile Portage settled in the area, as did former North West Company traders, who had worked along the Portage from the late 1790s. The colonial administration directed military settlement to the Penetanguishene Road, with an aim to re-enlist retired members should a future conflict arise. Over the next two decades, small villages emerged along the shores of Kempenfelt Bay: the military's Kempenfelt Village, at the base of the Penetanguishene Road; Barrie, at the base of the Nine-Mile Portage; Allandale, across the bay; and Tollendal, with its saw- and grist mill, at the mouth of Lovers' Creek. In the late 1830s, Barrie was awarded the county seat over Tollendal and Kempenfelt, a decision which laid the groundwork for Barrie's growth at their expense.

In 1853, Allandale became the site of a station along the Ontario, Simcoe and Huron Railway (later the Northern Railway). The line was extended to Barrie in 1865. This railway connection, combined with the emergence of steam-powered mills and factories, forecasted the development of Barrie's industrial sector, along the bay-side rail corridor south of Barrie's downtown core. Supported by industries like Wilkinson Flour, Woollen and Knitting Mills and the Simcoe Steam Brewery, the Town of Barrie developed around municipal institutions like the Simcoe County Jail and Courthouse, an ornate post office, schools, churches, and a municipal core in the centre of the original town plan at Mulcaster and Collier Streets.



A cartographer's interpretation of the waterfront route from Allandale into Barrie, 1875 (Barrie Historical Archive).

Members of the municipal administration and local business owners established homes in the affluent neighbourhoods north, east and west of downtown, and working-class railway and industrial workers were housed south along the Bay and throughout Allandale. Meanwhile, Toronto-based elites like George William Allan established estate-like summer homes along Kempenfelt Bay's south shores, a practice which continued well into the 20th century. The spread of development along the rail corridor led to Allandale's eventual annexation by Barrie in 1897, but through the first half of the 20th century, its surrounding region was largely characterized by farmsteads, established along surveyed concession roads and early highways; farmers south of the Bay would travel to Tollendal or Painswick while those north of Barrie would travel to Midhurst to mill their grain.



The mill at Painswick, on the west side of Yonge Street at Lovers' Creek, c. 1910s (Innisfil Library).

The region experienced dramatic change beginning in 1950, when the Toronto-Barrie Highway (now Highway 400) was built through the city. The immediacy with which Toronto could now be reached opened the doors to both residential development of Barrie as a bedroom community, and an expansion of the area's role through the early 20th century as destination for summer visitors. Throughout the mid-to-late 20th century, Barrie's residential boundaries expanded outward, as subdivisions were built across agricultural lands, characterized predominantly by single-detached housing. Historic settlements like Tollendal, Painswick and Holly were absorbed by Barrie as its boundaries grew.

Today, planning efforts are centred on the celebration of Barrie's historic urban neighbourhoods, and an increase in higher-density development, both in Barrie's core, and throughout new neighbourhoods as they

are constructed. Its manufacturing industries have been supplanted by banking and tech data and securities centres, and development in the healthcare and education sectors. A regional centre in its own right, Barrie continues to serve as the gateway between the Toronto region and northern Ontario.



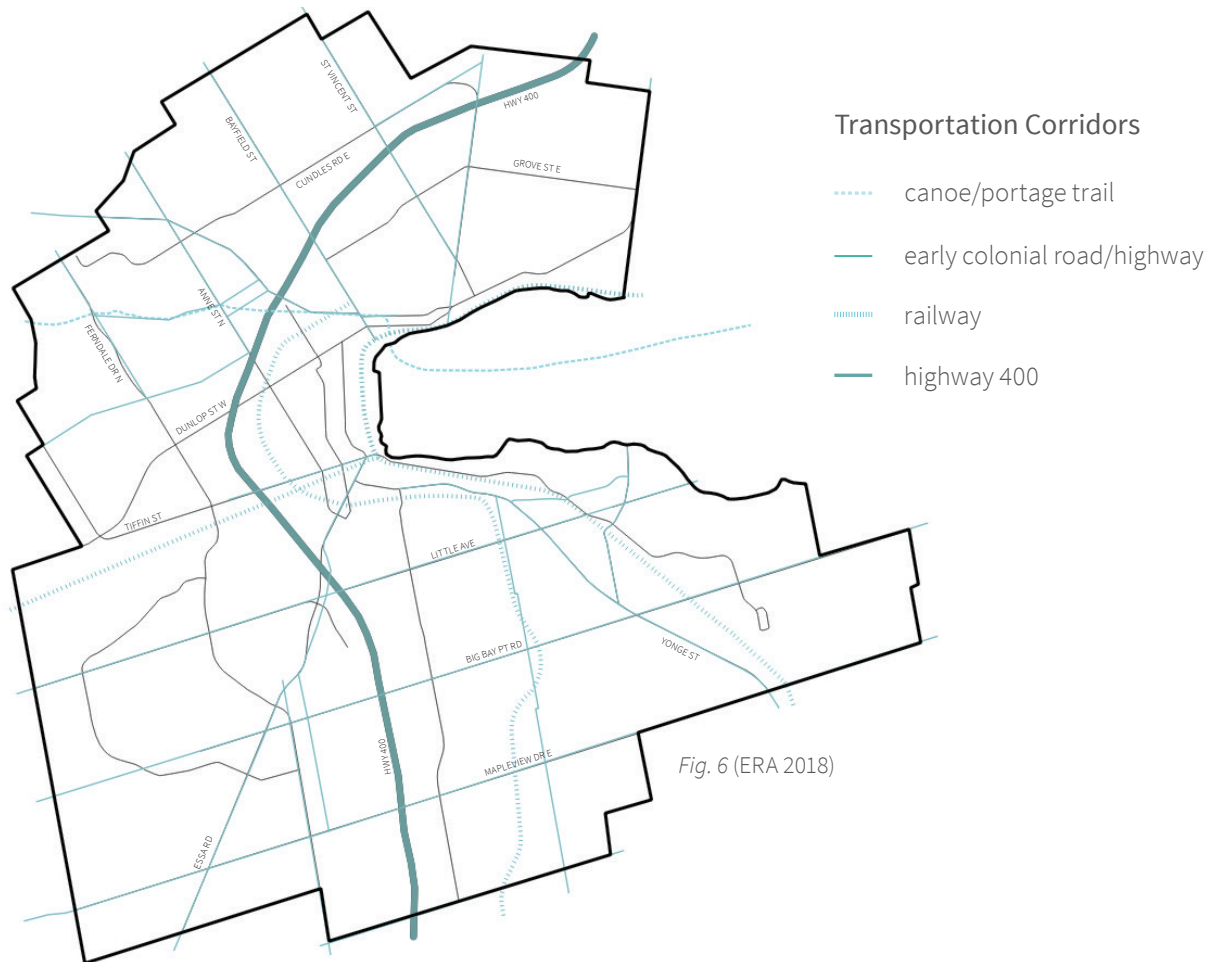
South-facing photo of early subdivision expansion northward from Painswick, 1965 (Barrie Historical Archive).



Aerial view of the suburban community of Holly, 2001 (Barrie Historical Archive).

