

SAUGEEN SHORES CULTURAL HERITAGE MASTER PLAN



Prepared for the Town of Saugeen Shores

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May 2025

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INDIGENOUS LAND ACKNOWLEDGMENT

We acknowledge the Town of Saugeen Shores is located on the traditional lands and treaty territory of the Saugeen Ojibway Nation, which consists of the Chippewas of Saugeen and the Chippewas of Nawash Unceded First Nation.

We understand this land holds immense significance to the people of Saugeen Ojibway Nation. We appreciate those who live and work alongside us today and who continue the traditions of their ancestors as stewards of the land we are privileged to inhabit. We thank them for the contributions they have made in both caring for the land and in shaping this community.

We commit to truth and reconciliation. To acknowledging the truth about what happened to Indigenous peoples because of colonization, and to reconciliation – which begins with each and every one of us.

As a local government and public organization, we are dedicated to learning about Indigenous culture, to fostering a better relationship with First Nations and their people, and we commit ourselves to actions that move us forward on a path to healing along with the Saugeen Ojibway Nation.

1. EXECUTIVE SUMMARY

The Town of Saugeen Shores has commissioned its first Cultural Heritage Master Plan to support a more robust approach to planning for cultural heritage in the community. The Cultural Heritage Master Plan was prepared by a team of consultants led by NPG Planning Solutions Inc. in partnership with TMHC Inc., Bray Heritage and M. R. Letourneau and Associates Inc. TMHC Inc. lead engagement with the Saugeen Ojibway Nation, and the Historic Saugeen Métis.

This plan articulates the Vision and Objectives for heritage conservation grounded in the current needs and aspirations of the community as informed by community engagement undertaken with the Saugeen Ojibway Nation, Historic Saugeen Métis, Council, Town staff and the community, including several local heritage advocacy groups. Engagement was led by the consultant team consultants, in collaboration with Town Staff. Engagement opportunities were provided on-line and in-person so that a variety of input could be gathered with regard for the fact that some residents reside in Saugeen Shores seasonally.

The legislative and policy framework for cultural heritage conservation in Ontario is outlined in Chapter 5, and provides a foundation for understanding how cultural heritage is defined and how it is to be managed per provincial direction and as outlined in the Bruce County Official Plan and Town of Saugeen Shores Official Plan. There has been significant policy and legislative change in Ontario over the last several years, and ensuring consistency with provincial policy direction is a necessary exercise for the Town in its upcoming Official Plan update.

The Objectives provided in this plan include recommended actions and an action plan outlining when action items should commence. The actionable items will allow for the municipality to measure progress.

2. INTRODUCTION

The Town of Saugeen Shores is a place defined by its natural landscape, oriented at the mouth of the Saugeen River as it opens onto Lake Huron.

The landscape of Saugeen Shores includes an extensive shoreline, sandy beaches, clean water, ancient shoreline bluffs, ecologically diverse wetlands, woodlands, valley lands, and a fertile agricultural interior. Over the millennia, these diverse landscape qualities have directly influenced the use of the area by Indigenous peoples who were joined over the past 300 years by explorers, traders, missionaries, and eventually, permanent settler populations whose use of the area is physically evident through archaeological artefacts, burials, structures and buildings. Many of the landscape qualities that once drew Indigenous peoples and early settlers to fish and trade along the shores of Lake Huron today draw tourists who still wish to experience the beauty and ecological diversity of the area. These landscape qualities shaped past and current ways of life in Saugeen Shores. The built landscape that followed, including buildings, structures and communities retains a strong connection to the natural landscape. The long use of the area by Indigenous peoples and later settler populations is a reminder that there are layers of cultural meaning embedded in Saugeen Shores, and that there are many stories worthy of recognition.

Cultural heritage provides the context, stories, traditions, built and natural landscapes that tie us to our past. It can be anything from the past that holds value for a specific community, and which the community wants to pass on to future generations. Cultural heritage can include built heritage elements or intangible cultural heritage such as practices, traditions, stories and oral histories. 'Cultural heritage resources' typically refers to the physical elements that hold value to a community and may include structures, buildings, landscapes, and natural elements.¹ Cultural heritage contributes to community identity and sense of place, enriching our communities and providing vibrant places to live. Cultural heritage is often deeply personal and meaningful. Cultural heritage can be complex and difficult. It must be recognized that cultural heritage may be associated with traumatic personal or collective experiences. There must be room for a diversity of voices to provide perspectives on attributed values, and respect for the fact that cultural heritage may carry varying positive or negative meanings and legacies for a community or marginalized groups.

Saugeen Shores has taken steps to commemorate and celebrate cultural heritage resources, including the many storied places, buildings, structures and landscapes associated with past ways of life, well-known people and families in the community.

¹ Ontario's provincial policy documents and best practice documents generally define cultural heritage resources as built heritage, cultural heritage landscapes and archaeological resources.

Measures to identify, evaluate, and protect local cultural heritage resources have been undertaken with the support of Town committees, community groups and individuals through various means. The work and involvement of local community groups is a testament to the passion and drive to protect cultural heritage resources in Saugeen Shores and is proof that the community attributes deep value to these resources. Measures undertaken to conserve cultural heritage include a local heritage plaque program, heritage tour maps, listing heritage properties on the Municipal Heritage Register and heritage designation. These initiatives can be augmented, as will be outlined in this Plan, to enhance on-going heritage conservation measures in the community.

To this end, the Town has commissioned a Cultural Heritage Master Plan (CHMP) with actionable items to better coordinate cultural heritage conservation and enhancement considerations in Saugeen Shores. This Plan will review the current policy framework for cultural heritage conservation and provide recommendations and action items to strengthen cultural heritage planning in Saugeen Shores. The recommendations are guided by five (5) strategic objectives that are action-oriented and measurable. The objectives are the ways in which the Vision for the CHMP will be achieved. The timing of this Master Plan is opportune. Sweeping legislative changes to the *Ontario Heritage Act* in recent years has made it difficult for many communities to balance the pressure of urban growth and the conservation of cultural heritage resources that contribute to identity and sense of place. This Plan sets the foundation to sustain existing heritage conservation efforts in the Town of Saugeen Shores and provides recommendations to foster new and innovative conservation efforts in this new legislative environment with its new requirements. As cultural heritage planning matures in Saugeen Shores so too will future direction for cultural heritage, and it is anticipated that this Plan will be a living document that will evolve with community needs and values.

2.1 PURPOSE OF THE CULTURAL HERITAGE MASTER PLAN (CHMP)

2.1.1 WHAT THIS PLAN WILL DO

The Town of Saugeen Shores has commissioned this CHMP to provide a foundation and preliminary framework for strengthening municipal conservation actions.

It is recognized that the Town can improve processes for the identification, evaluation, protection and commemoration of the Town's rich and diverse cultural heritage and establish clear goals for cultural heritage conservation. To this end, the Town outlined the following objectives for the preparation of a CHMP:

- i. Facilitate the creation of a CHMP that coordinates cultural heritage conservation and enhancement considerations in Saugeen Shores;
- ii. Provide a high-level review of the cultural heritage value and significance of existing protected heritage properties;
- iii. Develop tools to evaluate and identify properties and Cultural Heritage Landscapes for heritage value according to the Provincial criteria for heritage designation as prescribed under the *Ontario Heritage Act*; and
- iv. Identify actions that are the responsibility of the Town under the *Ontario Heritage Act* and/or *Planning Act*.

To fulfill this mandate the consulting team for this CHMP engaged with Saugeen Shores staff, and the larger community regarding identification of cultural heritage themes and cultural heritage resources in Saugeen Shores, current municipal processes for managing cultural heritage and existing methods for commemoration and protection. Engagement has shown that there are many active and organized volunteer community groups and advisory committees that actively contribute to cultural heritage conservation. These actions are supported by Town Staff. It is clear that Council has an appetite to update municipal process and priorities for heritage planning given the direction for the establishment of this Master Plan.

To further inform the preparation of the CHMP, a [Historical Context Overview Report: Landscape, Lake and Ways of Life in Saugeen Shores](#) was prepared outlining the current legislative framework for cultural heritage conservation, existing identified cultural heritage resources and providing a historical context overview for Saugeen Shores. The historical context overview outlined the larger historical, economic, social, and cultural processes that have influenced growth and change in Saugeen Shores. That information has further informed this CHMP.

2.1.2 WHAT THIS PLAN WILL NOT DO

This Plan does not identify or provide an in-depth review of all cultural heritage resources within Saugeen Shores. Instead, it provides an overview of important themes in the history of Saugeen Shores that provide the context for better understanding the value of cultural heritage resources. As a Master Plan this CHMP provides general and high-level direction for consistent and concerted efforts for the identification, management and protection of cultural heritage resources; it does not provide specific recommendations for individual cultural heritage resources. This plan is largely focused on built heritage resources because, to date, these are the cultural heritage resources that have been identified and protected under legislation including the *Ontario Heritage Act*.

Broader aspects of culture beyond cultural heritage resources are not addressed in this CHMP, as these matters are more appropriately addressed in other plans and initiatives.

Figure 1 – Lake Huron and the shorelines in Southampton have long been an integral part of the identity of the area



3. VISION FOR HERITAGE CONSERVATION

The Vision for the Saugeen Shores CHMP was developed based on the need for a guiding plan that coordinates the conservation and enhancement of cultural heritage resources within the Community. The Vision was informed by input from community engagement sessions. It is recognized that Saugeen Shores needs a more robust cultural heritage planning framework with clear objectives and policies to address the changing realities of its communities. To deliver a more robust cultural heritage planning framework, the Town needs the right tools.

Vision:

The Town of Saugeen Shores will have in place an up-to-date suite of legislative, policy, and process tools that will enable it to strategically manage, conserve, and meaningfully commemorate its cultural heritage resources.

This Vision guides the Objectives and recommended actions of this CHMP that follow.

4. OBJECTIVES TO ACHIEVE THE VISION

The following strategic Objectives are the primary ways that Saugeen Shores can achieve the Vision for the CHMP. Within each Objective are specific recommendations and action items with practical direction and a clear path to meet each Objective. These Objectives provide a strong foundation on which to build future conservation measures and goals in Saugeen Shores.

The following are the Objectives for the CHMP:

(I) MAINTAIN COMPLIANCE WITHIN THE LEGISLATIVE FRAMEWORK FOR CULTURAL HERITAGE RESOURCES

- ▶ This Objective will assist the Town in maintaining compliance with the legislation and policy framework for cultural heritage in Ontario.

(II) IMPROVE PROCESS

- ▶ This Objective is a commitment to update internal and public processes for more efficient and standardized processes related to heritage planning and applications under the *Ontario Heritage Act*.

(III) BUILD CAPACITY

- ▶ Capacity building is integral to ensure that there is sufficient staff capacity, support and training provided to Council and advisory committees for informed cultural heritage planning.

(IV) EXPAND LINES OF COMMUNICATION

- ▶ Further developing lines of communication leads to stronger collaborative projects and meaningful partnerships with Indigenous Communities, advisory committees to Council and with community groups.

(V) DEVELOP A SAUGEEN SHORES APPROACH TO CONSERVATION

- ▶ Collaborate with local groups to support Town objectives for cultural heritage.

The CHMP Objectives support the Strategic Pillars and Directions adopted in the *2023-2027 Town of Saugeen Shores Strategic Plan*² as shown in **Figure 2**.

² Town of Saugeen Shores Strategic Plan 2023-2027, <https://www.saugeenshores.ca/en/town-hall/resources/Documents/Town-of-Saugeen-Shores-Strategic-Plan-2023---2027.pdf>

Figure 2 – Town of Saugeen Shores Strategic Plan with Directions relevant to cultural heritage (outlined in yellow)



Specifically, the Objectives and action items of the CHMP support *Building the Best Municipal Team* - #5 *Drive a Culture of Continuous Improvement* with the direction for improved municipal processes and staff capacity building. *Building Valued Relationships* - #7 *Establish Strong Relationships with First Nations Communities* is supported with direction to improve lines of communication and engagement. The key priority for *Fostering a Vibrant Place To Live and Visit* - #9 *Grow Local Arts, Culture and Recreation* and #11 *Enhance the Natural Heritage and Beauty of the Town's Environment* is reinforced with direction for stronger Official Plan policy direction related to heritage conservation and with direction for more consistent approaches to identify, evaluate, and protect cultural heritage resources.

5. LEGISLATIVE & POLICY FRAMEWORK FOR CULTURAL HERITAGE CONSERVATION

Cultural heritage is a matter of federal, provincial and Indigenous interest. Understanding the current legislative and policy framework for cultural heritage conservation that is applicable to Saugeen Shores is imperative to establish future direction for cultural heritage.

Over the last several years, Ontario has witnessed significant changes to several key pieces of legislation that guide cultural heritage planning. The volatile legislative environment has made it difficult for municipalities to prepare and implement effective policies for managing cultural heritage. Still, it is a goal of this CHMP to prepare a robust policy framework so that the Town is prepared to meet the challenges of this evolving legislative environment.

The following section outlines current Provincial, County and Town legislation and policy direction for cultural heritage conservation.

5.1 PROVINCIAL LAWS AND POLICY DIRECTION

Guidance at the Provincial level is provided by the following pieces of legislation.

5.1.1 THE PLANNING ACT

Under the *Planning Act*, cultural heritage is identified as a matter of Provincial Interest. Specifically, Section 2(2) states that the “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” is a matter of interest. The *Planning Act* notes that decisions makers must consider the following matters particularly relevant to cultural heritage:

POLICY

- n) the resolution of planning conflicts involving public and private interests;
- (p) the appropriate location of growth and development;
- (r) the promotion of built form that,
 - (i) is well-designed,
 - (ii) encourages a sense of place, and

(iii) provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;

Among the changes to the *Planning Act* was a reduction of application and decision timelines and changes preventing the requirement for pre-consultation meetings. This has meant that complete application requirements (including conditions and details of peer reviews) must be clear and formally adopted.

Section 3 of the *Planning Act* also provides authorization for Provincial Policy Statements. Municipalities must ensure their decisions are consistent with the Provincial Policy Statement as outlined in the following *Planning Act* sections:

POLICY

(5) A decision of the council of a municipality, a local board, a planning board, a minister of the Crown and a ministry, board, commission or agency of the government, including the Tribunal, in respect of the exercise of any authority that affects a planning matter,

(a) subject to a regulation made under subsection (6.1), shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and

(b) shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be. 2006, c. 23, s. 5; 2017, c. 23, Sched. 5, s. 80; 2023, c. 10, Sched. 6, s. 2 (1).

Thus, the municipality is obligated to ensure that its decisions are consistent with in-effect policy statements. The Provincial Planning Statement (2024) came into effect on late October 2024.

5.1.2 PROVINCIAL PLANNING STATEMENT (PPS) 2024

The PPS 2024 came into force and effect on October 20, 2024. The Vision for the PPS 2024 places strong emphasis on the need to provide a greater range of housing options to meet current and future needs. Cultural heritage and archaeology are envisioned as providing a sense of place for Ontario's communities. However, cultural heritage also have a role to play in supplying needed housing, specifically, opportunities exist for adaptive reuse of built heritage resources.

Municipal decisions are required to be consistent with the policies of the PPS. Policies for cultural heritage are provided in Section 4.6 of the PPS 2024. Key definitions relevant to

cultural heritage are also outlined below. This new provincial policy direction and applicable definitions must be considered in formulating new Town Official Plan policies.

POLICIES

1. Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.
2. Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the archaeological resources have been conserved.
3. Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.
4. Planning authorities are encouraged to develop and implement: a) archaeological management plans for conserving archaeological resources; and b) proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.
5. Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.

DEFINITIONS

Adjacent lands: means for the purposes of policy 4.6.3, those lands contiguous to a protected heritage property or as otherwise defined in the municipal official plan.

Archaeological resources: includes artifacts, archaeological sites and marine archaeological sites, as defined under the Ontario Heritage Act. The identification and evaluation of such resources are based upon archaeological assessments carried out by archaeologists licensed under the Ontario Heritage Act.

Built heritage resource: means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community.

Conserved: means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment that has been approved, accepted or adopted by the relevant

planning authority and/or decision-maker. Mitigative measures and/or alternative development approaches should be included in these plans and assessments.

Cultural heritage landscape: means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association.

Heritage attributes: means, as defined under the Ontario Heritage Act, in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest.