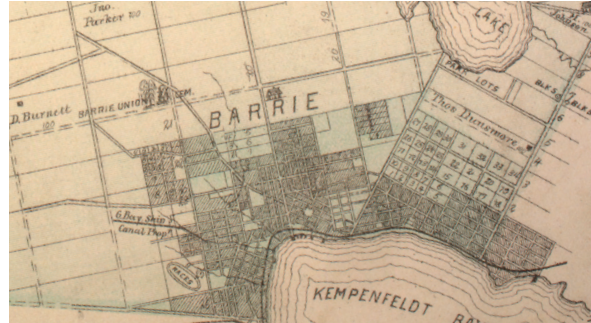
5.1.3 Historical Themes

Barrie's settlement patterns revolve around the area's role as a critical point within larger *transportation networks*:

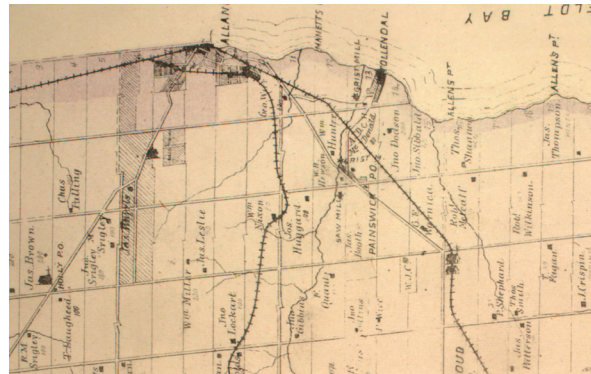


- Pre-contact villages were established within Barrie's current municipal boundary along water routes, shorelines, travel routes and other strategic locations.
- Colonial settlers were drawn to the Kempenfelt Bay area in the 1820s due to its adjacency to the Nine-Mile Portage, the Penetanguishene Road, and the water route from Holland Marsh to Kempenfelt Bay or Lake Couchiching.
- Settlements like Painswick, Holly and Grenfel emerged along early local highways like Yonge Street's 1825 extension and the Essa and Sunnidale Roads, which were developed to connect the region's townships.
- Allandale's mid-19th-century growth and working-class population emerged in relation to the arrival of the Ontario, Simcoe & Huron Railway in 1853. The rail line originally terminated in Allandale, but the route would be extended to Barrie's waterside Station Gore in 1865. Station Gore would be demolished almost a century later in 1963, and the station at Allandale would be reinstated as Barrie's primary point of contact for rail travel.
- Farmsteads were built along the gridlines of the concessions and sideroads established in the 1820 surveys of Vespra and Innisfil Township.

- The 1950 construction of Highway 400 sparked a level of residential growth that fostered Barrie's suburban expansion and eventual annexation of its surrounding historic communities.



1910 roadwork between Painswick and Tollendal (Innisfil Public Library).

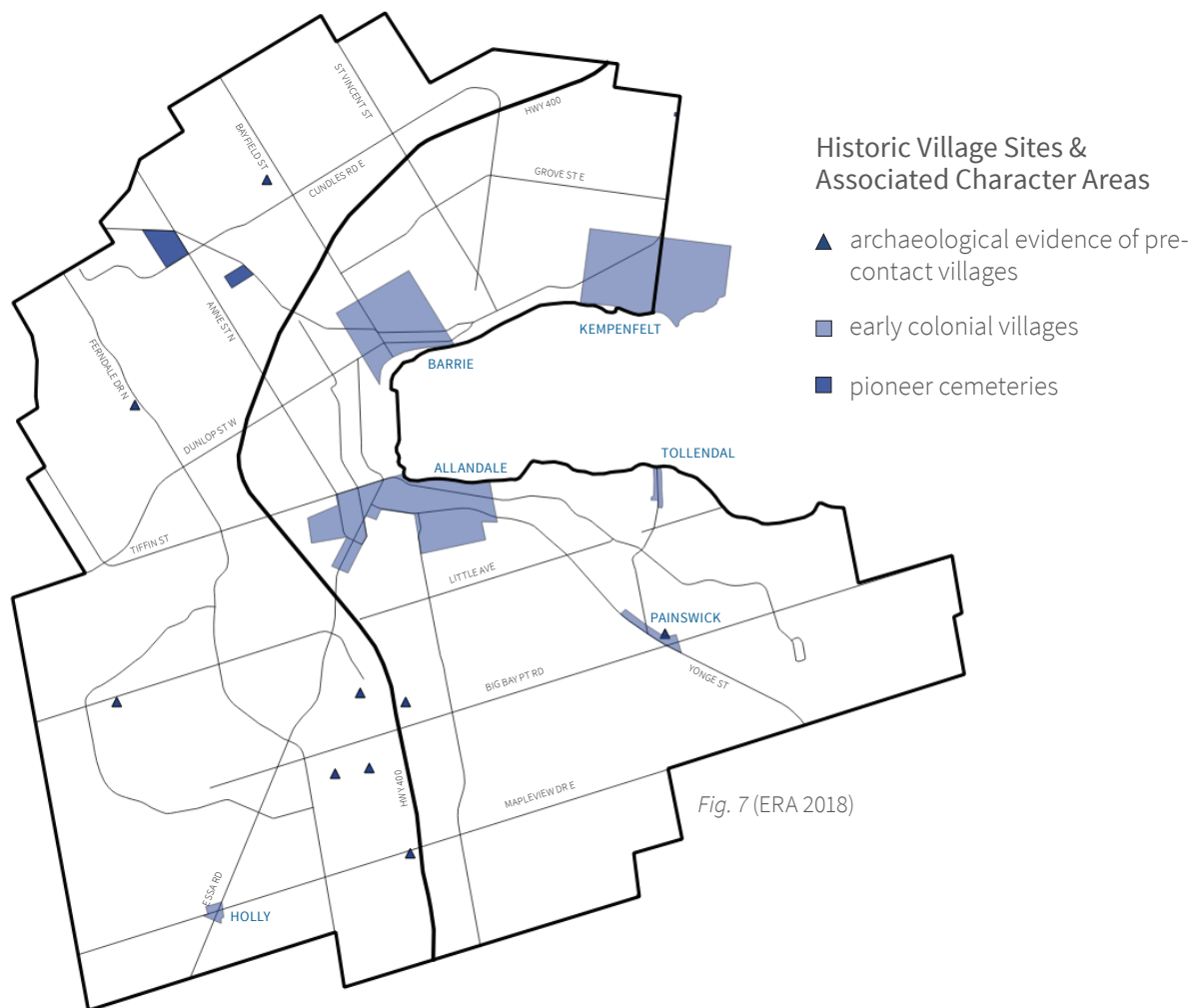


1878 map of the areas of Vespra Township (above) and Innisfil Township (below) now located within Barrie's municipal boundaries, showing roads, farmhouses and developed lands, and railways (Canadian County Atlas Digital Project).



Postcard of the Allandale Train Station, facing southeast, c. 1931 (Barrie Historical Archive).

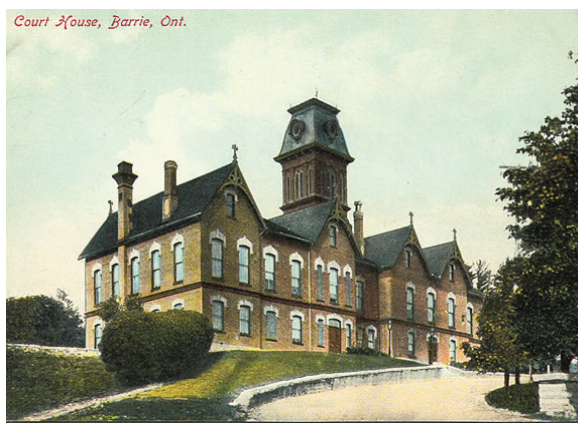
Barrie is comprised of several *historic villages* reflecting early settlement patterns in the region:



- Pre-contact settlements were established throughout Wendake due to its strategic location within a network of important lakes and waterways. Archaeological evidence has confirmed the historic presence of at least ten pre-contact villages, and several other smaller hamlets or campsites, within Barrie's current municipal boundary.
- To varying degrees based on size, these settlements exhibited the street layouts, residences, general stores/post offices, and institutions, like schools and churches, typical of early villages and towns.
- Barrie's current municipal boundary encompasses the historic settlements of Barrie, Kempenfelt, Allandale, Tollendal, Painswick, Holly, and Vine (south of the Drainage Master Plan boundary).
- Today, these settlements make up the historic pockets and mature neighbourhoods found throughout Barrie.