Protected heritage property: means property designated under Part IV or VI of the Ontario Heritage Act; property included in an area designated as a heritage conservation district under Part V of the Ontario Heritage Act; property subject to a heritage conservation easement or covenant under Part II or IV of the Ontario Heritage Act; property identified by a provincial ministry or a prescribed public body as a property having cultural heritage value or interest under the Standards and Guidelines for the Conservation of Provincial Heritage Properties; property protected under federal heritage legislation; and UNESCO World Heritage Sites.

Significant: means (e) in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest. Processes and criteria for determining cultural heritage value or interest are established by the Province under the authority of the Ontario Heritage Act.

5.1.3 ONTARIO HERITAGE ACT

Since 2019, there have been significant changes to the *Ontario Heritage Act*, affecting Section 27 'listed properties', permit approvals, designation processes, how heritage properties and Heritage Conservation Districts are evaluated, and processes for serving notifications. A recent regulation update – O. Reg 385/21 – now prescribes information that must be included in designation by-laws, minimum requirements for applications under the *Ontario Heritage Act*, and outlines specific obligations for municipal clerks. In many ways, the current *Ontario Heritage Act* is fundamentally different to how it was used during its first 44 years.

In general, the *Ontario Heritage Act* focuses on individual real property, heritage conservation districts, and archaeological resources. It establishes processes for

changes to heritage properties, appeal processes, provisions for enforcement and provides a variety of tools for the protection of cultural heritage resources, including:

- Ontario Heritage Trust Heritage easements (Section 10, Part II);
- Listing a property on a municipal heritage (Section 27, Part IV);
- Municipal Designation of an individual property (Section 29, Part IV);
- Provincial Designation of an individual property (Section 34.5, Part IV);
- Municipal or third-party easement (Section 37, Part IV);
- Designation of a Heritage Conservation District (Part V); and,
- Designation of a property for archaeological significance (Section 52, Part VI)

The *Ontario Heritage Act* also provides the Provincial prescribed for criteria for heritage designation in Ontario Regulation (O. Reg) 9/06 as amended, often referred to as the 9.06 criteria for designation. To designate a property under the *Ontario Heritage Act*, it must be demonstrated that a property meets at least two 9/06 criteria for designation.

The Act does not address movable cultural heritage resources, or intangible cultural heritage. The *Ontario Heritage Act* also does not explicitly address the concept of cultural heritage landscapes.

Among the most significant changes has been discontinuation of the Conservation Review Board as an appeal body for *Ontario Heritage Act* matters. This means appeals are referred to the Ontario Land Tribunal, like under the *Planning Act*. This places a greater responsibility on municipalities to ensure decisions are transparent and defensible, particularly considering the before mentioned court decisions.

Changes particularly relevant for the Town of Saugeen Shores include revisions to the requirements for Section 27 “listed” properties.

5.1.4 ENVIRONMENTAL ASSESSMENT ACT

The *Environmental Assessment Act* aims to provide for the protection, conservation and wise management of Ontario’s environment. It applies to public activities including projects undertaken by municipalities, public utilities and conservation authorities. An analysis of the environment through an Environmental Assessment includes evaluation of “cultural conditions that include the life of humans or a community” and “any building, structure, machine or other device or thing made by humans” which includes artifacts, places, buildings and structures considered to be potential cultural heritage resources. Where municipal projects such as transportation, water, or sewer infrastructure projects under Municipal Class Environmental Assessment may impact heritage structures, cultural landscapes or archaeological sites, these cultural heritage resources are to be identified, assessed and protected from impact. The province is proposing changes to the Municipal Environmental Assessment process, which may have an impact on

requirements for the management of cultural heritage resources as part of the EA process.

5.1.5 ONTARIO BUILDING CODE

Under the Ontario Building Code (O. Reg. 332/12: BUILDING CODE under Building Code Act, 1992, S.O. 1992, c. 23), the *Ontario Heritage Act* is applicable law. The Chief Building Official (CBO) cannot issue a permit if it is contrary to applicable law as per Section 8(2) and Section 10(2). However, the CBO can issue a conditional permit that does not meet the OBC if it meets applicable law and additional OBC requirements (Section 8 (3)). Regulation 332/12 includes the following:

POLICY

1.4.1.3. Definition of Applicable Law

(1) For the purposes of clause 8 (2) (a) of the Act, applicable law means,

(a) the statutory requirements in the following provisions with respect to the following matters:

- (xiii) subsection 30 (2) of the *Ontario Heritage Act* with respect to a consent of the council of a municipality to the alteration or demolition of a building where the council of the municipality has given a notice of intent to designate the building under subsection 29 (3) of that Act,
- (xiv) section 33 of the *Ontario Heritage Act* with respect to the consent of the council of a municipality for the alteration of property,
- (xv) section 34 of the *Ontario Heritage Act* with respect to the consent of the council of a municipality for the demolition of a building,
- (xvi) section 34.5 of the *Ontario Heritage Act* with respect to the consent of the Minister to the alteration or demolition of a designated building,
- (xvii) subsection 34.7(2) of the *Ontario Heritage Act* with respect to a consent of the Minister to the alteration or demolition of a building where the Minister has given a notice of intent to designate the building under section 34.6 of that Act,
- (xviii) section 42 of the *Ontario Heritage Act* with respect to the permit given by the council of a municipality for the erection, alteration or demolition of a building,

(b) the following provisions of Acts and regulations:

- (vii) subsection 27(3) of the *Ontario Heritage Act*,
- (c) regulations made by a conservation authority under clause 28 (1) (c) of the Conservation Authorities Act with respect to permission of the authority for the construction of a building or structure if, in the opinion of the authority, the control of flooding, erosion, dynamic beaches or pollution or the conservation of land may be affected by the development,
- (e) by-laws made under section 40.1 of the *Ontario Heritage Act*,
- (k) by-laws made under any private Act that prohibit the proposed construction or demolition of the building unless the by-law is complied with.

Ultimately, the OBC recognizes that the provisions of the *Ontario Heritage Act* are applicable law.

5.2 BRUCE COUNTY POLICY DIRECTION

Further guidance for cultural heritage is provided at the County level.

5.2.1 BRUCE COUNTY OFFICIAL PLAN

The Bruce County Official Plan provides broad direction for cultural heritage. Objectives particularly relevant to cultural heritage resources include:

OBJECTIVES

4.10.1 Objectives

- .1 Encourage the conservation of land, buildings and sites of historic, architectural and archaeological value.
- .2 County Council encourages the identification, acquisition, restoration and conservation of the historical, cultural, architectural and archaeological assets of the County.
- .3 In accordance with the Ontario Heritage Act, the County encourages Local Councils to support the creation of Local Architectural Conservation Advisory Committees to inventory and designate buildings, sites and districts of historical, cultural or architectural merit.

It is recognized that Bruce County is currently renewing its Official Plan. Policies for cultural heritage in the draft County Official Plan still provide broad direction for the protection and management of cultural heritage resources and encourage preparation of plans, strategies, or policies in local plans for cultural heritage planning.

5.3 BRUCE COUNTY GUIDANCE DOCUMENTS

5.3.1 BRUCE COUNTY CULTURAL ACTION PLAN

Recently, Bruce County has taken steps to manage its cultural assets more comprehensively through the 2021 adoption of the Bruce County Cultural Action Plan (CAP). In the County's case, the broad array of cultural assets addressed within the CAP relates more broadly to arts, culture and heritage. The CAP process included inventorying of cultural assets, the identification of core value and cultural themes, strategic directions and recommended actions. Inventorying included the identification and documentation of tangible and intangible cultural assets but did not result in specific recommendations for protection of individual assets in lower tier municipalities. In addition, the County has prepared the *Indigenous Reconciliation Framework* and the *Saugeen Anishnaabek*

Reconciliation Pathway and Action Plan to guide engagement with Indigenous communities.

The Bruce County CAP recommended the following actions relevant to this CHMP:

STRATEGIC DIRECTION

Strategic Direction 2.2 - Create and maintain County-level inventories of cultural places [in connection with local municipalities]

- Publish and maintain an interactive Culture Map based on CAP cultural asset mapping; include basic information and links to source platforms (Municipalities) and/or data-sharing with those platforms where applicable (e.g., Kincardine Heritage)
- Connect the Culture Map with the event calendar by coordinating with the municipalities on a common spatial coordinate format. (Explore the Bruce)
- Incorporate and maintain listed and designated heritage structures into the County's GIS planning platform
- Partner with SON and HSM to facilitate Indigenous cultural mapping and to identify Indigenous place names

Strategic Direction 3.3 - Facilitate communication between local groups and businesses within and across municipalities - Adopt official plan policies that encourage the lower-tier municipalities to develop their own official plan policies specific to Municipal Cultural Planning.

- Coordinate with municipalities, parks, and conservation authorities on improving heritage-related trail systems and water access (e.g., historic portage routes), including through integrated cultural interpretation programming (such as wayfinding and heritage signage)

Strategic Direction 4.2 - Foster municipal initiatives and policies that are mutually reinforcing

- Conduct a gap analysis of municipal cultural incentive programs such as façade improvement programs, film and digital production incentives, and other cultural sector grants; coordinate with municipalities on the development of new programs
- Form exploratory committee to assess the need/possibility for a unified municipal heritage assessment procedure
- Form an exploratory committee to investigate the possibility of applying of cultural heritage landscape (CHL) designations within Bruce County
- Jointly develop a common heritage conservation district (HCD) implementation procedure referencing the Kincardine example and existing documents like the Southampton Downtown Design

Guidelines; work with municipalities to identify and prioritize prospective HCDs

Strategic Direction in the Bruce County CAP can support the Objectives of the CHMP, for instance, Strategic Direction 4.2 in the CAP recommends investigating the use of cultural heritage landscapes within Bruce County. One objective of the CHMP is to develop an evaluation template for cultural heritage landscapes. Saugeen Shores can take a leadership role in Bruce County through the early development and evaluation of cultural heritage landscapes and provide input to other municipalities on processes for evaluation, designation and management.

5.4 TOWN OF SAUGEEN SHORES POLICY DIRECTION

5.4.1 OFFICIAL PLAN

The Town's Official Plan outlines goals and objectives for heritage conservation encourage identification, conservation, and enhancement. Objectives for cultural heritage resources are to conserve historic buildings and landscapes; leverage cultural heritage resources for economic development and tourism; ensure that new development respects community character; and prevent inappropriate use or alteration of cultural heritage resources as outlined below:

1.2.5.1 Goal

It is the goal of this Plan to identify, conserve and enhance the Town's cultural heritage resources whenever practical and to encourage all new development and redevelopment to respect important cultural heritage features.

1.2.5.2 Objectives

- a) To maintain, restore and enhance the cultural heritage resources of the Town such as its historical landscapes, sites and buildings and unique cultural, architectural, archeological and historic resources.
- b) To use cultural heritage resources to attract additional economic development, increase tourism opportunities and enhance the character of the Town by providing public access to cultural heritage features.
- c) To provide opportunities for the display of art and cultural elements in public area of the community.
- d) To ensure that new development and redevelopment preserves and reflects cultural elements that defines the character of the community which may include natural features such as trees and hedgerows or built features.

e) To prevent the demolition, destruction, inappropriate alteration or use of cultural heritage resources.

Section 2 of the Town's Official Plan provides policies for cultural heritage resources. It is a goal of the Official Plan to identify and to conserve built heritage resources, heritage properties, heritage attributes, cultural heritage landscapes and archaeological resources (Policy 2.4.1.1). The Official Plan also outlines the tools that Council may use to conserve cultural heritage resources including compiling Cultural Heritage Inventories, designating properties and Heritage Conservation Districts under the *Ontario Heritage Act*, as well as using tools under the *Planning Act* and *Municipal Act*.

The Town's Official Plan policies would benefit from more specific direction for cultural heritage to manage growth and change and continue to foster community character and sense of place for its communities. A more thorough overview of the suite of tools available to municipalities for conservation is outlined in this CHMP.

6. HERITAGE CONTEXT IN SAUGEEN SHORES

The following section provides a broad overview of the historical context in what is today known as Saugeen Shores, including some of the historical, economic and social processes that contributed to growth and development in the area. The historical, associative and contextual values of cultural heritage resources can be more strongly perceived and evaluated when situated within the historical context.

This section is based on the [Historical Context Overview Report: Landscape, Lake and Ways of Life in Saugeen Shores](#) (attached as a supporting document to this report) prepared as part of this Cultural Heritage Master Plan project. The Historical Context Overview Report provides a more detailed overview of existing heritage designated properties in the community and how those cultural heritage resources fit into larger the larger historical context in Saugeen Shores. This section provides an abbreviated version of the Historical Context Overview as it informs the cultural heritage resources valued in Saugeen Shores today. A review of larger historical themes in the community and representative cultural heritage resources can also serve to bring to light the resources and storied places that remain unexplored, untold or unprotected. These are gaps that can be considered to ensure that the many storied places are told in different voices, celebrating diversity and deeper perspective.

The Town is encouraged to build on and adopt a comprehensive Historical Context Overview Statement for the community to better articulate the myriad of ways that cultural heritage resources hold value for the communities of Saugeen Shores.

6.1 HISTORICAL CONTEXT OVERVIEW

It is an objective of this CHMP to undertake a high-level review of the significance of designated heritage properties. The [Historical Context Overview Report: Landscape, Lake and Ways of Life in Saugeen Shores](#) (see **Appendix D**) prepared prior to this CHMP assists in understanding the historical context and informing the heritage significance of heritage properties in Saugeen Shores.

Saugeen Shores is a community comprised of three formerly separate communities, the Township of Saugeen, and the Towns of Port Elgin and Southampton, which amalgamated in 1998 through Provincial mandate. While different in character, there are shared historic themes and processes that contributed to growth and change within and

across these communities. Themes that contribute to a sense of shared heritage include the:

- physical shaping of the landscape stretching back thousands of years to glacial periods, which resulted in fertile agricultural lands, abundant natural resources, beaches and sand dunes that have long attracted various people to the area;
- cultural values associated with natural landscapes often of ecological significance and diversity;
- connections to water, including Lake Huron and the Saugeen River, as natural features that functionally provided a source of food, a primary means of transportation to the area and served as drivers of early industries; and
- connections to early industries including fishing, trade, shipping, furniture making and tourism which were bolstered by the arrival of the railway.

6.1.1 CONNECTIONS TO LANDSCAPE

The landscape across Saugeen Shores, including Lake Huron, remains an integral component of the identity of the Town. Colossal prehistoric natural processes including glacial movement and melt shaped the landforms in the area, releasing immense amounts of water creating ancient lakes whose erosion deposited till and formed bluffs in the area. For thousands of years, post-glacial lake levels rose and fell, and ancient Indigenous communities followed the shifting coastlines with archaeological sites marking their presence across Saugeen Shores. These processes contributed to the ecologically diverse wetlands, woodlands and valley lands, the beaches, ancient bluffs, gravel deposits and fertile soils that define the physical landscape today. The waters of Lake Huron, its shoreline and its connection with the Saugeen River provided opportunities for fishing and travel, serving as a primary means of travel to and from the area. Early inhabitants of the area also relied on the bounty of Lake Huron for their industry and food.

Figure 3 - The shoreline of Lake Huron



The landscape of the area that is now Saugeen Shores, with its bounteous natural resources drew early settlers to the area. Prior to the surveying of lands in the 1850s, the natural landscape strongly influenced habitation and early settlement of the area. The shorelines of Saugeen Shores still bear evidence of early use and settlement through archaeological resources, early buildings and structures on the waterfront and on-going marine uses.

Agriculture in Saugeen Shores dates back over 2,000 years to the first Indigenous cultivation in the area and the intensification that took place over hundreds of years. It was during the era that large, semi-permanent villages reliant on extensive cultivation of corn, beans and squash began appearing, drawn to the rich soils of the Huron Fringe. Late Woodland Period villages have been found around Port Elgin including the 14th century Nodwell Site.

When European explorers and missionaries encountered Bruce County in the early-to-mid-17th century, the Indigenous inhabitants were described as the *Cheveux relevés* by the French or the *Ondatauauat* or *Andatahouat* by the Huron-Wendat. As Europeans interacted more with the region, this Indigenous group would become more commonly known as the Odawa (Ottawa). Ojibway speakers, the Odawa traded and wintered among their Tionontati (Petun) neighbours in the Blue Mountains to the east. During the Beaver Wars of the mid-17th century, the Odawa withdrew from the Saugeen Peninsula to the Lower Peninsula of Michigan. The conclusion of the Beaver Wars saw communities of the Anishinaabe Three Fires Confederacy take up residency in the area, including the Sauking or Saugeen Ojibway near the mouth of the Saugeen River. Saugeen Village, as it would become known, would be an important landmark on many early maps of Lake Huron, and it remains the home of Saugeen First Nation. From Saugeen Village, the Saugeen hunted, fished and gathered medicines throughout much of the interior and coasts of what is now Bruce County. A substantial Indigenous trail connected the Saugeen with the Chippewa village at Owen Sound together representing the collective Saugeen Ojibway Nation. A series of small fur trading posts were established near Saugeen Village including a Hudson's Bay Company (HBC) post. Traders included several Métis and former Northwest Company voyageurs. The area was abundant in animals for fur trading, fish, hardwood forests and maple syrup.

As treaties were signed in the 19th century, the Owen Sound community moved to Neyaashiinigmiiing and became the Chippewas of Nawash Unceded First Nation. Saugeen Village became the Saugeen Reserve No. 29 on the north side of the Saugeen River alongside Chief's Point Reserve No. 28 further north along the lakeshore. Together the Saugeen and Chippewa communities are known today as Saugeen Ojibway Nation (SON). SON continues to steward their extensive treaty and traditional territories including in Saugeen Shores.

Figure 4 - Aunt Annie's Historic Métis Home in Southampton



Across the Saugeen River, following the closure of the HBC post, several HBC retirees and their families arrived, joining independent traders Gonneville, Sayer, and others who had remained at Saugeen. These families would form part of the nucleus of what would become known as the Historic Saugeen Métis (HSM) settlement.³ When the treaties opened Southampton to systematic settlement, new settlers took up lakefront lots next to those already inhabited by these early former fur traders and their families. HSM continues to maintain the history and built heritage of the former fur traders and their families including Aunt Annie's Place (**Figure 4**), which was retained in-situ despite being within the later road allowance, interrupting the early survey's intended grid pattern of development. Aunt Annie's Place is a rare and unique cultural heritage resource within the community that is also a testament to the unique style of construction utilized by the Métis. Its location in-situ sustains its physical and functional relationship to the landscape and Lake, upon which Angelique Longe's family traveled as they engaged in fur trading.

³ Families included the Andres, Belhumeur (Bellmore), Beausoleil (Bosley), Cameron, Cazelet (Cosley), de Lamorandiere, Deschamps, Duchesne, Gonneville (Granville), Lange (Longe), Martin, Normandin, Sayer, and Tranchemontagne, and other families.

Nodwell Park is another significant site that represents the pre-historic period in the area, when the landscape was the primary determinant of habitation.

6.1.2 LAKE HURON

Lake Huron has also played an integral part in the historic growth and development of the area. Early settlers in the area arrived either by foot from Owen Sound, by sailboat, steamer or schooner on Lake Huron or by canoe or raft down the Saugeen River. They came to the area in the mid-19th century lured by the prospects of the fishing industry and by the promise of land to call their own. Fishing and sailing were the most important industries in the area at that time and early settlers established fishing enterprises and traded along Lake Huron's ports. The remaining collections of fishing cottages in proximity to the water in Southampton are representative of this early history, some of which are also connected to Métis families. These cultural heritage resources provide a tangible connection to the early fishing industry, especially where the early building form and massing has been conserved. However, several of these early cottages have been demolished in recent decades and the community has expressed concern over the loss of these buildings which strongly contribute to the historic built form in Southampton.

The area has a strong marine history dating to the early 19th century with the oldest port on the Bruce coast in Southampton being the main source of supplies brought from Goderich on sailing vessels. By the 1850s the area boasted a port of entry for customs. However, the port was in proximity to jagged shoals that claimed numerous sailing vessels. Local shipwrecks, some of which are commemorated through historic plaques, serve as a reminder of the dangers of early shipping enterprises, and still draw tourists of marine history. As a result of the dangers of the shoals, construction of the Chantry Island Lighthouse began in 1855 and the first light was lit on April 1, 1859. Chantry Island remains an iconic view from the waterfront. The Southampton

Figure 5 - Memorial in Pioneer Park



Marine Heritage Society successfully advocated for the conservation of the Light Keeper Cottage and other structures on the island. The Marine Heritage Society has been particularly successful in protecting marine-related cultural heritage resources in Southampton and continues to sustain cultural heritage conservation through the operation of seasonal tours to Chantry Island. Several aspects of Marine History are also commemorated within Pioneer Park (see **Figure 5**) located at the mouth of the Saugeen River, which remains a central place of gathering within Southampton for residents, community groups and for the annual Historic Saugeen Métis Rendezvous.

In Port Elgin, the construction of the first pier in 1857 was crucial in helping increase tourism with summer connections to Goderich and Southampton daily. Unique places such as Gobles Grove became scenic lookouts for tourists. Today, the effects of the long history of tourism in the area are evident through the cottage-like developments and campgrounds, which are worthy of future assessment as potential cultural heritage resources unique to the character of Port Elgin.

Connections with Lake Huron remain integral to the identity of the Town today although there is now a greater focus on tourism and recreation.

6.1.3 SAUGEEN RIVER

The Saugeen River was also a primary means of early transportation within the area for both Indigenous communities and later settler groups and deserves recognition independent of Lake Huron. Many ancient and contemporary settlements grew along and depended on the Saugeen River. The river flows northwest through the Saugeen Valley before draining into Lake Huron (**Figure 6**). In the 1850s the river supported several industries. A Tannery was located on Fairy Lake, and a steam sawmill was located on the creek where Fairy Lake (Little Lake) drains into the Saugeen River, and later a distillery and then brewery were located on the same site, a planing mill on the shoreline, and a saw and grist mill at the rapids. At the opening of the Saugeen River were warehouses, and wharfs.

The river teemed with fish for sustenance, and its waters powered early mills and industries, and for this reason the river has held great value to the community historically. The Saugeen River directly influenced the early naming of the area as Saugeen, an Ojibway word meaning "mouth of the river." Ne?bwaakah giizwed ziibi (River Mouth Speaks), a significant Indigenous site on the north side of the mouth of the Saugeen highlights the significance of the river beginning in ancient times. The Saugeen River flows through the ancient high bluffs as it winds through the existing countryside.

Figure 6 – Saugeen River as viewed from Pioneer Cemetery in Southampton



The Saugeen River continues to hold value to the community as a natural landmark in the community, as a substantial natural feature that divides the Town and as a place that facilitates traditional and recreational activities within the community. It is places such as the Saugeen River that may be evaluated as cultural heritage landscapes; a defined geographical area that contains heritage value with natural and/or cultural components that are valued together for their interrelationship, meaning or association. Identifying cultural heritage landscapes allows municipalities to plan more holistically for a place over time and to conserve the less tangible elements of a place, such as maintaining panoramic views or vistas or open spaces that facilitate rituals on the landscape.

6.1.4 LOTS AND RAILWAY LINES

The area changed most substantially after the 1850s when town and farm lots were formally surveyed. The survey identified Public Reserve lands, designated areas for schools and cemeteries and key institutional uses. In this era, development was primarily influenced by government surveys rather than in response to natural landscape features.

Recognizing the need to formally settle lands in the area, the Crown's Land Department commissioned surveys of the area for the creation of farm lots and town lots on a linear grid pattern. At this time the Township of Saugeen was renamed Southampton, perhaps in anticipation of its potential growth into a port town like England's own Southampton. By the late 1850s there were over 100 houses in Southampton, as well as the Crown Land

Office (Huron Street), the Bank of Upper Canada, Crown Timber agent's office, and three hotels.

**Figure 7 - Early industrial buildings
have been revitalized for new purposes**

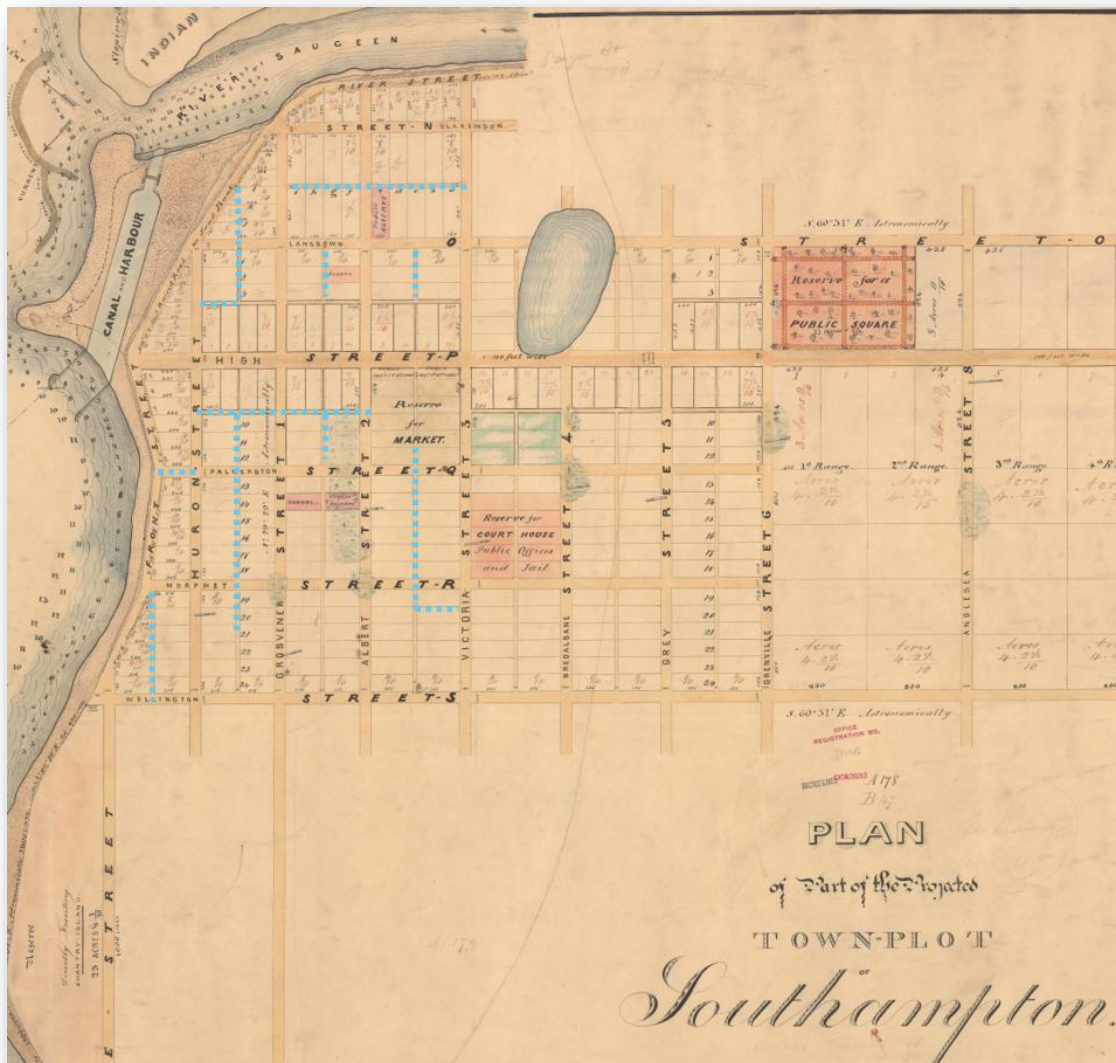


Port Elgin was named for James Bruce, the Eighth Earl of Elgin and Kincardine. By 1867, Port Elgin was recognized for its agricultural lands, shipping harbour with warehouses and the many institutional uses and services (multiple churches, schools, and a large town hall).

Early roads and lanes are still evident within the Town in relation to early surveys and lot patterns along the waterfront. Some of the remaining narrow roads in the Town with limited right-of-way widths have been recognized as Cottage Streets within the 2024 adopted “Cottage Streets Study.” This identification is a way that the Town can

respond to the context-sensitive nature of these streets. Cottage Streets are recognized for their unique character and the Town’s Transportation Master Plan considers that Cottage Streets may take the form of “Woonerfs” or “Home Zones” where streets are shared spaces between all forms of transportation, as was historically the case, with modern traffic calming measures thoughtfully incorporated. In the image below, several of the Cottage Streets recommended within the Study are superimposed on the 1850 Town Plot for Southampton. As shown in **Figure 7**, some of these lanes remain from the earliest surveys of the area.

Figure 8 - 1850 Town Plot for Southampton with recommended Cottage Streets shown as dotted blue lines



Another key aspect that played a part in the area's prosperity was the Wellington, Grey and Bruce Railway Line to Southampton, which opened in the 1870s. The railway transported various farm goods, local industry products, fish and timber. It also provided a boost to tourism in the area as a more convenient method of travel for residents and cottagers eager to visit resort towns. William Knowles bought a tract of land on the lakefront land bounded by Morpeth, Huron and Chantry View (the "Knowles Block") and in 1888 opened the Park Hotel at the foot of Morpeth Street. Port Elgin became a tourist destination in the 1880s, with passenger boats primarily from America visiting this area. The number of dwellings and buildings and growth of industries and institutions bears

witness to the impact of the train service on Southampton and Port Elgin. This growth was not without interruption. Southampton suffered the Great Fire of 1886 when a building caught fire in the early morning. The high winds fed the flames, which destroyed 50 buildings on the north side of High Street and threatened buildings along Grosvenor Street.

Figure 9 - Port Elgin Harbour (photo Courtesy of M. R. Letourneau and Associates Inc.)



Growth and change was seen across Saugeen Shores in the 20th century. The Town of Port Elgin, the Town of Southampton and the Township of Saugeen Shores were developed communities with buildings to support a growing population, such as: sports facilities, government buildings, schools and hospitals. Other major infrastructure changes included the Port Elgin Airport and improvements to the harbour at Southampton.

While evidence of new growth was seen, Saugeen Shores built upon the foundational industries established in the prior century, notably tourism and agriculture. New technology made agricultural production more efficient, but competition with other markets would see changes in the types of crops and the livestock. Nevertheless, agriculture has been a foundational industry in Saugeen Shores. The tourism industry in

the 20th century resulted in the construction of numerous cottages and motels and places of recreation. Tourists also enjoyed ecologically significant areas, such as MacGregor Point Provincial Park, largely due to the local support for conservation that gained prominence in the 1950s. Today, tourism and agriculture continue to play an important role in the economy of Saugeen Shores, and many residents are employed by Bruce Power, which has a presence in the community.

Amalgamation took place in 1998, and the Town of Saugeen Shores now includes the historic communities of the Town of Port Elgin, the Town of Southampton and the Township of Saugeen Shores.

6.2 COMMUNITY ENGAGEMENT: WHAT IS VALUED TODAY

It is important to understand cultural heritage resources in their historic context, and it is also important to understand how communities value cultural heritage resources. Public engagement efforts for this CHMP focused on understanding what places and cultural heritage resources are valued by the community today.