The school at Holly, later the Holly Community Centre, circa 1908 (Innisfil Public Library).



Barrie Court House, 1910 (Toronto Public Library).



The former Burton Avenue/King Edward Public School, 1910, Allandale (Innisfil Public Library).



Allandale, 1910 (Toronto Public Library).



House in Tollendal, date unknown (Innisfil Public Library).



Painswick General Store, 1920 (Innisfil Public Library).

Barrie is characterized by a trajectory of ongoing *suburban expansion and growth*:

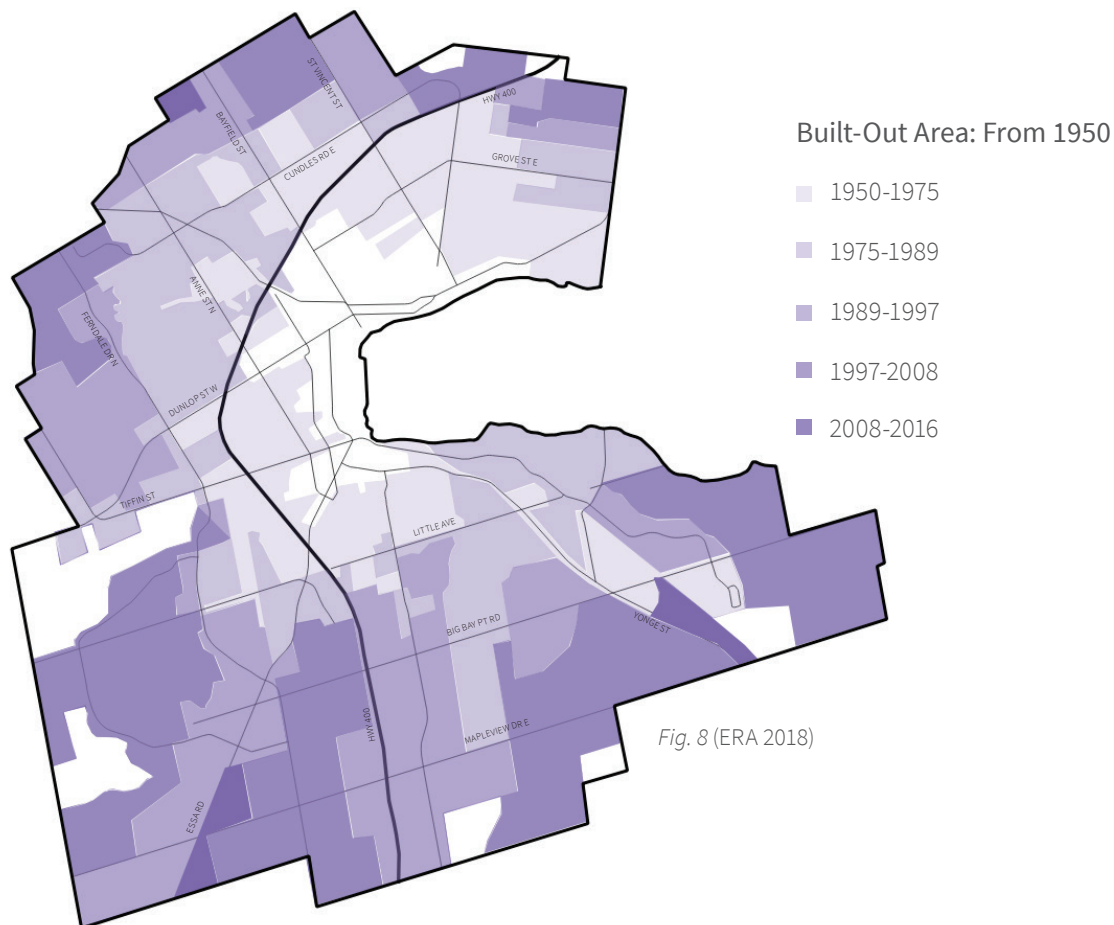


Fig. 8 (ERA 2018)

- Barrie's earliest suburban expansions include an 1840s eastward expansion, connecting the Barrie townsite to the village of Kempenfelt, and an 1880s subdivision at Shirley and Letitia Streets, along the old route of the Nine-Mile Portage.
- The expansion of Barrie's urban boundary southward along Kempenfelt Bay, driven by the 1865 extension of the Northern Railway from Allandale, led to its physical connection with the originally-separate village of Allandale, and its eventual annexation of Allandale in 1897.
- Barrie's relationship to master-planned wartime housing subdivisions (circa WWII) merits additional research.
- Following the construction of the Highway 400 in 1950, residential development and separation of land uses followed the post-war suburban trends seen throughout North America. Winding subdivisions complete with cul-de-sacs characterized the growing bedroom community as Barrie expanded south from Allandale, west from Barrie's industrial district and north to Little Lake, eventually encompassing the independent communities of Minet's Point, Tollendal, Painswick and Holly.



Warnica siblings in September 1960 in a wartime housing subdivision on Cox Mill Road just north of Yonge Street (Barrie Historical Archive).



Suburban expansion northwest of Barrie in 1975 - looking southeast toward the bay (Barrie Historical Archive).



Modernist architecture and auto-focused businesses outside the historic villages (490 Essa Rd c. 1990s) are indicative of mid-century suburban expansion (Barrie Hist. Archive).

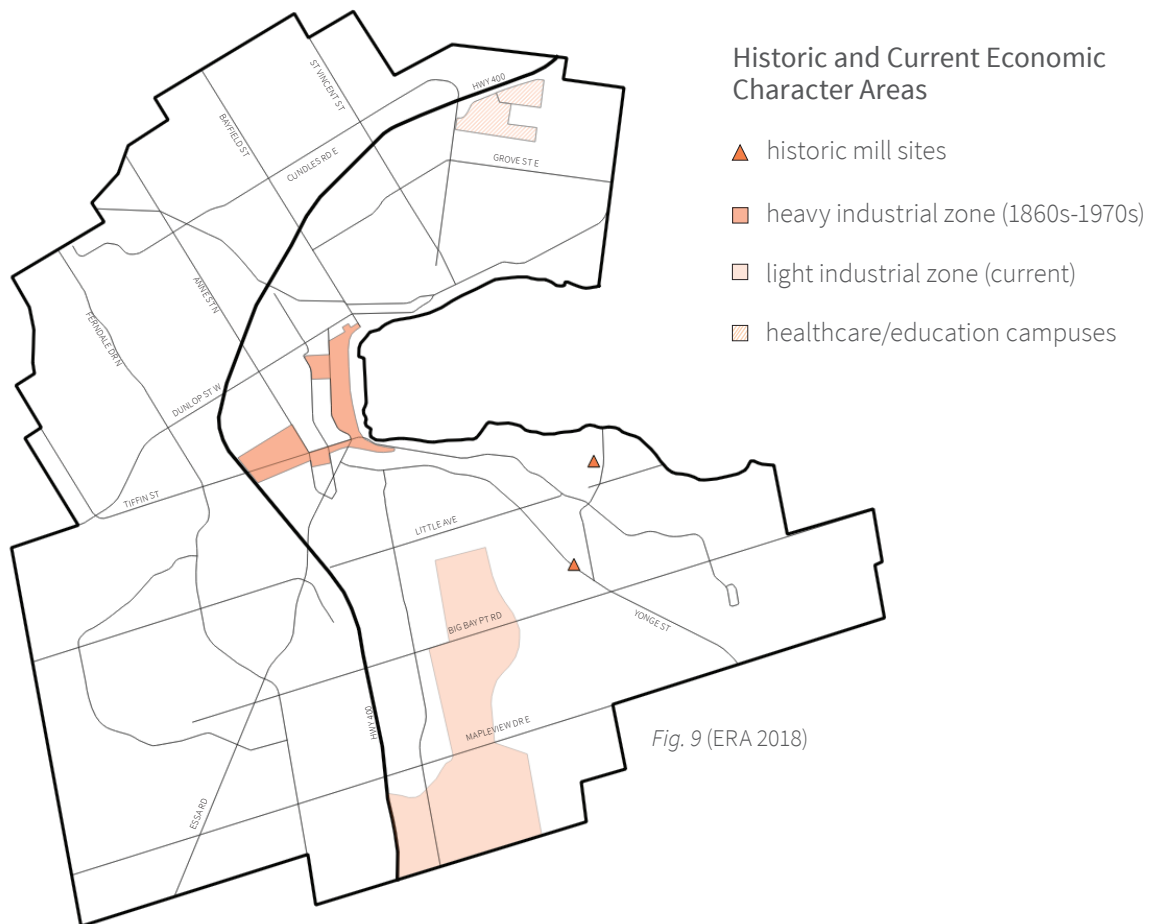


A group of Vespra Township residents staging a mock funeral at Queen's Park in 1984, in response to provincial legislation that would foster the annexation of 2,000 acres of Vespra land by the City of Barrie (Toronto Public Library).



2001 demolition and clearing for a power centre immediately south of the Yonge St-Big Bay Point intersection, facing south (Barrie Historical Archive).

Barrie's *economic growth and development* is based in its ability to evolve amidst changing economic conditions throughout the region and province at large:



- The military has been an ongoing economic driver in Barrie throughout its history. Labourers initially came to Barrie to cut the military's Penetanguishene Road and Nine-Mile Portage widening. Kempenfelt Village hosted military barracks, and military storehouses were established at the end of the Nine-Mile Portage at Barrie's waterfront. A century later, the Canadian Forces Base Borden was established just west of Barrie in 1916, and the military's major presence fueled Barrie's economy and contributed to an additional need for housing.
- Following the War of 1812, Simcoe County became a major lumber exporter, producing $\frac{1}{3}$ of Ontario's lumber by 1861. Sawmills were established along strong watercourses to process lumber, and grist mills, to process local agricultural produce, were often built nearby shortly thereafter. Communities like Tollendal, Painswick and Allandale grew around their water-powered mills, while communities like Barrie, without a sufficiently strong water source, stagnated economically during this period.

- In Vespra Township north of Barrie, and in Innisfil south of Kempenfelt Bay, agriculture was the central source of livelihood for families on farmsteads. They fueled the economies of nearby mill-based towns like Painswick and Tollendal.
- Barrie's economic growth arrived in the 1860s, with the railway's arrival in 1865, and the accessibility of steam-powered mill technology. Mills, breweries, tanneries and other industries were established along Kempenfelt Bay, just south of the downtown core, adjacent to the railway. A series of fires in the 1870-80s sparked an extensive downtown rebuilding program, generating economic momentum in Barrie. Much later, the 1940s saw the arrival of Canadian General Electric on Bradford Street, within Barrie's historic industrial core.
- The decline of manufacturing in Ontario in the late 20th century saw the closures of Barrie's downtown factories, and the emergence of new warehousing districts, particularly along the Highway 400 in Innisfil on the approach to Barrie.
- In recent years, new service-based industries have emerged and expanded, including a number of regional headquarters for banking and tech companies, a growing Georgian College campus, and the Royal Victoria Regional Health Centre.



A Warnica farmstead near Painswick, c. 1930s (Innisfil Public Library).



Wilkinson Steam Grist Mill in downtown Barrie (from Barrie, a Nineteenth-Century County Town by French, Murdoch & Perri)



A photographer captures new employees leaving the Canadian General Electric plant at 80 Bradford St. in 1946 (Barrie Historical Archive).

Barrie has always served as a gateway to *outdoor recreational activities and amenities* for a diverse demographic of locals and visitors:

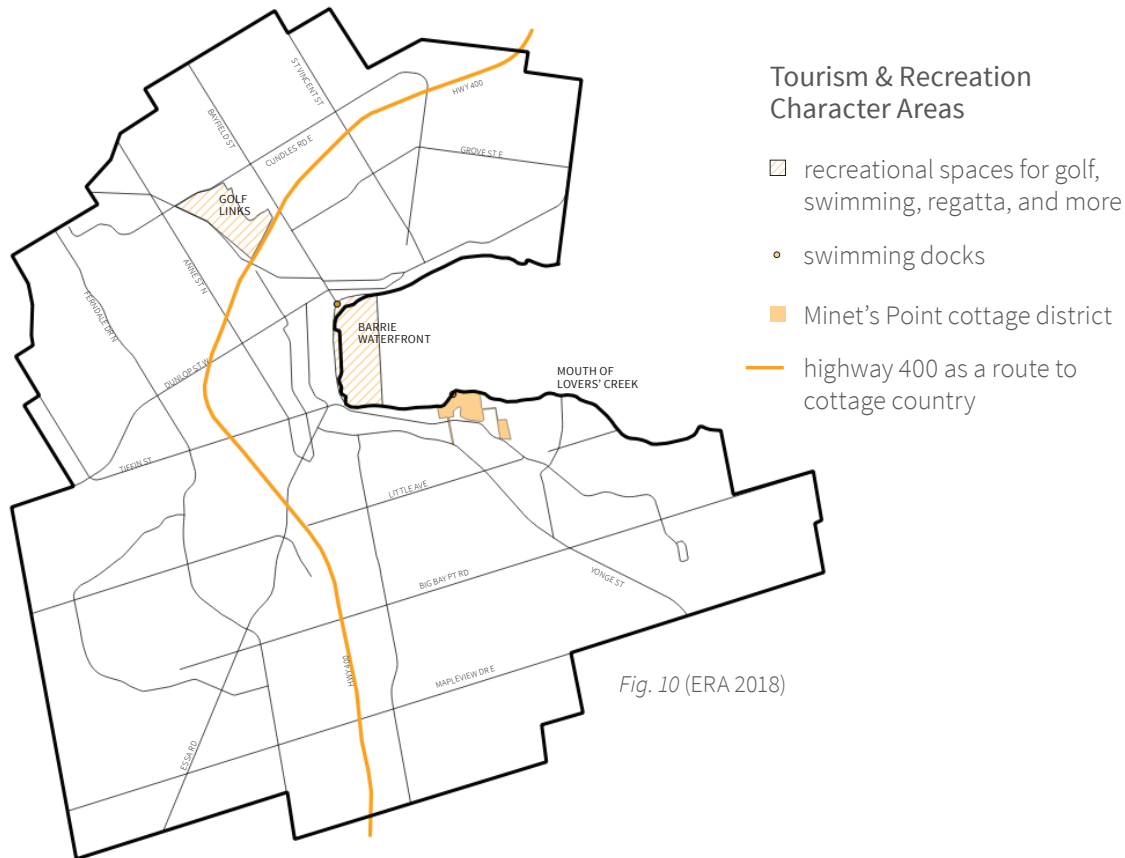


Fig. 10 (ERA 2018)

- Through the mid-19th century and beyond, agricultural communities gathered to turn working tasks into recreational community gatherings. In Innisfil, local families hosted barn raisings, quilting bees, husking bees and logging bees for their neighbours and friends.
- Much of Barrie's recreational activity is centred on the water. Steamers were frequently hired for day trips and picnics by parties on Kempenfelt Bay through the 19th century. Recreational boating and swimming continues to this day on Kempenfelt Bay and along waterways like Lovers' Creek. The decline of Barrie's manufacturing industries has made for safer swimming off Barrie's docks and beaches.
- In the mid-19th century, Toronto-based lawyer and politician George William Allan established a summer home, Strathallan, on the south shores of Kempenfelt Bay. Elite Torontonians began to look to Barrie, and the lake systems to its north, as an ideal summer destination.
- In the 1870-80s, two hotels were opened in the vicinity of Big Bay Point, and hosted visitors through the summers with their waterside amenities.
- The opening of Highway 400 in 1950 extended what was seen as accessible cottage country further northward, cementing Barrie's role as the "gateway to cottage country".