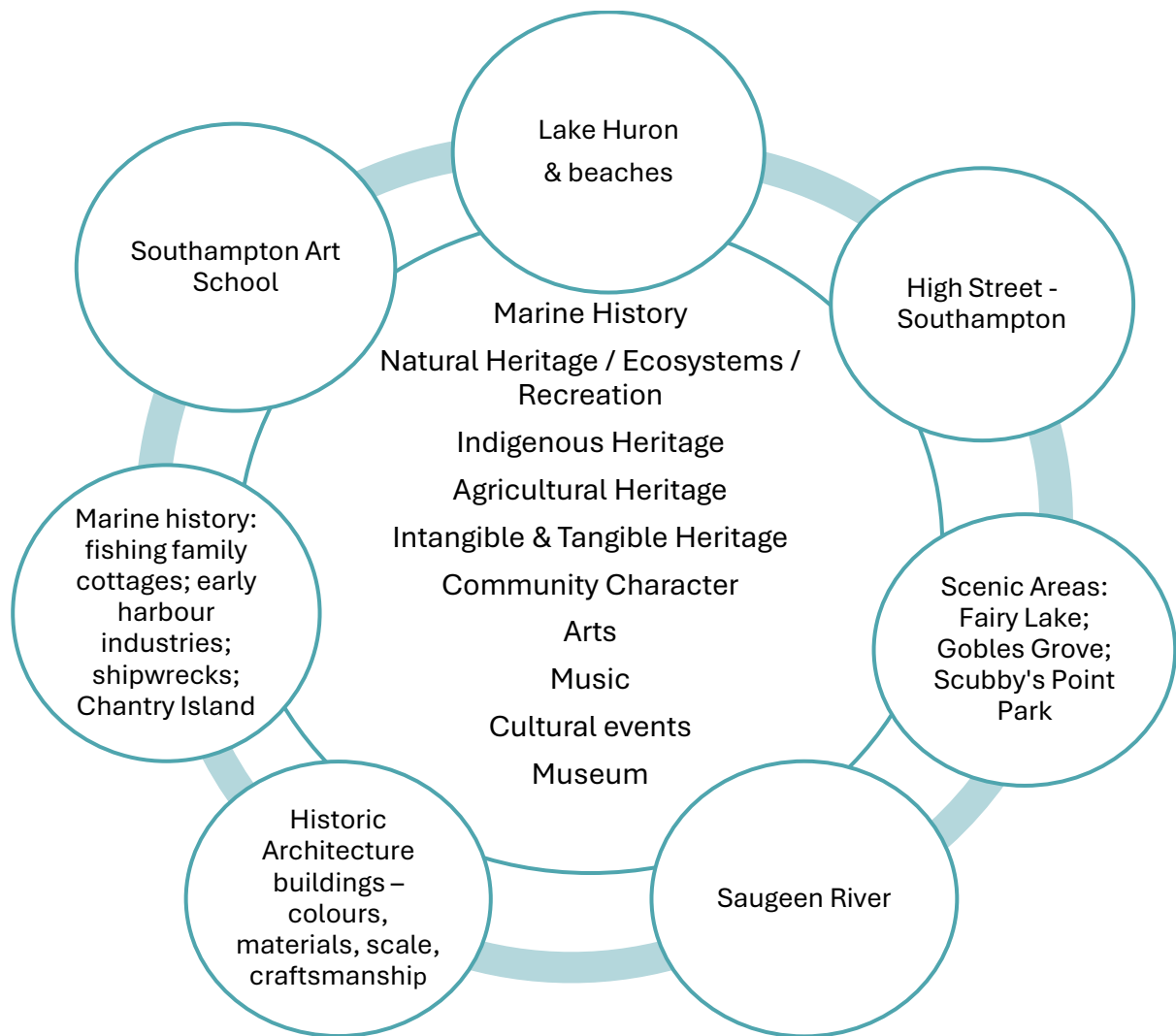
Participation from community members, Indigenous communities, and the public is critical in preparing a Plan that provides relevant, realistic and meaningful direction for cultural heritage within the Saugeen Shores context. The engagement strategy combined a range of on-line and in-person platforms. On-line engagement took place in March and April 2024 in the form of a general survey and targeted mapping of cultural heritage resources. The consulting team almost engaged Indigenous communities directly and connected with several heritage-minded community groups. In-person formal and informal discussions took place in April and May 2024. The consulting team utilized a range of methods to gain input from heritage focused groups and organizations from across the Town of Saugeen Shores, still it is recognized that Port Elgin and the rural areas of the Town had less representation in engagement sessions.

On-line Engagement

Given project timing and the seasonal nature of certain communities in the Town, the on-line survey was the initial engagement method. Input from on-line engagement highlighted important themes and components of cultural heritage that are valued today in Saugeen Shores. Responses to the survey highlighted the importance of built heritage resources within the community as key components of cultural heritage, but also highlighted the value of natural places and spaces such as Fairy Lake and Scubby's Point. These natural places are often valued, not only for their significant ecologies and beauty, but also for their historic and cultural associations.

Figure 10 is a graphic representation of the cultural heritage themes identified within the community (listed in the centre ring), with specific resources identified in the outer rings. It is evident that cultural themes in Saugeen Shores are wide-ranging and diverse given the relatively small size of the Town. There are therefore many paths to engage with cultural heritage in the Town, appealing to a wider audience. The elements that represent those themes can be understood as the components that provide Saugeen Shores with its sense of place, defining the character of its communities, including the historic architecture, landscapes (beaches, Chantry Island and Saugeen River) and many scenic places. There is also recognition of the places that commemorate stories and memories, including the shipwrecks and memorials of shipwrecks and the Bruce County Museum and Cultural Centre, but also the places that sustain on-going place making for the community such as the Southampton Art School. Saugeen Shores has much to offer residents and tourists with a particular interest in cultural heritage in many forms.

Figure 10 - Graphic image showing the important components of cultural heritage in Saugeen Shores at centre, with the elements that are valued today in the outer ring



Survey responses also recognized that the character of Saugeen Shores varies across its geographic communities. The shared characteristics and differences identified between communities is summarized in **Table 1**. In general, “Port” as it was sometimes referenced by residents has a reputation for being more accommodating of new development, whereas Southampton is less development-friendly. Given recent provincial direction for residential intensification, all communities need to prepare for intensification pressure, findings ways to accommodate compatible development that fully utilizes the historic housing stock in new and innovative ways while conserving cultural heritage resources.

Table 1 – Commonalities and Differences in the character of Saugeen Shores

Commonalities	Differences
<ul style="list-style-type: none">• Pride in ownership• Proximity to Lake Huron• Responsive design of communities to the Lake• Marine Heritage• Indigenous roots and history• Small town character/feel• Paths, trails, natural landscapes• Strong sense of history and family lineage	<ul style="list-style-type: none">• Many commercial buildings have been lost in Port Elgin• Southampton has stronger heritage identity, Port Elgin has more contemporary development• Southampton recognized for arts, heritage, culture as compared to Port Elgin recognized as livelier, more economical and fast-paced

Survey responses highlighted strong appreciation for:

- Saugeen Shores Heritage Property Plaque Program
- Designated properties (Federal & municipal)
- Diverse and creative programming at the Bruce County Museum and Cultural Centre
- Annual Saugeen First Nation Pow-wow
- Annual Historic Saugeen Métis Rendezvous
- Marine heritage tours by Marine Historical Society
- Forests and networks of trails and paths
- Walking tours
- Southampton Arts School
- Sounds of Saugeen Shores: Townhall bells, piper on Friday evenings, music

Survey responses also highlighted common concerns, specifically:

- Loss of built heritage resources - residential, commercial & institutional buildings
- Loss of natural heritage – forests
- Loss of small-town character & identity
- Lack of sympathetic design shown with new-builds
- Lack of formal legislative protection for cultural heritage resources
- Challenges with tourism (parking, noise, garbage, overcrowding, impacts to beach ecology)

Overall, the on-line survey responses provided a sense of the diversity and richness of heritage and cultural heritage resources in Saugeen Shores and recognized the range of ways that cultural heritage is valued across the Town today. The input reinforces the findings outlined within other municipal documents, including the Port Elgin Downtown

District Urban Design Guidelines, which recognize Port Elgin as a thriving, family-oriented community grounded by a traditional downtown interspersed with new commercial development. The Town can more strongly leverage built heritage resources to sustain community character and identity and sustain the downtown in Port Elgin as a comfortable place to work and live by more firmly grounding built form design guidelines in the heritage built character. For instance, using the historical built form height and massing as the standard by which new development is measured so that compatibility of built form is informed by the existing character and context of the community and is context sensitive.

The on-line survey responses provided the foundation for subsequent formal and informal engagement.

Direct Engagement

The in-person engagement sessions highlighted a drive from various community groups to protect and commemorate cultural heritage and a concern for loss of community character with property (re)development. This is a common concern heard from municipalities across Ontario with the provincial direction to increase housing to offset Ontario's housing crisis. It also underscored the opportunity for collaborative meetings to develop approaches to heritage conservation across a range of sectors, including local businesses, tourism, and artistic communities. The focus workshop with various community groups was acknowledged to be the first time that so many community groups had been in the same room to discuss the relevance of cultural heritage conservation across different sectors. It would be an asset, moving forward, to encourage more cross-sector collaborative meetings to pool resources, skills and talent and support and bolster the endeavours of others where there are common goals.

Engagement sessions took place with representatives from Saugeen Ojibway Nation (SON) and the Historic Saugeen Métis (HSM) in late May 2024. Indigenous engagement during this CHMP was conducted in a manner that progressively builds on previous Town and Bruce County engagement and informs future Town engagement with Indigenous communities. That is, early and iterative engagement with opportunities for direct, in-community meetings and substantive inclusion of Indigenous contributions in the final document. This approach is informed by contemporary agreements such as the United Nations Declaration of the Rights of Indigenous Peoples. It is also premised in a recognition that the maintenance of Indigenous identity through Indigenous heritage is an Indigenous right under Section 35 of the 1982 *Constitution Act*. This recognition has been echoed in recent Supreme Court of Canada jurisprudence.

SON shared the current challenges they face stewarding and protecting their archaeological and ancestral sites, including recent issues involving the disturbance of the remains of Ancestors. The confluence of archaeological heritage and cultural heritage

Common Engagement Responses Across Communities

Engagement with Indigenous communities, community groups and residents was invaluable in providing a basis to achieve the objectives of this CHMP and should inform the Town's on-going objectives for managing cultural heritage.

The following was echoed across all communities:

- The municipality should plan for more thorough engagement prior to undertaking municipal works/initiatives to understand potential disturbance or impacts on valued places
- Feeling of loss of community character with on-going (re)development
- Concern about demolition and loss of built heritage resources
- Finding proactive ways to provide meaningful input into municipal decisions

was discussed particularly with respect to sites such as *Ne'bwaakah giizwed ziibi* (also known as River Mouth Speaks). There was interest expressed in applying municipal heritage protections to help augment other archaeological protections of sites and landscapes of significant Indigenous interest such as one of the oldest archaeological sites in Bruce County, the Saugeen River, and the shoreline of Lake Huron. The intersection of cultural heritage and ecology was also raised with SON pointing to specific activities (e.g., sugarbush) and species (e.g., butternut trees) of cultural significance. As municipalities across Ontario increasingly involve Indigenous communities in heritage planning and decision-making, there is significant potential for municipal planning tools (e.g., *Ontario Heritage Act* Part IV or Part V designation) to help protect Indigenous heritage that does not fall within, or is not well-served, by conventional archaeological regulation. This potential extends to another area SON expressed interest in which was the importance of commemoration and ongoing access to culturally significant locales. One way this might materialize would be development planning incorporating Indigenous ceremonial access considerations as heritage impact mitigations alongside planning of trails, greenspaces, and parklands.

HSM shared the importance of built heritage, alongside cultural heritage landscapes, to their community. Specifically, HSM identified the lakeshore and several blocks inland between the mouth of the Saugeen River and Dominion Lookout as the original HSM settlement in Southampton. Several buildings and landscapes remain from this pre-Southampton community, such as Aunt Annie's Cottage and Pioneer Park (formerly the site of another HSM residence).

Other important landscapes such as former fur trading forts along the Saugeen River and HSM community links to later Southampton industries were also identified alongside the importance of fruit trees to community members such as choke cherries and high bush cranberries on Scubby's Point. In their contribution to local history and maintenance of a distinct community identity, parallels can be drawn between the HSM and other historically marginalized communities. For example, the mistreatment of HSM property during the original survey, settlement, and valuation of Southampton predates similar patterns in Nova Scotia's Africville, Toronto's St. John's Ward and other neighbourhoods. HSM also expressed contemporary challenges coordinating with the municipality such as in their ongoing heritage programming, including the annual HSM Rendezvous.

Engagement highlighted the presence of tangible and intangible Indigenous heritage in Saugeen Shores and emphasized the potential for better communication and inclusion to conserve and celebrate this heritage.

7. HERITAGE CONSERVATION MEASURES IN SAUGEEEN SHORES

The Province of Ontario has a long history of legislatively protecting cultural heritage resources dating to *The Archaeological and Historic Sites Protection Act* (1953). The 1970 *City of Kingston Act*, a Private Members Bill, gave the first municipality the ability to protect built heritage resources. In 1980, the first two heritage conservation districts were passed in the City of Mississauga and Pittsburgh Township (now amalgamated with the City of Kingston). The *Ontario Heritage Act* was first enacted in 1975 and affords municipalities the responsibility of heritage designation. As early as the 1970s, there have been heritage designations within what is now the Town of Saugeen Shores.

In accordance with Official Plan policy direction, the Town has undertaken steps to identify, evaluate, and protect cultural heritage resources within the community, including listing and designating individual properties through the processes of the *Ontario Heritage Act*. Examples of other forms of heritage commemoration and recognition can be found across the municipality, including national historic designations and commemoration through the Saugeen Shores Heritage Property Plaque Program. This program identifies the names of early and/or original property owners of older properties, their occupations and dates of building construction as informed by research undertaken in the Bruce County Museum and Cultural Centre and Registry Office. The plaques are a subtle but effective way to highlight historical associations with prominent people and early industries in the Town.

Figure 11 - Properties recognized through the Town's heritage plaque program



Saugeen Shores Council has formally added via resolution numerous properties to the Town's Municipal Heritage Register under Section 27 (Part IV) of the *Ontario Heritage Act*. Listing a property on the Municipal Heritage Register provides properties with some interim protection from demolition and recognizes properties that may warrant further evaluation and protection. However, per Bill 200, any properties currently listed on the Heritage Register will be removed on January 1, 2027 and are prevented from being re-listed for (five) 5 years.⁴

When considering designation of heritage properties early engagement with property owners is recommended, this allows for a deeper understanding of the owner's perspective, concerns, and knowledge of the property, while also fostering opportunities for constructive dialogue. It is beneficial for Council to work cooperatively with property owners through a designation process. However, for a variety of reasons, sometimes this is not the case and Council needs to reserve the right to act in the public interest. It is understood that, in the past, it has been Council's preference to undertake designations only with a property owner's consent. While this was a common past approach across Ontario, and Councils ultimately decided whether or not to proceed with a designation such decisions must take into account legal decisions at the Supreme Court of Canada and at the Ontario Divisional Court. Specifically, the 1982 Canadian Supreme Court ruled:

CASE LAW

The *Ontario Heritage Act* was enacted to provide for the conservation, protection and preservation of the heritage of Ontario. There is no doubt that the Act provides for, and the Legislature intended that municipalities, acting under the provisions of the Act, should have wide powers to interfere with individual property rights. It is equally evident, however, that the Legislature recognized that the preservation of Ontario's heritage should be accomplished at the cost of the community at large, not at the cost of the individual property owner, and certainly not in total disregard of the property owner's rights.

[St. Peter's Evangelical Lutheran Church v. Ottawa, [1982] 2 S.C.R. 616, File No.: 16445.]

⁴ However, under the OHA it is still permissible to move a property for designation if it is not listed and there is no "prescribed event" (as defined in the OHA).

These decisions put greater onus on municipalities to ensure that designation processes are fair, transparent and are in the public interest.⁵

The 1982 decision is referenced in several subsequent court decisions, including the landmark 2003 decision regarding the Town of Lakeshore. In this case, a community group requested Council designate a local church under the *Ontario Heritage Act*; Council's response was that they would not designate without an owner's consent. The community group appealed the Council decisions, and the Court, in its decision stated:

CASE LAW

[23] Requiring the consent of the owner is not consistent with an overall reading of the Act or its purpose. Indeed, the Act contemplates notice to the owner, possible objections, and a hearing process.

[24] The object of the Act is the conservation and protection of the heritage of Ontario. This may interfere with individual property rights. Accordingly, in requiring the consent of the owner as a pre-condition to designation, the Town placed an unreasonable obstacle on its own discretionary powers thereby fettering its discretion and aborting the process intended by the Act....

[26] The Town imposed a condition contrary to the intent of the legislation. By imposing a condition on the application that was not provided for at law, the Town aborted the decision-making process. The owner's consent is not a pre-condition. Indeed, one can think of a variety of situations where the owner would not want the heritage designation.

[Tremblay v. Lakeshore (Town), 2003 (Division Court)]

What this decision has meant is that Council cannot have an expressly written policy or procedure that requires owner consent to designate.

For properties designated under the *Ontario Heritage Act*, Council decisions (and by extension municipal heritage committee recommendations) must be based upon the

⁵ More recently, the Supreme Court (*Annapolis Group Inc. v. Halifax Regional Municipality*, 2022 SCC 36) also ruled that the decisions of municipalities (or any public authority) can have the same effect of expropriation if "the public authority takes an advantage of the land and by doing so deprives the owner of all reasonable use of the property." This echoes the wording of the 1982 decision in its statement that "the preservation of Ontario's heritage should be accomplished at the cost of the community at large, not at the cost of the individual property owner, and certainly not in total disregard of the property owner's rights."

<https://www.lawworks.ca/general-category/supreme-court-clarifies-legal-test-of-private-taking-in-land-rights-disputes-with-public-authorities/#:~:text=Halifax%20Regional%20Municipality%2C%202022%20SCC,land%20and%20by%20doing%20so>

heritage attributes identified within existing designation by-laws. This understanding is reinforced by a 2007 decision in *St Thomas (Alma Heritage Estates Corporation v. St. Thomas (City), 2007 (Ontario Superior Court))*. While this case was specifically focused on a property standards by-law, the judge in this decision noted that the municipality could only regulate and manage those attributes that had been formally identified. What this has meant is that municipalities need to ensure that:

- 1) existing designation by-laws provide sufficient detail to allow for effective management and
- 2) that they manage according to what has been formally identified.