- In 1923, developers began to market Minet's Point as a community of summer homes, advertising its shallow beaches and waters, golfing, tennis and fishing, a paved road from Toronto and excellent summer train service, telephone and electric light services, daily milk and ice deliveries, and grocery deliveries twice daily. The Minet's Point dance pavilion drew locals and visitors until it burned down in 1958. Boats were chartered from Barrie to cross the bay, often carrying soldiers on leave from CFB Borden, and busses picked up dancers in pairs from the surrounding communities.
- In 1960, in response to an increase in pleasure crafts on Kempenfelt Bay, Jack Westman converted the remains of his mink farm buildings for marina usage on his property at the mouth of Lovers' Creek - today's Brentwood Marine.



The Westmans and friends, back from a day of fishing on Kempenfelt Bay (Innisfil Public Library).



Meadowbrook Rental Cabins, between Yonge St., Huronia Rd. and Little Ave., in 1947 (Innisfil Public Library).



An 1890 family gathering in front of the Steamboat Islay, Government Dock at Bayfield St. (Barrie Historical Archive).



Swimming at Minet's Point Park in 1953 (Barrie Historical Archive).



Regatta in Kempenfelt Bay, with downtown Barrie in the background, 1930 (Barrie Historical Archive).

5.1.4 Attributes

In a comprehensive historic context statement, lists of attributes could be identified for specific character areas, generally corresponding to the five themes discussed above.

Attributes are features that convey the heritage value of a place, and they are generally recommended to be conserved in order for the place to be able to continue to share its valued history.

If the themes can be recognized as elements of value in Barrie's historical narrative, the following are examples of attributes that might help to convey each of these themes. Some attributes may offer value to multiple themes; for example, a railway-side industrial factory offers value under the Transportation *and* Economic Development themes.

As noted, this is a demonstration of how a historic context statement might work; these attributes are examples, they are not exhaustive, and further research and public engagement would be required to develop eventual historic context statements (including lists of attributes) for Barrie and its character areas.

Transportation Attributes (examples)

- Rail stations
- Road infrastructure elements (e.g. historic fences)
- Bridges
- Railway- or highway hotels
- Rail maintenance/supply buildings
- Railway-side industrial properties and/or grain elevators
- Historic road or trail structures that respond to topographical features rather than grid patterns, or are otherwise designed to efficiently connect historic settlements

Historic Settlement Attributes (examples)

- Pre-contact village sites (evidenced through archaeology)
- Urban town plan street grids/arrangements
- Residential properties and buildings sized and sited according to an urban lot plan

- Commercial properties and buildings sized and sited according to an urban lot plan
- Urban institutions: schools, churches, community centres (e.g. YMCAs), other institutional buildings (e.g. jails, courthouses, town halls)

Suburban Expansion Attributes (examples)

- Pre-war residential properties and buildings designed as suburban estates located outside the city, reflecting 19th- and early 20th-century suburban ideals
- Master-planned subdivisions of significance, with curvilinear suburban street arrangements
- Architecturally-significant buildings within suburban expansion zones
- Recreational spaces (e.g. golf courses) designed for/into suburban neighbourhoods

Economic Development Attributes (examples)

- Properties reflecting local military investment (e.g. forts, storehouses, armouries)
- Water-based mills, or remnant mill infrastructure (e.g. mill dams)
- Farmsteads
- Factories and other heavy industrial properties
- Warehouses and other light industrial properties
- Large-scale institutional or corporate campuses

Tourism and Recreation Attributes (examples)

- Hotel properties
- Country estates and/or cottages
- Public recreational amenities (e.g. historic parks, docks, beaches)
- Private marinas
- Cottaging communities

5.2 Barrie's Inventory under the Historic Context Statement

A historic context statement like the one provided synthesizes the diverse narratives of Barrie's history into themes, recognizing that although Barrie continues to evolve, there are particular patterns and histories that are so valued that they should be carried forward.

Beyond their function as general informational resources (which might, for example, serve interpretation programs), historic context statements can facilitate the evaluation of historic properties, and the determination that they might require conservation, by providing a lens through which to study them.

For example, if it is understood that Barrie's historic villages are valued because they have laid a foundational groundwork for the city's development, there is a logical basis for the conservation of buildings that convey the stories of those villages - particularly if those types of buildings are attributes under the historic context statement.

As a demonstration exercise, Barrie's existing heritage inventory, shown below in Figure 11, can be reconceptualized according to the themes that make each place significant, in Demo 1 (Figure 12).

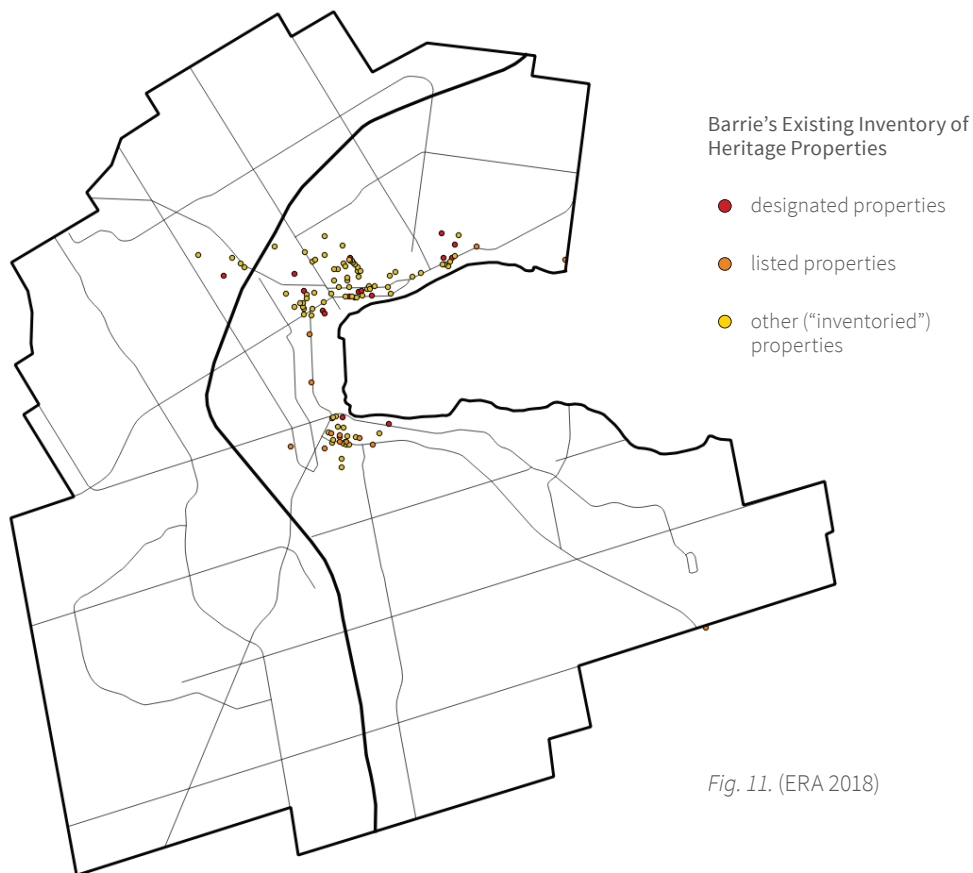


Fig. 11. (ERA 2018)

DEMO 1: BARRIE'S HERITAGE INVENTORY ORGANIZED BY THEME

Lount's Castle Summer Home, 25 Valley Dr.

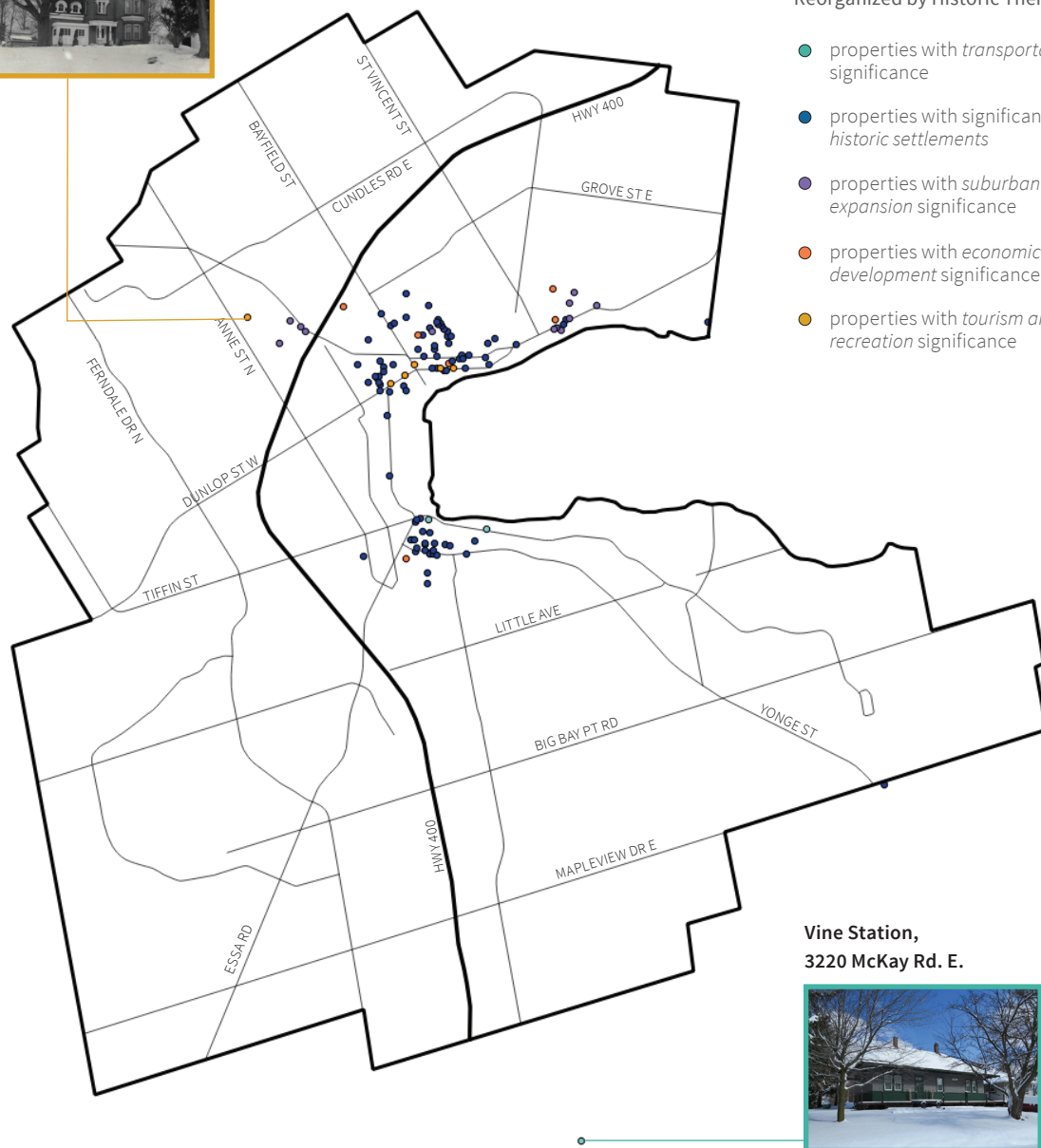


Fig. 12. (ERA 2018 / Upper: Lount's Castle, summer home, Barrie Archive / Lower: Vine Station, Eric May, railpictures.ca)

A couple of examples are called out. It becomes clear from this map that the Historic Settlements theme is highly represented, although solely in Barrie and Allandale, while other theme area are less represented through the recognition or conservation of relevant properties.

5.3 City-Wide Survey Strategies

A city-wide historic context statement also serves to identify character areas and corridors. Character areas, in particular, may then be subject to their own specific historic context statements, where themes and attributes are explored more deeply, and attributes may be more specific.

Should the City of Barrie choose to pursue a city-wide survey process, character areas and corridors will be immensely helpful to guide and direct the survey process, because they provide the clues for where to look, and what to look for.

As a demonstration exercise in Figure 13 on the following page, the Transportation and Historic Settlement character areas/corridors (shown in Figures 6 and 7 respectively) are overlayed onto Barrie's existing inventory, organized by theme, to see whether the types of sites we might expect to see in those areas and along those corridors have been flagged.

The exercise, Demo 2, yields the following evidence:

- Save for one site in Kempenfelt Village, no attributes of historic settlements have been flagged in any historic villages other than Barrie or Allandale. These might have included schoolhouses, churches, historic homes on urban town lots, general stores, or other attributes.
- No sites have been flagged along historic transportation corridors that one might expect to find along these corridors, notably farmsteads along concession roads, and historic factories along rail corridors.

The use of character areas and zones for a city-wide survey could assist the City in easily pinpointing such sites, and others related to Barrie's other valued historic narratives.

Demo 3 (Figure 14) on page 42 provides examples of sites that might be flagged under each of the themes discussed in the historic context statement, if a character area/corridor lens were applied to the survey process. The examples are not exhaustive, but they illustrate notable properties of prospective significance that are not currently included on Barrie's heritage inventory.