Indeed, Councils must be vigilant that the *Ontario Heritage Act* is being used for appropriate purposes, which drawing on the 1982 decision, has been defined as the “conservation, protection and preservation of the heritage of Ontario.” Put another way, the *Ontario Heritage Act* cannot be used for *Planning Act* purposes (such as regulating use) or for any extraneous purposes. This is consistent with Ontario’s *Legislation Act, 2006, S.O. 2006, c. 21, Sched. F* which stipulates that statutes must be interpreted in light of their intent as well as the Canadian Supreme Court decision *Roncarelli v. Duplessis*, [1959] S.C.R. 121. Indeed, the *Municipal Act*, which authorizes municipalities to pass by-laws relating to cultural heritage matters (Section 11 (3) 5.) also makes clear that the purpose of such by-laws cannot be to frustrate the purpose of another Act, regulation or instrument; if that is the case, the by-law is without effect in the event of a conflict (Section 14).

In Ontario, the last five years has seen tremendous change within both the planning and heritage fields. Since 2019, there have been 14 different versions of the *Ontario Heritage Act* posted to e-laws (the most recent version being 1 July 2024). In the words of the Toronto law firm, Aird and Berlis, on the most recent changes to planning legislation:

OPINION

Since 2021, there have been no less than 10 bills brought forward by the Province of Ontario (the “Province”) addressing matters of land use planning, development and municipal regulatory powers. Review the names of these bills and you will pick up on the Province’s theme: *More Homes for Everyone Act, 2022* (Bill 109), *More Homes Built Faster Act, 2022* (Bill 23), *Helping Homebuyers, Protecting Tenants Act, 2023* (Bill 97), *Affordable Homes and Good Jobs Act, 2023* (Bill 134) and, most recently, the *Get It Done Act, 2024* (Bill 162).

To the foregoing we can now add the *Cutting Red Tape to Build More Homes Act, 2024* (Bill 185), which was presented to the Legislative Assembly of Ontario for first reading on April 10, 2024. That same day, the Province also released for further public comment an updated draft of a new Provincial Planning Statement 2024 – one that is proposed to replace both the existing Provincial Policy

Statement 2020 and the Growth Plan for the Greater Golden Horseshoe, the latter of which has stood as a separate provincial plan applicable to a significant portion of southern Ontario since 2006.

What we have learned over the last three years of fast-paced legislative changes is to expect change. Clear examples of this lesson were provided in two other bills not included in the above-noted list, those being the *Greenbelt Statute Law Amendment Act, 2023* (Bill 136) and the *Planning Statute Law Amendment Act, 2023* (Bill 150), both of which retroactively reversed decisions of the Ontario Ministry of Municipal Affairs and Housing within a year of those decisions being rendered. In a context where land use law and policy can move both forwards and backwards, it is difficult to actually “plan” for anything.⁶

Since this was written in April 2024, the Province has passed the 2024 Provincial Planning Statement (which came into effect in October 2024), as well as Bill 200 (*Homeowner Protection Act, 2024*), which extends timelines for retaining Section 27 Part “Listed” OHA Properties on municipal registers to 1 January 2027, and which amends application requirements for religious sites designated under the *Ontario Heritage Act* (to discussed further below). Municipalities must ensure that processes and policies are consistent with, conform or comply with the applicable frameworks. This has been challenging for many municipalities, and the Auditor General for Ontario in 2021 noted that these rapid changes were having impacts on planning processes.⁷ In many cases, changes requires a greater level of rigour and analysis be undertaken, particularly as cultural heritage matters have become more litigious.

In terms of considering the requirements of the Town of Saugeen Shores, as it relates to cultural heritage, emphasis will be placed on the current *Planning Act*, *Ontario Heritage Act*, and *Environmental Assessment Act*, with recommended updates for Town policies and processes.

7.1 CULTURAL HERITAGE RESOURCES IN SAUGEEN SHORES

Saugeen Shores contains a diversity of cultural heritage resources that are identified and/or managed through a variety of means. National historic designations represent places that define key moments in Canada’s history, and are generally commemorative

⁶ <https://www.airdberlis.com/insights/publications/publication/first-reading-of-bill-185-and-the-draft-2024-provincial-planning-statement>

⁷ https://www.auditor.on.ca/en/content/annualreports/arreports/en21/AR_LandUse_en21.pdf

in nature, whereas Municipal Heritage Registers are a tool to identify and protect cultural heritage resources that are important to the community.

PLACES OF NATIONAL HISTORIC SIGNIFICANCE

The Town of Saugeen Shores is still defined by its maritime character. The enduring association with this heritage is substantiated through three heritage lighthouses in the Town originally constructed in the late 19th and early 20th centuries, those being: the McNab Point Lighthouse, the Saugeen River Front Range Lighthouse and the Saugeen River Rear Range Lighthouse. All three were each identified to contain historical, architectural and community value and were designated in 2012 under the *Heritage Lighthouse Protection Act* (S.C. 2008, c 16) administered by Parks Canada. These properties are to be conserved in keeping with best practice guidance in the Standards and Guidelines for the Conservation of Historic Places in Canada.

Figure 12 - Heritage lighthouses in Saugeen Shores still define the maritime character of the area



MUNICIPAL HERITAGE REGISTER

Under the authority of the *Ontario Heritage Act*, municipalities are required to maintain Municipal Heritage Registers (“Heritage Registers”) which are to list all properties within the Town that are formally designated under Parts IV and V of the *Ontario Heritage Act*. The Heritage Register may also include “listed” properties, which are those properties that have not been formally designated, but which may contain heritage value and may be further evaluated in future. The Saugeen Shores Heritage Register contains designated and listed properties.

The Town has formally designated more than a dozen properties under Section 29, Part IV of the *Ontario Heritage Act*. Each heritage designated property has a designating by-law. Many of the designated properties are recognized for their associations with significant people, industries or organizations in the Town. The list of designated

properties (also known as “Protected Heritage Property” per Provincial legislation) in Saugeen Shores is provided in **Table 2**.

Table 2 - List of Protected Heritage Property in Saugeen Shores

Address	Title	Location	Description	By-law #
55 Victoria Street North	Public School	Southampton	The former Southampton Public School was built in 1878. Now part of Bruce County Museum.	1648
33 Victoria Street North	Amabel Township School	Southampton	One-storey log structure former school relocated to Bruce County Museum property.	3074
20 Albert Street South	Art School	Southampton	Built in 1888 by James Howe as a private library.	1671
201 High Street	Town Hall	Southampton	Built in 1910-1911 as the Town Hall.	1670 85-2011
708 Goderich Street	Port Elgin Library	Port Elgin	Carnegie Library built 1908.	3-90
317 High Street	Shady Lane Cottages	Southampton	Dwelling built in the 1860s. Former home of William Busby who also owned the Busby House hotel.	3021
221 Clarendon Street	The 3 Sisters	Southampton	Circa 1853 dwelling of James Cathay, Missionary and School Master of the "Indian Village."	3038

97 Huron Street South	The Bowden House	Southampton	Dwelling built in 1870s by the family that owned the Forsyth Shirt Company.	3072
22 Victoria Street North	Tew Property	Southampton	Early cottage that survived the Great Fire of 1886.	4008
PL 817, Lt 51-74, Blk A	Nodwell Park	Port Elgin	Nodwell Park is an archaeological site that represents an early 14th century Indigenous settlement.	32-93
18 Huron Street North	Captain Spence House	Southampton	1850s Regency style cottage constructed by Captain John Spence, early settler.	98-20
56 Front Street South	Aunt Annie's Place	Southampton	Dwelling of Annie Longe from circa 1840s.	2088
268 Spence Street	Belcher Home	Southampton	Dwelling built circa 1874. Former home of Alexander Belcher, Southampton's first mayor from 1905-1908.	4014
30 Grosvenor Street		Southampton	Queen Anne dwelling built in 1892 by Henry Harmer Jr, for whom Harmer Street was named.	109-2023
47 Albert Street North	St. Andrew's Presbyterian Church	Southampton	Gothic revival church built in 1862, associated with early settlement and founding of Southampton.	64-2023

117 Huron Street	Southampton	Two-storey Colonial Revival residence clad in stucco and wood, built in 1897.	70-2024
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Of note is the fact that many of these designating by-laws do not conform to the prescribed format under the *Ontario Heritage Act*. Per prescribed requirements in the *Ontario Heritage Act*, the following is required within a designating by-law:

- municipal address of the property (if it exists);
- the legal description of the property, including the property identifier number that relates to the property;
- a general description of where the property is located within the municipality, for example, the name of the neighbourhood in which the property is located and the nearest major intersection to the property;
- The by-law must contain one or more of the following that identifies each area of the property that has cultural heritage value or interest: a site plan, scale drawing or description in writing
- The statement explaining the cultural heritage value or interest of the property must identify which of the criteria for designation are met and explain how each criterion is met
- The description of the heritage attributes must explain how each heritage attribute contributes to the cultural heritage value or interest of the property

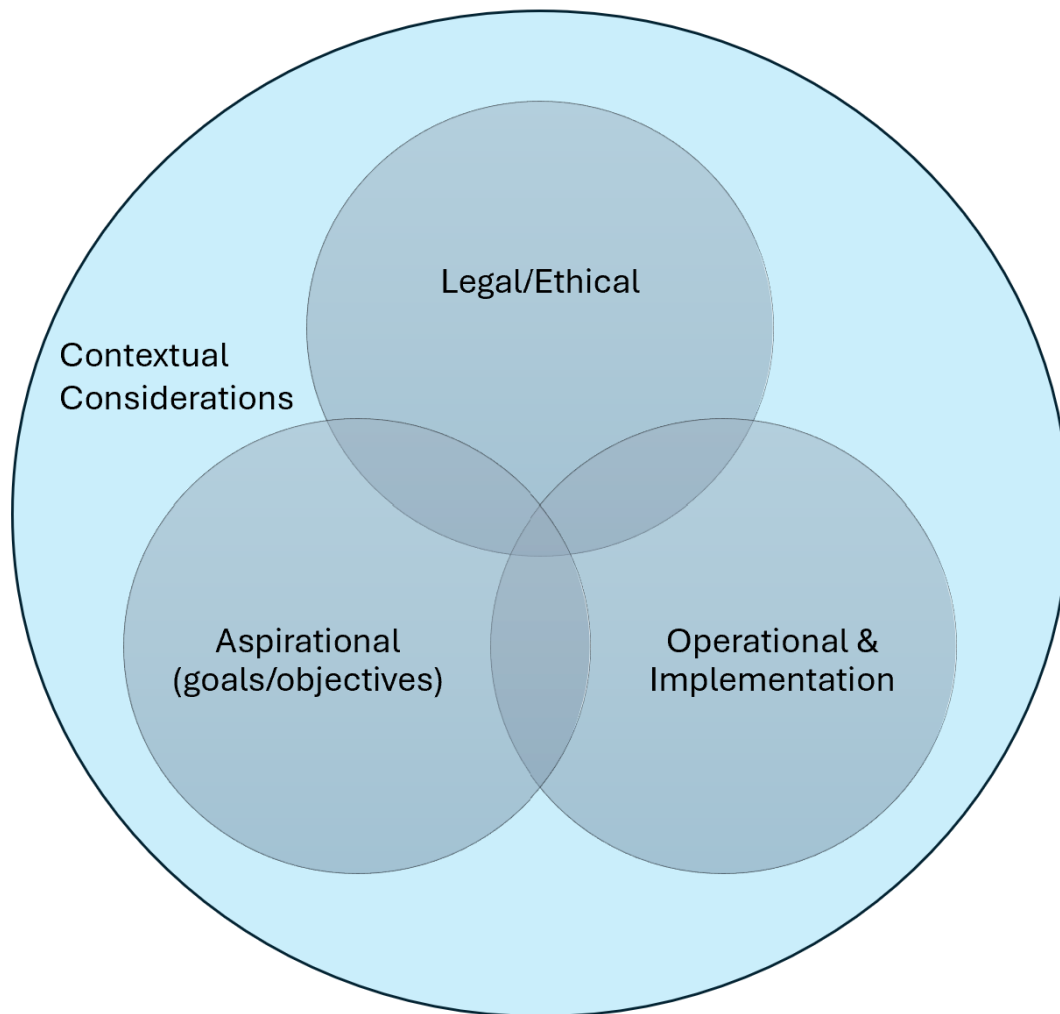
Designation by-laws must meet the OHA prescribed format to afford these properties full protection under the *Ontario Heritage Act*. Given that most of the designating by-laws do not include a statement of cultural heritage value or interest or heritage attributes, it is recommended that new designating by-laws are prepared for adoption by Council. Once adopted and in-effect, the old designating by-laws can be repealed.

The Town has, on file, background research for some of these properties. Thorough background research must inform the designating by-laws to ensure that the existing properties meet the prescribed criteria for designation (O. Reg. 9/06 of the *Ontario Heritage Act*). The historical research and analysis from the [Historical Context Overview Report: Landscape, Lake and Ways of Life in Saugeen Shores](#) can be used as a basis to assess the heritage value of these properties. This research and analysis can also be applied to properties that are candidates for future heritage designation on the Town's Municipal Heritage Register.

8. OBJECTIVES & ACTIONS

The Objectives of this CHMP are the ways in which the CHMP Vision can be achieved. The Objectives are founded on three focus areas (see **Figure 13**) on which to build a strong heritage planning framework for Saugeen Shores. The focus areas are independent but interconnected and include: legal/ethical obligations, operational and implementation realities, and the aspirations and goals of the Town. The focus areas must be understood and approached within the contextual considerations specific to the Town (resources, staff capacity, budget, etc).

Figure 13 – Focus areas on which to build a strong heritage planning framework in Saugeen Shores



The following sections outline each Objective for the CHMP, the strategy (the why and how for each Objective), the recommended actions to be taken, and an action plan in chart form. The action plan (charts) recommends a timeline in which to commence the

action items, ranging from 0-5 months, 6-11 months and beyond 12 months. The timelines are provided as a recommendation only. It is recognized that the Town has other priorities and needs that may alter the timelines. Also outlined are those responsible for undertaking the action items and partners that can assist.

It is recommended that the Town assess progress towards achieving the Objectives in two-year intervals and update the Plan in 5-10 years.

OBJECTIVE I. MAINTAIN COMPLIANCE WITHIN THE LEGISLATIVE FRAMEWORK FOR CULTURAL HERITAGE RESOURCES

I.A. STRATEGY

As discussed, significant changes have been made to the *Ontario Heritage Act*, which provides the primary regulatory framework for managing heritage properties in Ontario, as well as the *Planning Act*, which regulates land use in the Province. Additional changes to Provincial policy documents are anticipated. The volatile legislative environment has made it difficult for municipalities to prepare and implement effective policies for cultural heritage. Still, up-to-date Official Plan policies will assist the Town in establishing consistent and clear direction for cultural heritage. As part of this CHMP, recommendations have been prepared to update Official Plan policies for cultural heritage, updating language/terminology and best practice approach for cultural heritage conservation. The draft Official Plan policies are attached as **Appendix A** to this Plan.

Specific changes to the *Ontario Heritage Act* include changes on the requirements and processing of applications to alter designated heritage properties. Municipalities are now required to develop an application form for alterations based upon the requirements of O. Reg 385/21 in the *Ontario Heritage Act*. As part of this CHMP, a draft template for Heritage Applications has been prepared and is attached as **Appendix B** to this plan. In addition, municipalities are required to provide Notices of Complete/Incomplete applications based upon the before mentioned requirements. This is particularly important with the revised timelines of the *Ontario Heritage Act*, in the absence of a Notice of Complete / Incomplete applications, appeal bodies have typically used the submission date as the date for timelines. Municipalities should clearly integrate complete application requirements between applications under the *Ontario Heritage Act* and *Planning Act*.

It is recommended that the municipality consider a delegated authority by-law for specific classes of alterations to speed up review and processing time of Heritage Applications.

The municipality must also adopt a site visit by-law to authorize site visits under the *Ontario Heritage Act* by Staff, Heritage Committee members and Town retained consultants.

I.B. ACTIONS

(1) UPDATE OFFICIAL PLAN POLICIES FOR CULTURAL HERITAGE

The Official Plan establishes the overall policy direction for land use and managing change within the Town. The Official Plan is prepared with the input of the larger community to ensure that the values, needs and aspirations of the community inform the basis for the Plan. Staff recommendations, Council decisions and decisions from the Ontario Land Tribunal are guided by Official Plan.