DEMO 2: BARRIE'S HERITAGE INVENTORY OVER CHARACTER AREAS/CORRIDORS

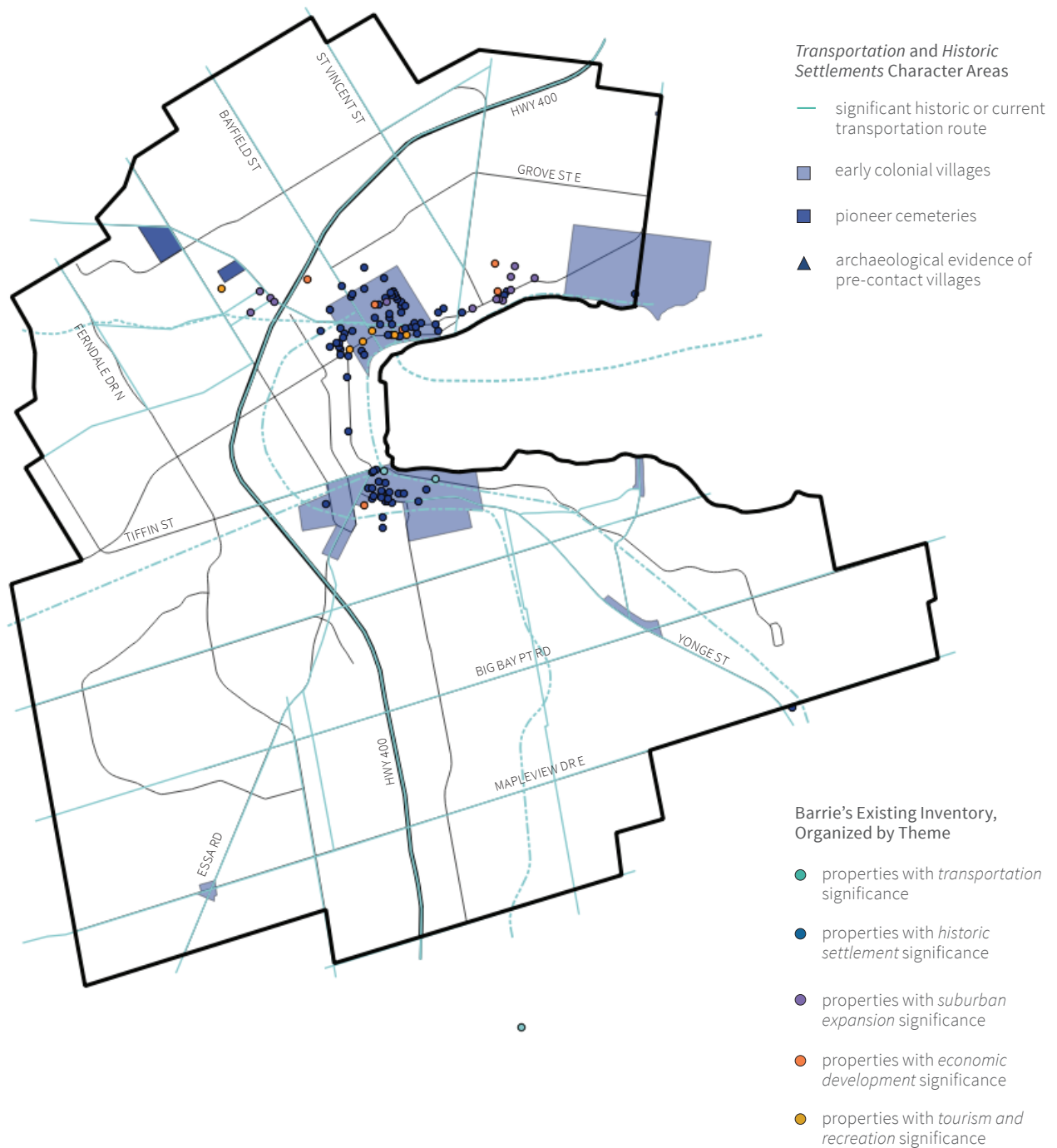


Fig. 13 (ERA 2018)

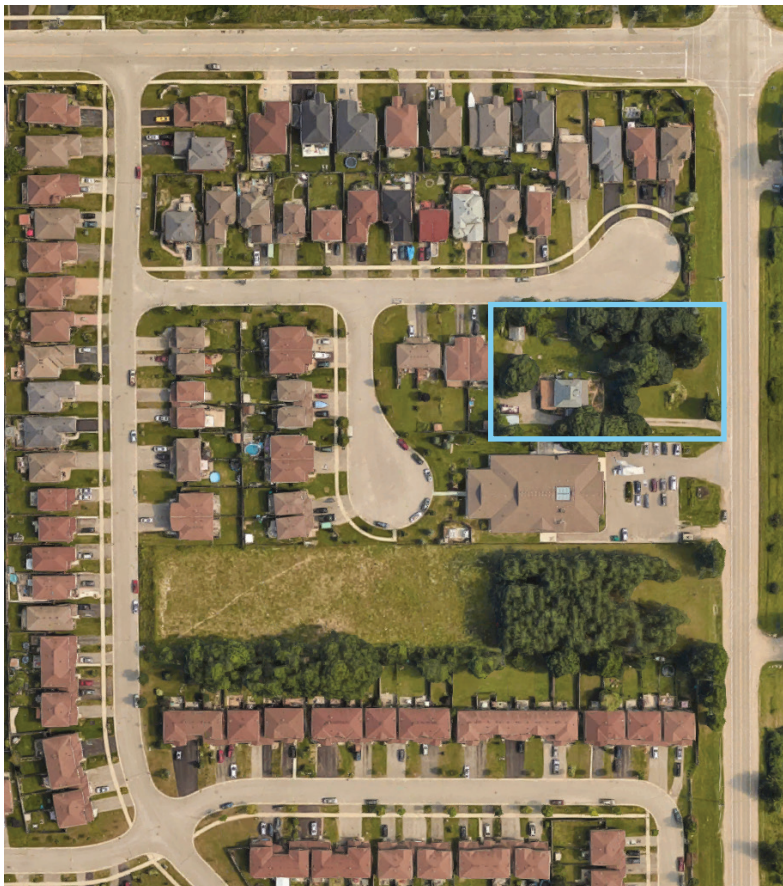
DEMO 3: SAMPLE RESOURCES IDENTIFIED VIA A CHARACTER AREA SURVEY



Fig. 14. Many of these properties have been altered, and would not necessarily merit Part IV designation, but should be flagged on a heritage inventory. (ERA 2018 / Photos from top left: Barrie Historical Archive, Google Streetview, Barrie Historical Archive, Innisfil Library, Barrie Historical Archive, Zoocasa, Google Streetview, Google Streetview, Google Streetview).

The properties in Figure 14 were found via a targeted “windshield” survey guided by the themed character areas and corridors, and the expectations of what type of property one might expect to find in certain places.

From there, it relied predominantly on Google Satellite and Streetview. For example, we used satellite imagery to scan suburban areas for prospective remnant farmhouses, which present from above as an anomaly in the suburban form.



A remnant farmhouse is spotted from above amidst a subdivision at 340 Penetanguishene Road, and from the street below.

It was identified in part because Penetanguishene Road is recognized as a historic transportation corridor, on which farmsteads may have been located, and then further because it presented anomalies in lot pattern, setback and landscaping that distinguished it from its neighbours (Google 2018, annotated by ERA).



These are the types of approaches that could be integrated into the design of a comprehensive city-wide survey process.

6 MUNICIPAL HERITAGE INVENTORY RECOMMENDATIONS

Over the last decade, the City of Barrie has evidently taken great steps toward the development of a comprehensive heritage management program. The process was notably sparked by grassroots interest at a local level, which is particularly valuable in setting the stage for collaborative, community-focused processes as the City moves forward.

Barrie's Cultural Heritage Strategy (2018), Section 7.1.2(b) recommends the development of a thematic framework "for contextualizing and determining value of heritage resources within the City". There is an opportunity to respond to this recommendation, using a historic context statement format, beginning with larger themes and narratives across the full city, and then targeting specific character areas (e.g. historic villages, or industrial corridors) for their own historic context statements and lists of attributes.

The research and development of these historic context statements would lay the groundwork for all other recommendations in the Cultural Heritage Strategy.

Historic Context Statements for Character Areas

This report recommends that the City of Barrie build on the Cultural Heritage Strategy by beginning the research and engagement processes to develop these historic context statements.

The Cultural Heritage Strategy (2018) forecasts that the development a thematic framework will be led by Heritage Barrie. Heritage Barrie could consider engaging a consultant or contracting a heritage planner to manage the process, and then partnering with heritage researchers and local experts to develop a deep understanding of the various layers of Barrie's history.

It is encouraging that the Cultural Heritage Strategy notes that this process will involve consultation of public stakeholders, including historical associations, museums and archives, and indigenous communities. The development of a historic context statement opens the door to consult with a very wide range of communities, targeting not only history-focused stakeholders, but also those who do not traditionally participate in heritage conversations.

The consultation process could involve the development of innovative strategies to solicit stories and sites of value from residents across the city, particularly those who have not traditionally been engaged

with Barrie's history. Los Angeles's SurveyLA process offers interesting precedents for these types of new forms of community outreach.