Current direction for cultural heritage resources provided in Section 2.4 of the Town of Saugeen Shores Official Plan is limited in scope and uses out of date criteria and terminology for the identification and evaluation of cultural heritage resources. In addition, the policy direction is permissive rather than directive and the language should be updated to provide clearer expectations (use "shall" or "will" rather than "may" or "encourage"). These policy changes will assist in providing clearer direction and provide greater defensibility at the Ontario Land Tribunal.

As part of the Town's Official Plan update, it is recommended that the Town update Official Plan policy direction for cultural heritage so that expectations for cultural heritage conservation, evaluation and management are clear. It is also recommended that the Town adopt best practice heritage guidance documents to assist decision-making on cultural heritage matters. As part of this CHMP, updated Official Plan policies have been recommended in **Appendix A**.

(2) ADOPT TEMPLATE TO EVALUATE CULTURAL HERITAGE RESOURCES

To assist with future identification and evaluation of cultural heritage resources, Town Staff requested the development of evaluation templates for built heritage resources and cultural heritage landscapes as a key component of the CHMP. Standardized templates will assist in preparing consistent and defensible evaluations of cultural heritage resources.

Figure 14 - View of Fairy Lake a local gathering place with natural and cultural value to the community



CULTURAL HERITAGE LANDSCAPES: AN OVERVIEW

There are three types of CHLs that have been outlined by UNESCO's World Heritage Committee embedded in international best practice documents and in Ontario best practice documents prepared by the ministry responsible for administering the Ontario Heritage Act. The three types of CHLs are:

DESIGNED LANDSCAPES: those which have been intentionally designed e.g. a planned garden or in a more urban setting, a downtown square.

EVOLVED LANDSCAPES: 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.

ASSOCIATIVE LANDSCAPES: those with powerful religious, artistic or cultural associations of the natural element, as well as with material cultural evidence e.g. a sacred site within a natural environment or a historic battlefield.

Examples of CHLs in Saugeen Shores could include places such as Fairy Lake, which contains value for the ways in which the natural landscape and cultural activities are and have historically been intertwined. Fairy Lake has long been a place for gathering and of social activity within the community. The lake was historically associated with the Scottish settlers that arrived in the 1850s and used the lake for leisure activities, including curling, hockey, and skating. In the 1880s, the Bowman and Zinkan Tannery opened on the edge of the Lake serving as a place of employment for many residents; an original piece of machinery from the industrial use now stands as a marker in the area. Fairy Lake was also used to cut ice blocks in winter to support the shipments of fish from the harbour, therefore it was also associated with the fishing industry in the area.

Today, Fairy Lake remains a natural landmark in the Town with walking trails and scenic viewing points. Fairy Lake is also a landmark in the community serving as a place of gathering, with a bandshell and open areas for various community events.

Further evaluation and dialogue with SON and HSM may elicit further values specific to these communities.

Cultural heritage landscapes can range from simple to complex sites and places. Identification and evaluation of cultural heritage landscapes should be thorough and holistic in understanding the associated elements that contribute to value, including contributing built elements, natural elements, archaeological elements, uses or rituals associated with the landscape. However, the *Ontario Heritage Act* can only regulate real property, and therefore does not regulate uses of the land. Other tools, such as Official Plans, can recognize and provide policies for land uses. Management of cultural heritage landscapes can be complex within Ontario's planning framework. It is for this reason that the heritage value and heritage attributes of a cultural heritage landscape must be thoroughly understand in order to determine the best tool(s) for conservation.

Building on the above, it is recommended that the municipality adopt a standardized template for heritage property evaluations. A template for preliminary assessments has

been prepared as part of this CHMP and is attached as **Appendix C**. This template can be used by staff and volunteers to ensure basic information is recorded. In terms of evaluation criteria, the chart in **Table 3** should be used as a template demonstrate how the O. Reg. 9/06 prescribed designation criteria are met.

More fulsome reports are typically prepared to substantiate heritage property designations. A Cultural Heritage Evaluation Report (CHER) is a standard report format used in Ontario practice to evaluate heritage significance. A CHER should include the following content as a minimum:

- Report Limitations
- Executive Summary
- Introduction
- Study Approach and Purpose (for research and assessment)
- Policy and Legislative Context
- Historic Context
- Existing Conditions
- Evaluation for Cultural Heritage Value or Interest (using prescribed evaluation criteria)
- Conclusions and Recommendations
- References / Citations
- Appendices: Project Personnel, Glossary, Documentation Materials

A CHER is typically undertaken by a professional with qualifications in heritage research and heritage evaluations. All heritage property evaluations should be reviewed by Staff and even legal counsel before presentation at a Municipal Heritage Committee meeting due to the increasing litigious nature of heritage appeals.

Table 3 – Ontario Heritage Act Prescribed Criteria for Designation (O. Reg. 9/06 as amended)

O. Reg. 9/06 Criteria	Criteria Met	Justification
1. The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.	Y/N	
2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.	Y/N	
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.	Y/N	
4. The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.	Y/N	
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.	Y/N	
6. The property has historical or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.	Y/N	
7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.	Y/N	
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.	Y/N	
9. The property has contextual value because it is a landmark.	Y/N	

Ontario Regulation (“O. Reg.”) 385/21 now mandates a specific format for Ontario Heritage Act designation by-laws. An *Ontario heritage Act* by-law (new or amended) must now include the following:

REGULATION

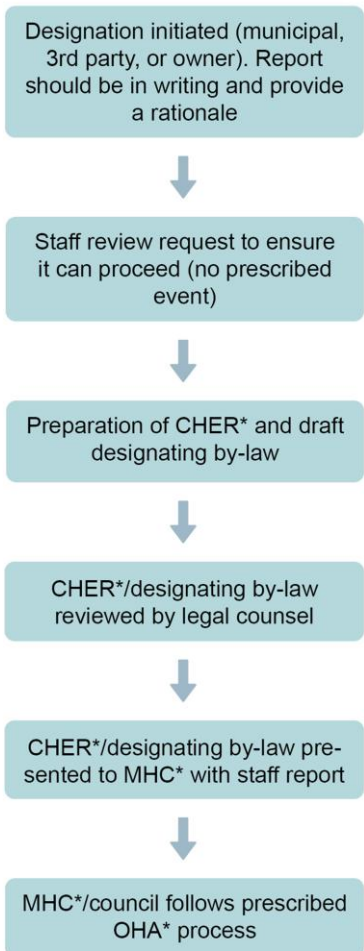
Section 3(1)

1. The by-law must identify the property by,
 - i. the municipal address of the property, if it exists,
 - ii. the legal description of the property, including the property identifier number that relates to the property, and
 - iii. a general description of where the property is located within the municipality, for example, the name of the neighbourhood in which the property is located and the nearest major intersection to the property.
 2. The by-law must contain one or more of the following that identifies each area of the property that has cultural heritage value or interest:
 - i. A site plan.
 - ii. A scale drawing.
 - iii. A description in writing.
 3. The statement explaining the cultural heritage value or interest of the property must identify which of the criteria set out in subsection 1 (2) of Ontario Regulation 9/06 (Criteria for Determining Cultural Heritage Value or Interest) made under the Act are met and must explain how each criterion is met.
 4. The description of the heritage attributes of the property must explain how each heritage attribute contributes to the cultural heritage value or interest of the property.
- (2) Nothing in subsection (1) prevents a by-law from identifying any physical features of a property that are not heritage attributes.

The findings of a heritage property evaluation should be directly transferable to the by-law. Changes between the evaluation and the by-law are a potential point of appeal. It is further recommended that value statements be written to reflect the prescribed designation criteria. While this may appear pedantic, this helps make new statements more defensible by clearly linking the identified values and attributes to the 9/06 criteria for designation. For example, the following fictional example shows how this can be accomplished:

RECOMMENDED PROCESS

Processing Designation Request (Section 29 Part IV)



* CHER = Cultural Heritage
Evaluation Report

MHC = Municipal Heritage
Committee

OHA = Ontario Heritage Act

The property located at (address) has cultural heritage value or interest for its physical/design value, historical/associative values, and contextual values.

It has physical/design value because it displays a high degree of craftsmanship or artistic merit. The decorative brickwork completed at the time of construction employs a variety of uncommon approaches, leaving the viewer with a slight optical illusion. The use of three different brick colours highlights different architectural features.

It has historical/associative value due to its direct association with the renowned bricklayer Mr. Smith, whose work has been recognized as unique in Canada.

It has contextual value as a landmark. Its unique design, combined with its prominent location on the highest hill in the community, makes it a well known community feature and wayfinding device.

Again, as per revisions to the *Ontario Heritage Act*, the heritage attributes must be clearly linked to the designation criteria.

Based upon the foregoing, several actions are also recommended:

- 1) The municipality undertake training for both staff and MHC on the use of CHERs and the application of the prescribed criteria for designation.
- 2) The municipality should adopt a process for reviewing proposed designations.
 - a. To this end, a recommended process is provided at left. This process includes a recommended legal review.

(3) IDENTIFY A VARIETY OF TOOLS FOR CONSERVATION

The *Ontario Heritage Act* is recognized as the primary tool for the management of cultural heritage resources in Ontario. However, there are a variety of planning tools that can be used to manage changes to cultural heritage resources. The preferred tool for the management of cultural heritage resources depends largely on the cultural heritage significance of the resource, its relationship to its surrounding context; factors such as current and future community needs may also help determine the preferred management tool. Outlining the range of management tools available provides an opportunity for dialogue with property owners about the preferred tool and what it is intended to achieve.

Table 4 outlines a list of possible tools under both the *Ontario Heritage Act*, the *Planning Act*, and other programs that can be used for heritage protection. As part of the Town's Official Plan update process, it is recommended that the Town review the below list of tools and consider their applicability for cultural heritage resources.

Table 4 – Tools for Heritage Protection

Under the <i>Ontario Heritage Act</i> (OHA)	
Easements/ Maintenance Agreements	A Heritage Easement Agreement or/ Heritage Maintenance Agreements is an easement placed upon a property to ensure that identified cultural heritage resources are conserved. These agreements typically identify heritage values and specific heritage attributes that are to be retained in perpetuity. Often very detailed documents that are registered on title, they often can set out permitted alterations, as well as maintenance and insurance requirements. A Maintenance Agreement is similar but is not always registered on title. These agreements are required to receive the Provincial Tax Refunds for heritage properties identified under the Municipal Act. Many municipalities use easements as part of development agreements and/or tie to the awarding of grants/funding. An easement may be held by the Ontario Heritage Trust, the Municipality, or, in rare circumstances, a third-party body/agency.
Listing individual properties under Section 27, Part IV	Saugeen Shore maintains a heritage register and has been adding properties under Section 27. The 2020 PPS provides additional protections for 'listed' properties by referring to properties on official registers under its definition of 'significant' and stating that "some properties may not be formally evaluated." However, as discussed above, changes to the Ontario Heritage Act, specifically the provisions around Listed Properties and their status, has called into question the efficacy of this tool.

Designation of individual properties under Section 29, Part IV	Under the <i>Ontario Heritage Act</i> , municipalities are empowered to designate individual properties. The Act outlines the specific process that must be followed. However, a Section 29, Part IV designation cannot be used to regulate use, and its heritage attributes must be directly related to the associated real property.
Designation of an archaeological site under Section 52, Part VI	In cooperation with the Province, archaeological sites can be protected under Part VI of the Ontario Heritage Act by the Minister of Multiculturalism and Citizenship (after consultation with the Ontario Heritage Trust). This process must be initiated by the Province. Very few sites have been designated to date, and they tend to be very significant. However, this does not preclude the Saugeen Shores from working with the Province to ensure that if a significant archaeological site is discovered it can be protected in this manner.

Under the <i>Planning Act</i>	
Official Plan policies	<p>A municipal Official Plan can be understood as a blueprint for managing change within a community. It includes specific goals, objectives and policies to plan for growth and development within a municipality over a 20-year period.</p> <p>Official Plans include specific policies for the protection and conservation of cultural heritage resources, particularly as they have been identified as a matter of provincial interest under the Planning Act and in the Provincial Policy Statement. Updates to Official Plan Amendments can strengthen the heritage conservation planning framework. Further, as an Official Plan is issued under the <i>Planning Act</i>, a wider range of issues can be addressed, such as views and use. In the case of Saugeen Shores, there are many policies in place, as discussed previously in this section, and specific recommendations have been included as in Appendix A. There are several tools that could be considered.</p> <ol style="list-style-type: none"> 1) Views: While views can be addressed partially under the OHA, their applicability is limited by property or district boundaries. The creation of specific OP policies and schedules regulating and identifying specific views (which may or may not be heritage specific) will allow for the wider protection of views that are important to a community. 2) Use: Changes to the identified land-uses (and the necessary subsequent changes within the zoning by-law) can facilitate the protection of cultural heritage resources in specific circumstances. Site specific policies could be considered by the Town at the time of an OPA.

	<p>3) Within the <i>Planning Act</i>, there are additional tools that can be applied to ensure the conservation of cultural heritage resources. The following outlines specific sections of the <i>Planning Act</i> and if the Saugeen Shores has policies in place.</p> <ul style="list-style-type: none"> • <i>Planning Act Section 29 - Agreement re studies and development</i> Saugeen Shores currently has this ability. There is no requirement in the <i>Planning Act</i> to have OP policies before making use of Section 29. • <i>Planning Act Section 30 - Agreements for grants in aid of community improvement</i> Saugeen Shores currently has this ability. There is no requirement in the <i>Planning Act</i> to have OP policies before making use of Section 30. • <i>Planning Act Section 32 - Grants or loans for repairs</i> The Official Plan permits grants and loans within a CIP area. • <i>Planning Act Section 33 - Demolition control area</i> The Official Plan would need to permit a demolition control area. • <i>Section 36 - Holding Provision By-law</i> The Official Plan currently permits Holding Provisions. Implementing by-laws may need to be amended to permit the use for studies related to cultural heritage. • <i>Planning Act Section 37 - Community benefits charges</i> The Province of Ontario has changed the ability of municipalities to use Section 37 of the <i>Planning Act</i> for Community Benefits Charges. The Town may consider this option. • <i>Planning Act Section 38 - Interim control by-law</i> The Official Plan currently permits Interim Control By-laws.
Secondary Plan	Area and secondary plans provide specific policies for areas identified within an Official Plan as requiring more detailed direction on topics such as land use, infrastructure, the natural environment, transportation and urban design. Again, like an Official Plan, a secondary plan can address issues of use. It can also include broader policies around urban form and design than an HCD Plan.
Zoning Form and Based Zoning	The purpose of a zoning by-law is to specify specific controls on land-use. Specifically, a zoning by-law outlines how land may be used; where buildings and other structures can be located; the types of buildings that are permitted and how they may be used; and, the lot sizes and dimensions, parking requirements, building heights

	<p>and setbacks from the street. One of the key purposes of zoning is to put an Official Plan into effect.</p> <p>More recently, form-based zoning has emerged as an alternative to more traditional types of zoning. It is a type of zoning that emphasizes the physical character of development. While rather new in Ontario, it has nonetheless been explored as a planning tool by some communities. For example, form-based zoning has been recently integrated into the new City of Ottawa Zoning By-law. In general, form-based zoning seeks to use physical form rather than use as the organizing principle for zoning. (For more detail, please see the Form-Based Codes Institute at https://formbasedcodes.org/definition/.) It provides greater consistency in urban form as it is applied as part of a zoning by-law rather than being applied as a design guideline. Further, by integrating form-based zoning requirements into the zoning by-law, it will also become a requirement for building permits.</p>
Create policies for Neighbourhood /Heritage Character Areas	<p>A Neighbourhood Character Area policy is typically integrated into an Official Plan or Secondary Plan. Focused less on the heritage aspects of a community, this type of policy seeks to consider a neighbourhood's sense of place, considering its public and private realms as a collective whole. This type of policy considers how the features of an area result in a particular character by considering what are its key attributes, uses, and characteristics, the relationship between them, and how they play out in the physical realm.</p> <p>A Heritage Character Area is similar but instead focuses more specifically on the heritage attributes. It has been used in some communities as an alternative to a full heritage conservation district plan.</p>
Design Guidelines	<p>Design guidelines can apply across an entire city or within a specific area. District or Area-Specific Urban Design Guidelines may focus on a particular property, block, neighbourhood or broader area, such as the development of an entire civic centre or new community and public spaces. Some of the guidelines focus on urban design matters, while others include design and other planning-related issues. They can be used to discuss issues such as infill, intensifications, new construction, streetscapes, accessibility, and how to integrate the natural/ built environments. General design guidelines tend to focus on broader design issues (although they can include sections on heritage conservation). However, as guidelines, there tends to be issues with implementation, which is why some communities are turning to form-based zoning as an alternative.</p>

Community Improvement Plan	A Community Improvement Plan (CIP) is tool that allows a municipality to direct funds and implement policy initiatives toward a specifically defined area within its boundaries. Authorized under Section 28 of the Planning Act, when existing OP policies are in place, a municipality can use CIPs to encourage rehabilitation initiatives and/or stimulate development, promote place-making, and promote brownfield redevelopment. Financial tools available include tax assistance, grants or loans. CIPs are often used to promote private sector development.
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Other Tools	
National Historic Site of Canada designation	If a property meets the criteria for a National Historic Site of Canada designation, a municipality can request that the Historic Sites and Monuments Board consider the property. The Board makes a recommendation to the federal Minister of the Environment who makes the final decision. However, the federal government will not designate the property as a National Historic Site of Canada without owner's consent. Still, if the submission meets the criteria because it illustrates a nationally significant event or person, owner's consent is not required.
Property Standards By-laws	With the 2005 revisions to the <i>Ontario Heritage Act</i> , municipalities can create specific policies for the conservation of cultural heritage resources in their property standards by-law.
Modification to site alteration or foundation permit by-laws	The addition of policies into these by-laws can ensure that cultural heritage resources are addressed in advance of any work that may occur on a property.
Development of commemorative/interpretative plans or heritage master plans.	The current legislative environment does not yet address intangible heritage or lost heritage effectively nor does it give express instruction or direction on interpretation. These tools help to identify why cultural heritage resources are important and provide tools to that end.
Ontario Urban Forest Council (OUFC) Heritage Tree Program	The Heritage Tree Program is run by the Ontario Urban Forest Council in collaboration with Forest Ontario. Under this commemorative program, trees may be nominated for recognition for their cultural or historical value or as a rare or unique species. Forests Ontario maps the recognized trees for public information.