Conducting a City-Wide Survey

As these historic context statements are developed, we recommend that the City engage in a comprehensive city-wide survey process. This process can, and should, rely on active, targeted involvement from volunteers; not only those who are traditionally involved in heritage conversations, but people representing a diversity of interests and perspectives throughout the city. This is rooted in the concept that what is valued by one person may not be equally valued by the next, and without engaging a diversity of perspectives, our dominant conceptions of heritage may lead to the neglect of important places or stories.

The survey process might employ a number of the strategies discussed in this report, particularly the initial use of character areas and corridors to look for and identify historic patterns and typologies.



7 CONCLUSION

This Technical Memo provides the high-level heritage impact projection required by the Barrie Drainage Master Plan Municipal Class EA, while attempting to address the City of Barrie's dual request of heritage inventory content for the areas beyond the Sophia Creek watershed and Mulcaster drainage area (i.e. Barrie's downtown core).

While the Memo does not provide a comprehensive heritage inventory for the Study Area, it does offer a framework and elements of a methodology for how the City of Barrie might develop such an inventory in the future. The strategies and demonstration exercises included in this Memo are intended to inspire thought around what a thematic framework or historic context statement might look like, and how such tools could further Barrie's heritage resource management programs down the road.

The City of Barrie has made great progress in its strategic planning around its heritage program in a short amount of time, and so beyond evaluating prospective heritage impact for the Barrie Drainage Master Plan EA's proposed interventions, this Technical Memo is intended to help foster further action toward the development of a strong, comprehensive municipal cultural heritage program.

PREVIOUS PAGE: The mouth of Lovers' Creek, looking southward, at Tollendal (Google Maps, 2018).

8 PROJECT PERSONNEL

Philip Evans

Philip Evans is a principal of ERA Architects and the founder of small. In the course of his fourteen-year career, he has led a range of conservation, adaptive reuse, design, and feasibility planning projects. Philip is a professional member of CAHP.

Samantha Irvine

Samantha Irvine is an associate with the heritage planning team at ERA Architects. She holds a BA in History and Sociology from McGill University, an MA in Historic and Sustainable Architecture from NYU, an MA in Sustainable Urbanism (University of Wales), and a JD from Queen's University.

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Emma Abramowicz is a heritage planner at ERA Architects. She holds a Master of Planning in Urban Development from Ryerson University, as well as a Bachelor of Arts from Queen's University.

Angela Garvey

Angela Garvey is a project manager at ERA Architects Inc., where she coordinates various heritage assessment and conservation planning projects. Her specific interest lies in how we incorporate community understanding into cultural heritage evaluations and the interpretation of our environment. Prior to joining ERA, Angela earned a diploma in heritage conservation from Willowbank School, building upon a bachelor's degree in Urban and Environmental Studies from the University of Toronto. Angela brings a cultural landscape approach to the heritage planning process, and draws on holistic methods for understanding the interrelationships between natural, built, and intangible heritage.

Emma Cohlmeier

Emma Cohlmeier is a project manager at ERA Architects. She has a Master Degree in Urban Planning from the University of Toronto and a Bachelor of Arts from the University of Guelph.

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APPENDIX A: PROJECTS BY HERITAGE IMPACT

Every preferred alternative is evaluated here for its proximity to: Designated [D], Listed [L] or Inventoried [I] properties, which are all found within Barrie's existing heritage inventory, or [N] properties, which are those which have been flagged in Figure 14 for the first time in this study.

The project numbers in this chart correspond to those in the Barrie Drainage Master Plan Municipal Class Environmental Assessment.

Heritage Status under Barrie's Existing Inventory

Barrie's existing heritage inventory is organized into Designated, Listed and Other ("inventoried" Properties, where designated properties have been legally protected under Part IV of the *Ontario Heritage Act*, Listed properties have been flagged on Barrie's Register for prospective value and have legal interim demolition control, and Other properties have been inventoried by the City for prospective value, but have not been protected in any way under the *Ontario Heritage Act*.

[illegible]

[illegible]

Watershed	#	No Overlap	Adjacent / Near Recognized or Prospective Resource(s)				Address(es) of Resources		On Site with Recognized or Prospective Resource(s)				Address(es) of Resources	
			D	L	I	N			D	L	I	N		
Hotchkiss Creek cont'd.	19						<ul style="list-style-type: none"> 31 Alfred St 33 Alfred St 43 Alfred St 	<ul style="list-style-type: none"> 45 Alfred St 25 Wood St 67 Campbell Ave 						
	20													
	21													
	22													
	23													
	24													
	25													
	26						Cluster: 26, 27, 28						Cluster: 26, 27, 28	
	27A						<ul style="list-style-type: none"> 158 Sanford St 						<ul style="list-style-type: none"> 162 Sanford St 	
	28													
	29													
	30						<ul style="list-style-type: none"> 8 Cumberland St(l) 7 Burton Ave 9 Burton Ave 11 Burton Ave 12 Burton Ave 13 Burton Ave 14-16 Burton Ave 17 Burton Ave 2 Caroline St 5 Cumberland St 6 Cumberland St 7-9 Cumberland St 10 Cumberland St 11 Cumberland St 12 Cumberland St 13 Cumberland St 27 Essa Rd 28 Essa Rd 50 Essa Rd 54 Essa Rd 63 Essa Rd 84 Essa Rd 88 Essa Rd 90 Essa Rd 	<ul style="list-style-type: none"> 92 Essa Rd 98 Essa Rd 100 Essa Rd 102 Essa Rd 103 Essa Rd 107 Essa Rd 109 Essa Rd 114 Essa Rd 119 Essa Rd 121 Essa Rd 124 Essa Rd 125 Essa Rd 132 Essa Rd 135 Essa Rd 136 Essa Rd 137 Essa Rd 142 Essa Rd 147 Essa Rd 150 Essa Rd 161 Essa Rd 272 Innisfil St 284 Innisfil St 302 Innisfil St 308 Innisfil St 						

Watershed	#	No Overlap	Adjacent / Near Recognized or Prospective Resource(s)				Address(es) of Resources	On Site with Recognized or Prospective Resource(s)				Address(es) of Resources
			D	L	I	N		D	L	I	N	
Dyments Creek Watershed cont'd	58, 169, 170A											
	59						Cluster: 59, 60, 61, 62, 63 • 10 Frederick St • 14 Frederick St • 128 Innisfil St • 130 Innisfil St • 85 Sanford St • 86 Sanford St • 89 Sanford St • 157 Bradford St • 160 Bradford St • 161 Bradford St • 164 Bradford St • 168-170 Bradford St (L)					
	60											
	61											
	62											
	63											
Whiskey Creek Watershed	64											
	65											
	66											
	67											
	68											
	69											
	70, 171, 172											
	71											
	72											
	73											
	74											
	75											
	76											
	77											
	78											
	79											
	80											
	81						Cluster: 81, 83, 84 • 308 Little Ave					Cluster: 81, 83, 84 • 322 Little Ave

[illegible]

Watershed	#	No Overlap	Adjacent / Near Recognized or Prospective Resource(s)				Address(es) of Resources		On Site with Recognized or Prospective Resource(s)				Address(es) of Resources
			D	L	I	N			D	L	I	N	
Bear Creek Watershed	146												
	147												
	148												
	149												
	150												
	151												
	152												
	153												
	154						Cluster: 154 & 155 • 260 Ardagh Rd						
	155												
Bear Creek Watershed cont'd	156												
	157												
Thorton Creek Watershed	158												
Johnson Drainage Area	159												
	160												
Kidd's Creek Watershed	161												
Huron Creek Drain- age Area	184												
	185												
	164												
Nelson Drainage Area	180						• 279 Blake St						