(4) UPDATE DESIGNATING BY-LAWS FOR PROPERTIES ALREADY DESIGNATED UNDER SECTION 33 (PART IV) OF THE ONTARIO HERITAGE ACT

As discussed in Section 7.1 of this CHMP, many of the designating by-laws prepared by the Town prior to 2019 do not meet current *Ontario Heritage Act* requirements and therefore do not offer adequate heritage protection for the heritage attributes of these properties. It is recommended that the Town re-visit the designating by-laws and update them to the required standards as outlined in Ontario Regulation 385/21 (as discussed above).

(5) PRIORITIZE PROPERTIES FOR DESIGNATION FROM THE TOWN'S HERITAGE REGISTER

Saugeen Shores Staff can work with the Municipal Heritage Committee to prepare a plan to prioritize properties for designation under the *Ontario Heritage Act*. Many municipalities are developing these plans to address the timeline for removal of properties from Municipal Registers by January 1, 2027. Priority designation plans can be premised on factors such as cultural heritage resources that are considered most significant to a community, those at risk or those that embody underrepresented histories.

I.C. ACTION PLAN

Action Item	Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)	*Responsible & Partners
1) Update Official Plan policies for cultural heritage as recommended in Appendix A	✓			• Town Staff
2) Adopt template for evaluating Cultural Heritage Resources as recommended in Appendix C	✓			• Town Staff • Municipal Heritage Committee
3) Identify a variety of tools for conservation		✓		• Town Staff
4) Update Designating By-laws for Properties already designated			✓	• Town Staff

under Section 33 (Part IV) of the <i>Ontario Heritage Act</i>				<ul style="list-style-type: none"> • Municipal Heritage Committee
5) Prioritize Properties for Designation from the Heritage Register		✓		<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee

OBJECTIVE II. IMPROVE PROCESS

II.A. STRATEGY

The changing legislative framework has resulted in the need for many municipalities to respond rapidly to ensure that due process is followed under the *Planning Act* and the *Ontario Heritage Act*. Improper or inconsistent processes can result in the negation of Council decisions at the Ontario Land Tribunal. In addition, given the limitations on Staff time and capacity, the development of Standard Operating Procedures can speed up Staff processing time and provide greater clarity on the breakdown of responsibilities to ensure all required legislative steps are undertaken.

Preparation and Council endorsement of Town documents ensures that the information required under the *Ontario Heritage Act* is provided by applicants. Council adoption of standardized processes ensures municipal processes are consistent for all.

The following are recommended actions to improve operations and implementation of Town processes for cultural heritage planning:

II.B. ACTIONS

(1) COUNCIL ENDORSED HERITAGE PROCESSES

- (i) Develop Heritage Application Form for processing requests for alteration/demolition/removal on designated heritage properties and/or Heritage Permit Applications under Sections IV and V;

Ontario Regulation 385/21 Section 6(1) outlines the required information for Ontario Heritage Act application. Municipalities must, at a minimum, require the following:

- The name, address, telephone number and, if applicable, the email address of the applicant.
- The name of the municipality from which consent is being requested.
- A description of the property that is the subject of the application, including such information as the concession and lot numbers, reference plan and part numbers, and street names and numbers.
- Photographs that depict the existing buildings, structures and heritage attributes that are affected by the application and their condition and context.
- A site plan or sketch that illustrates the location of the proposed alteration, demolition or removal.

- Drawings and written specifications of the proposed alteration, demolition or removal.
- The reasons for the proposed alteration, demolition or removal and the potential impacts to the heritage attributes of the property.
- All technical cultural heritage studies that are relevant to the proposed alteration, demolition or removal.
- An affidavit or a sworn declaration by the applicant certifying that the information required under this section and provided by the applicant is accurate.

Council should adopt a specific by-law outlining what it requires within an application for clarity. The by-law should particularly outline studies that may be required. Studies can include the following:

- Cultural Heritage Impact Assessment (HIA)
- Cultural Heritage Evaluation Report (CHER)
- Conservation Plan
- Temporary Protection Plan
- Structural Engineering Assessment
- Environmental assessment and/or Designated Substances Study
- Archaeological Assessment
- Documentation/Salvage plan
- Peer reviews of studies (as deemed appropriate)

The exception to the above would be in relation to properties and applications that fall under Section 33(18), Part IV specific to buildings used for religious practices. The Regulation states that there are preconditions to these types of applications, which include the following:

REGULATION

1. The alteration is not for the purposes of an addition to a building.
2. The alteration is required for one of the following:
 - i. An Indigenous community or Indigenous organization.
 - ii. A religious organization that is not an Indigenous organization if the organization is a registered charitable organization under the laws of Ontario or Canada.

3. The affidavit or sworn declaration required under paragraph 5 of subsection 33 (18) of the Act is sworn or affirmed by an individual with authority to represent the entity referred to in paragraph 2 of this section for whom the alteration is required. O. Reg. 187/24, s. 2.

In these cases, the Regulation states that applications must include:

1. The information and material set out in paragraphs 1 to 3 of subsection 6(1) of this Regulation.
2. Photographs that depict the existing building and the described heritage attributes of the building that would likely be affected by the proposed alteration, including the condition and context of the attributes.
3. A site plan or sketch that illustrates the location of the building subject to the proposed alteration.
4. Identification of the heritage attributes of the building that are connected to religious practices and a description of the potential impacts of the proposed alteration on those heritage attributes.
5. Drawings and written specifications of the proposed alteration.
6. An indication of whether the proposed alteration is required for the owner or for a tenant.
7. If the proposed alteration is required for a religious organization that is not an Indigenous organization, the registered charity number of the religious organization. O. Reg. 187/24, s. 2.

A template Heritage Application Form has been prepared as part of this CHMP and is attached as **Appendix B**.

To ensure proper process is followed under the *Ontario Heritage Act*, the following flow chart has been prepared illustrating the recommended processing of Heritage Applications from initial submission to final decision-making. (see **Figure 15**).

- (ii) **Terms of Reference for studies outlining the minimum requirements for “complete” reports, including for the following:**

A Terms of Reference for Studies establishes minimum requirements for the preparation of a thorough and complete report. Terms of reference adopted by Council should be prepared for each of the types of studies/reports listed above.

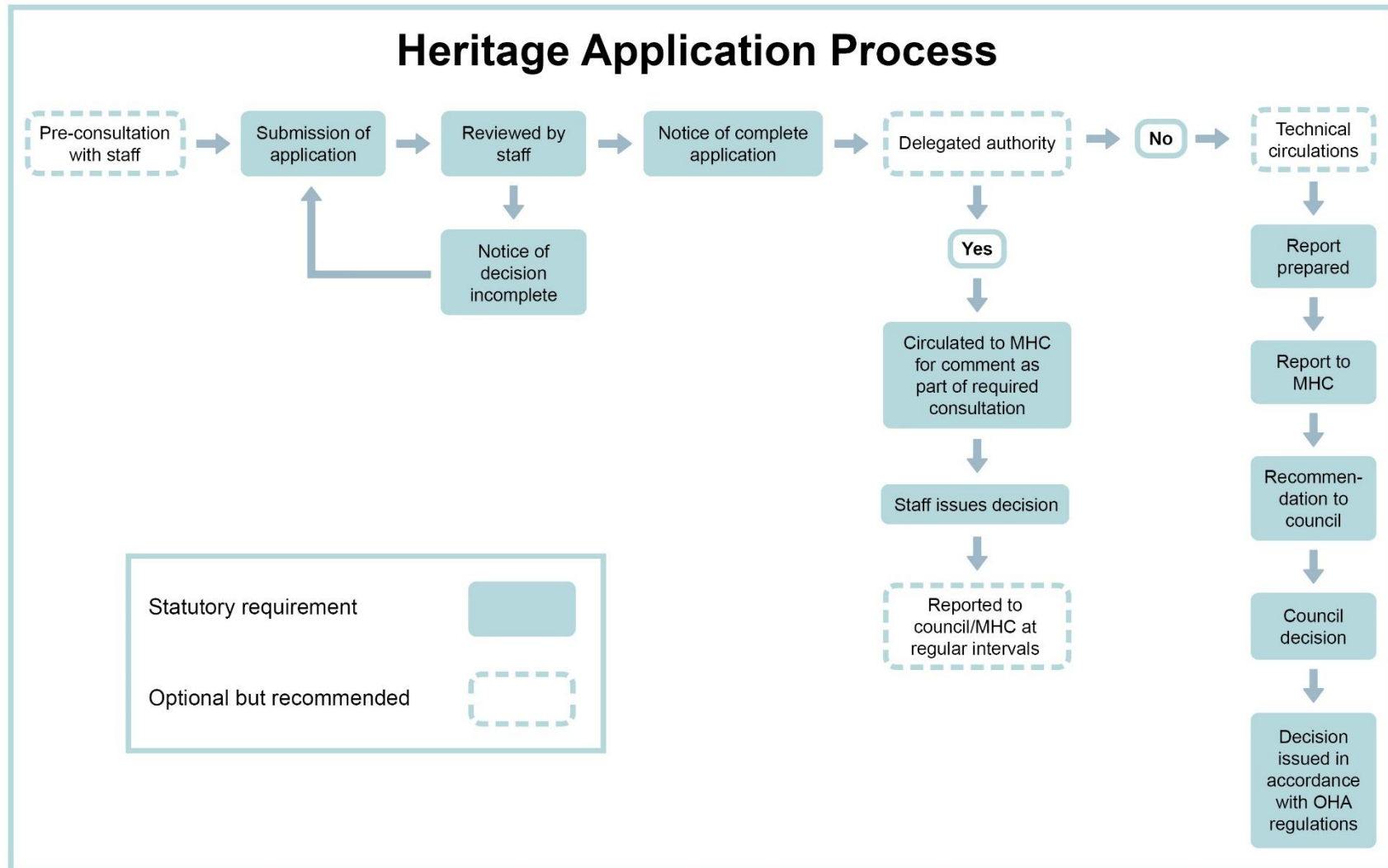
- (iii) Timelines for processing Heritage Applications for requests to alter/demolish/remove on a designated heritage property.

The *Ontario Heritage Act* sets out specific timeline requirements for processing applications. Under Section 33(4), Council is obliged to serve a notice on the applicant informing the applicant that the application is complete, which commences the 90-day timeline for Council to render a decision on an application. To ensure the municipality is meeting the mandatory timelines, two changes should be enacted:

- a. A by-law is passed explicitly authorizing **staff** to determine the completeness of *Ontario Heritage Act* applications; and
- b. Staff must issue Notices of Complete/Incomplete applications based on application requirements discussed above.

Closely linked to the above, the municipality should establish a formal process for staff review of applications. This means applications cannot be “walked-on” to a MHC meeting agenda, and clear application deadlines will need to be created and enforced. The municipality should encourage applicants to pre-consult with staff to ensure the completeness of their materials before submission. As part of this process, it is recommended that Council endorse delegated authority for decisions on specific applications

Figure 15 - Heritage Permit Application Processing Chart



PROFESSIONAL QUALIFICATIONS

Many municipalities outline minimum requirements for professional qualifications in the field of cultural heritage conservation given the diversity of expertise in the field.

The Canadian Association of Heritage Professionals (CAHP), for example, is a well-respected organization in Canada that recognizes professionals with heritage expertise.

To become a Professional member of CAHP, applicants are required to provide evidence of years of experience in their field and must be sponsored by another CAHP member.

Requiring cultural heritage studies to be prepared by a member of CAHP is one way to ensure that the work is undertaken by a professional with demonstrated experience.

(iv) The municipality should also outline requirements for professional qualifications for the preparation of such reports.

Many municipalities require professional qualifications within their Terms of Reference documents to ensure that reports pertaining to cultural heritage are prepared by experts with demonstrated expertise. For example, many municipalities require consultants to be Professional members in good standing with the Canadian Association of Heritage Professionals (CAHP) and/or hold specific professional qualifications with clear and demonstrable heritage experience.

(v) Processes for notice of intention to demolish listed non-designated properties under Section 27;

Under Section 27, owners of listed (non-designated) properties are required to give 60 days notice in writing prior to demolition. As part of that notice, Council can request specific information to support such a request. As the *Ontario Heritage Act* states:

POLICY

Restriction on demolition, etc.

(9) If a property that has not been designated under this Part has been included in the register under subsection (3), the owner of the property shall not demolish or remove a building or structure on the property or permit the demolition or removal of the building or structure unless the owner gives the council of the municipality at least 60 days notice in writing of the owner's intention to demolish or remove the building or structure or to permit the demolition or removal of the building or structure. 2019, c. 9, Sched. 11, s. 6.

Same

(10) Subsection (9) applies only if the property is included in the register under subsection (3) before any application is made for a permit under the Building Code Act, 1992 to demolish or remove a building or structure located on the property. 2019, c. 9, Sched. 11, s. 6.

Same

(11) The notice required by subsection (9) shall be accompanied by such plans and shall set out such information as the council may require. 2019, c. 9, Sched. 11, s. 6.

Based upon the above, it is recommended that Council adopt an application and specific requirements for such requests. It should be modelled on the requirements for application/demolition requested under Regulation 385/21 and should permit requests for the studies outlined above in Section 1(ii).

(vi) Processing heritage property designation under Part IV, Section 29 (municipal, third party and/or owner initiated);

As outlined above, a process for research, evaluation, and the development of designation by-laws has been provided. Building on the designation requirements of the *Ontario Heritage Act*, a process is recommended for processing new designations as outlined in Section I.B(2). Given the requirements related to “prescribed events” and the municipality needing to clearly demonstrate how a property has cultural heritage value or interest, it is recommended that designations begin with a written request and the completion of a formal research and evaluation report.

(vii) Bi-annual updates to the Town's publicly available Municipal Heritage Register (at a minimum)

The municipality is obligated under Section 27 of the *Ontario Heritage Act* to maintain a publicly available heritage register on its website. It is recommended that the Town review and update the register on a bi-annual basis to ensure publicly available information is up to date. The Town Clerk must maintain prescribed information on the register including:

POLICY

(2) The register kept by the clerk shall list all property situated in the municipality that has been designated by the municipality or by the Minister under this Part and shall contain, with respect to each property,

- (a) a legal description of the property;
- (b) the name and address of the owner; and
- (c) a statement explaining the cultural heritage value or interest of the property and a description of the heritage attributes of the property. 2019, c. 9, Sched. 11, s. 6.

The requirement to post the register publicly, and include private/personal information on it, is a major privacy issue. It is recommended the ownership information be redacted from any publicly available register, but a confidential version be held by the Clerk in accordance with the requirements of the *Ontario Heritage Act*.

(viii) Develop a delegated authority by-law

Under the *Ontario Heritage Act*, Sections 33(15) and 42(16) permit a Council to delegate its approval authority to staff by municipal by-law. It is recommended that the municipality explore this option. It has proved to be a valuable tool to ensure that minor alteration requests do not take a long period of time for approval. However, this process will still require a technical circulation to the Municipal Heritage Committee as staff are still required to consult the Committee where one has been established.

(ix) Update terms of reference for MHC with each new Term of Council

The terms of reference for the MHC should be reviewed and revised, as necessary with each new term of Council. Review ensures the Terms of Reference is up to date with current legislation and policy direction and ensures the Terms of Reference are responsive to the needs of the community and provide clear direction for the Committee on their advisory role.

(x) Develop a Site Visit authorization by-law

Under the *Ontario Heritage Act* there are provisions for the inspection of designated properties or properties in the process of being designated (Notice of Intention to Designate having been served). Section 38 provides direction regarding site visits or site inspections and is clear that no property owner or individual may impede such inspections. This is reinforced by Section 45 which states properties designated under Part V of the *Ontario Heritage Act* are subject to Section 38 and the requirements therein.

POLICY

38 (1) For the purpose of carrying out this Part, any person authorized by the council of a municipality in writing, may, upon producing proper identification, inspect at any reasonable time property designated, or proposed to be designated under this Part where notice of intention to designate has been served and published under subsection 29 (3).

38 (2) No person shall obstruct a person authorized to make an investigation under this section or conceal or destroy anything relevant to the subject-matter of the investigation. R.S.O. 1990, c. O.18, s. 38.

45. Sections 36, 37, 38 and 39 apply in respect of any building or structure and the land appurtenant thereto that is situate within the area that has been designated by by-law under this Part as a heritage conservation district. R.S.O. 1990, c. O.18, s. 45.

There are many reasons why property inspections may be required. An inspection may be required to examine a property that is the subject to a Heritage Permit application, may be the subject of a property standards order addressing identified heritage values and attributes, or if an owner prohibited access prior to Notice of Intention to Designate being served. Where alterations to a heritage property have been approved, follow-up visits or inspections are the opportunity to ensure that work was completed as approved. These visits or inspections can also provide a means of giving advice and developing working relationships with the owners of designated properties. While best practice is to obtain an owner's permission, there are circumstances in which an owner may not provide permission, but access is still required to ensure that the public interest is protected. Hence, as noted above, an owner's permission is not required under the *Ontario Heritage Act* to undertake these site visits. However, in the absence of a clear by-law authorizing these site visits, appeals may be launched to quash the results of any site inspection.

(xi) Addressing Applications under Multiple Pieces of Legislation

There are some circumstances where a municipality may receive an application for both a *Planning Act* and *Ontario Heritage Act* matter. This can create confusion concerning which application should be handled first. While appeals for both can be heard at the same time, it is recommended that the municipality issue a clear statement on its expectations of which should be addressed first. In this instance, it is recommended that the complete application requirements for a *Planning Act* application clearly indicate that Council/Staff approval of *Ontario Heritage Act* matters is a requirement where applicable.

(2) MANAGE CEMETERIES AND BURIAL PLACES

The Town has recognized certain cemeteries as having cultural heritage value or interest to the community. Cemeteries and burial places, as cultural heritage resources, are regulated not only by cultural heritage policies, but also by the *Funeral, Burial, and Cremation Services Act*. This Act addresses not only known cemeteries, but also other burial places. As such, there are different rules depending upon whether the burial place is considered formal or informal under the legislation. There can be issues with overlapping jurisdiction, particularly if a cemetery or burial place is protected under both the *Ontario Heritage Act* and the *Funeral, Burial, and Cremation Services Act* (which is the overarching legislation in the event of a conflict). It must also be recognized that cemeteries and burial places can be considered sacred and hold tremendous personal and community value.

Many communities have started to consider how to address cemeteries, particularly those with significant cultural heritage value. In this regard, it is recommended that a Heritage Cemeteries Plan and Official policies around historic cemeteries be created. Drawing from the Bruce County Archaeological Management Plan process. It is also recommended that specific standard clauses be developed to address the accidental discovery of human remains.

It is understood that there is significant council concern with the erosion of the Southampton Pioneer Cemetery specifically. Council should continue to pursue its strategy of engaging the local MPP; consideration should be given to approaching the local MP as well.

II.C. ACTION PLAN

Action Item	Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)	Responsible & Partners
1) Council endorsed heritage processes		✓		<ul style="list-style-type: none"> • Town Staff
2) Manage Cemeteries and Burial Places			✓	<ul style="list-style-type: none"> • Town Staff • Saugeen Ojibway Nation • Historic Saugeen Métis • Municipal Heritage Committee

OBJECTIVE III. BUILD CAPACITY

III.A. STRATEGY

Building capacity means on-going training to support a more resilient Staff that can assist the Municipal Heritage Committee and Council to navigate legislative changes and manage change. Building capacity also means on-going education and training opportunities for members of the Municipal Heritage Committee. The Municipal Heritage Committee has indicated an appreciation for opportunities for training by various experts in the heritage conservation field.

In addition, the Town should consider setting aside annual funding to send members of Staff, the Municipal Heritage Committee or Council to heritage conferences where there are opportunities to connect with heritage experts and other municipalities.

III.B. ACTIONS

(1) EXPLORE OPPORTUNITIES FOR ON-GOING STAFF, COMMITTEE AND COUNCIL TRAINING

Training and educational opportunities for Staff, Council and the Municipal Heritage Committee could include the following:

- (i) Facilitate in-person training for Staff, Council and MHC members at the start of each new term in one or more of the following:
 - a. Free training is provided by Community Heritage Ontario specifically for Municipal Heritage Committee Members.
 - b. Private training by a qualified Heritage Planner / Heritage Expert provides an opportunity to learn more about specific topics or issues in the community or in the heritage conservation field generally.
- (ii) Financial support for Staff, MHC or Council members to attend annual heritage conferences that promote networking such as the:
 - a. National Trust Conference (which explores heritage matters across Canada)
 - b. Community Heritage Ontario (which explores heritage matters in a more localized context and often at a more grass roots level)

(2) CONSIDER DEVELOPING A TRAINING MANUAL FOR HERITAGE CONSERVATION

A Training Manual takes the form of a written document that outlines the policies and procedures for managing cultural heritage in Saugeen Shores and outlines the roles of Staff, the Municipal Heritage Committee and Council. The manual contains all the most up-to-date and relevant information for managing cultural heritage and would be updated annually by Staff where necessary. The manual would be provided to the Municipal Heritage Committee and Council at the start of each new term of Committee and Council. Initial preparation of the manual could be undertaken by Staff or by a qualified heritage consultant.

The following should specifically be addressed in a manual:

- a. Applicable legislation and policy framework for cultural heritage planning in Ontario
- b. Best practice guidance and tools for cultural heritage conservation
- c. Overview of the roles of Council and the Municipal Heritage Committee as an advisory committee
- d. Cultural heritage programs and incentive programs offered by Saugeen Shores

(3) REASSESS STAFF CAPACITY

Many of the recommendations in this Plan to update or improve processes would require a greater level of staff involvement and oversight. In addition, strategic planning, such as developing plans for priority designations would require staff oversight and management. Council may need to reevaluate staff capacity in relation to existing workload and the need to bring cultural heritage processes up to date. It may be that additional staff will be required to assist.

Alternate options to another full time position could include hiring consultants to assist with updating processes or hiring of interns through funded programs such as Young Canada Works to assist with targeted projects, such as heritage photographic documentation, research or simple heritage evaluations for on-going efforts in compiling information for the Municipal Heritage Register.

III.C. ACTION PLAN

Action Item	Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)	*Responsible & Partners
1) Explore opportunities for			✓	• Town Staff

on-going staff, Committee and Council training				<ul style="list-style-type: none"> • Municipal Heritage Committee
2) Consider Developing a Training Manual for Heritage Conservation			✓	<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee • External Heritage Consultant
3) Reassess Staff Capacity			✓	<ul style="list-style-type: none"> • Town Staff

OBJECTIVE IV. EXPAND LINES OF COMMUNICATION

IV.A. STRATEGY

Deciding which objects, places, and stories are classified cultural heritage and which are not and then determining how to manage those heritage resources requires local community and, especially, Indigenous community input. Saugeen Shores is fortunate to have active and engaged members of both groups. There are several local advocacy groups that develop or deliver heritage programming. The Saugeen Anishnaabek, represented locally by neighbouring Saugeen First Nation and generally by Saugeen Ojibway Nation, contributes to a vibrant contemporary Indigenous cultural environment and stewards the ancestral legacies of sites, landscapes, stories, and ceremonies throughout Saugeen Shores as part of their treaty territory. The Historic Saugeen Métis represent a unique Indigenous descendent community with ties to built heritage resources, cultural heritage landscapes, and heritage programming in Southampton. The extent to which these groups' participation in municipal heritage planning is mandated by regulation varies, however the contribution they make, and are capable of making, enriches the municipalities cultural heritage environment. Establishing stronger lines of communication with these groups can help realize the full potential of this collaboration.

In keeping with requirements for community and Indigenous engagement under the *Ontario Heritage Act* and the *Planning Act* through the Provincial Policy Statement, the following recommendations are provided to establish stronger lines of communication:

IV.B. ACTIONS

(1) DEVELOP AN INDIGENOUS ENGAGEMENT OFFICIAL PLAN POLICY AND PROTOCOLS

The Official Plan is an important Town document as it establishes policy direction for land use and managing change within the community. The Official Plan is prepared with the input of the larger community to ensure that the values, needs and aspirations of the community inform the basis for the Plan. Staff recommendations, Council decisions and decisions from the Ontario Land Tribunal are guided by the direction provided in the Official Plan.

There is currently no consideration of Indigenous communities within the Official Plan apart from a statement that the document is not to be interpreted as influencing ongoing Land Claims. The Provincial Policy Statement (PPS), among other pieces of legislation (e.g., the Environmental Assessment Act), requires municipalities to conduct Indigenous

engagement as part of land development and management activities. With respect to general planning decisions and cultural heritage the PPS states:

POLICY

6.2 Coordination

2. Planning authorities shall undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing, support consideration of Indigenous interests in land use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights.

4.6. Cultural Heritage and Archaeology

5. Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.

The Town is preparing to undertake an Official Plan update. As part of this update, it is recommended that the Town update the Official Plan policy direction to include explicit reference to Indigenous engagement during general planning and specific cultural heritage activities, in compliance with the PPS. In addition, the Town should consider, in consultation with the Saugeen Anishnaabek and Historic Saugeen Métis, developing independent engagement protocols with each of these communities to help provide guidance to Staff and Council about when and how to engage with these communities. The development of these protocols should reference the Bruce County Indigenous Reconciliation Framework and the Bruce County Saugeen Anishnaabek Reconciliation Pathway and Action Plan. Topics covered by these protocols may include:

- a. The importance of the treaty relationship with the Saugeen Anishnaabek;
- b. Procedures for soliciting and incorporating Indigenous community input into the evaluation and assessment of built heritage resources and cultural heritage landscapes;
- c. Emergency procedures for impacted heritage sites or Ancestors (i.e., Indigenous ancestral remains such as burials); and
- d. Mechanisms to update these protocols as appropriate.

Another related mechanism to encourage communication and facilitate relationship-building could be to establish a single point of contact on Town staff for liaising with Indigenous communities. This approach would ensure that there are clear and consistent expectations and channels for communication with Staff on various matters relating to Indigenous cultural heritage and other matters.

(2) ESTABLISH PERMANENT POSITIONS FOR INDIGENOUS COMMUNITY REPRESENTATION ON THE MUNICIPAL HERITAGE COMMITTEE

The 2024 Provincial Planning Statement requires **early** municipal cultural heritage engagement with Indigenous communities to ensure their interests are considered. Outside of planning decision-making processes that may be outlined in the previous recommendation, another mechanism to facilitate early engagement would be offering Indigenous communities positions on the Saugeen Shores Municipal Heritage Committee. Representatives from the Saugeen Anishnaabek and Historic Saugeen Métis would benefit from being immersed in the ongoing heritage discussions taking place at committee meetings. The committee would also benefit in having Indigenous voices and perspectives at the table, capable of weighing in on all manner of heritage decision-making and not just those involving Indigenous heritage. We recommend that prior to proceeding with this action, that the Town approach each community to discuss the role of the Municipal Heritage Committee and explore the communities' interest in participating formally.

(3) FACILITATE DISCUSSION OF CROSS-SECTOR HERITAGE GOALS AND ISSUES

Saugeen Shores is enriched by the passion of heritage experts, advocates, volunteers, educators, and knowledge-keepers, both Indigenous and non-Indigenous alike. Throughout engagement for the CHMP, even where historically some of these groups may have diverged from one another, they continue to share many of the same objectives and lament many of the same issues. Facilitating events and spaces where the collective of heritage-minded Saugeen Shores residents and their neighbours can come together to discuss these issues and cultivate objectives is an important recommendation of this CHMP and corresponds with similar County-level recommendations from the Bruce County Cultural Action Plan. Practical actions to facilitate opportunities for cross-sector pollination include:

- (i) Council hosting bi-annual community engagement sessions with specific invites for local heritage organizations and advocacy groups.

This provides an opportunity for various groups and organizations to be in the same room, sitting around a table with other groups and organizations and sharing with Council their various priorities, goals, successes and challenges. It allows for Council to hear many perspectives and consider ways to support the goals of the goals of these organizations.

- (ii) Promote room for community organizations and advocacy groups to connect

The Town can promote opportunities for organizations and local advocacy groups to connect for the exchange of ideas on local conservation efforts and actions. These are opportunities for groups to share direction on ways that cultural heritage can be protected, sustained and managed within the Town, but also to share successes and challenges in conservation.

(iii) **Amend Municipal Heritage Committee Terms of Reference to Outline a Preference for varied membership**

The Municipal Heritage Committee Terms of Reference outlines the expected membership for the committee. In some instances municipalities in Ontario have outlined a preference for a variety of expertise or representation from specific local organizations so that committee offers a wide variety of expertise. The Town of Saugeen Shores has many capable and qualified experts and local organizations that support and sustain heritage conservation efforts. Council might consider amending the Municipal Heritage Committee Terms of Reference to outline that preference be given for the inclusion of residents of different areas in Saugeen Shores or organizations so that the Municipal Heritage Committee represents the many and varied voices of the community.

(iv) **Connect with heritage property owners**

Heritage property owners are a key stakeholder in Saugeen Shores playing a vital role in understanding both the benefits and impacts of heritage designation. The Town is encouraged to engage with heritage property owners on matters that may directly affect them and their properties, including any amendments to heritage designation by-laws for their properties.

IV.C. ACTION PLAN

Action Item	Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)	Responsible & Partners
1) Develop an Indigenous Engagement Official Plan Policy and Protocols as part of the Town's new Official Plan			✓	<ul style="list-style-type: none"> • Town of Saugeen Shores • Saugeen Ojibway Nation • Historic Saugeen Métis*
2) Establish Permanent Positions for Indigenous			✓	<ul style="list-style-type: none"> • Town of Saugeen Shores

Community Representation on the Municipal Heritage Committee				<ul style="list-style-type: none"> • Saugeen Ojibway Nation • Historic Saugeen Métis Municipal Heritage Committee
3) Facilitate Discussion of Cross-sector Heritage Goals and Issues		✓		<ul style="list-style-type: none"> • Town of Saugeen Shores • Municipal Heritage Committee • Saugeen Ojibway Nation • Historic Saugeen Métis • Bruce County Museum & Cultural Centre • Local Heritage Advocacy Groups

OBJECTIVE V. DEVELOP A SAUGEEN SHORES APPROACH TO CONSERVATION

V.A. STRATEGY

To provide an approach to heritage conservation that is especially suited for Saugeen Shores, there needs to be clarity as to what “conservation” means to the local community. A consistent theme in public comments made for this Plan is a sense of loss; loss of control over the rate and types of change, but also, and more visibly, of loss of physical components that have special significance to residents. For a conservation strategy to be effective here, it must provide ways and means for residents and community groups to respond to threats to cherished places and gain control over changes that could impact or benefit those places. It has also been evident from public comments that conservation recommendations for Southampton need to be somewhat different for those made for Port Elgin and for the agricultural areas inland. In other words, conservation in Saugeen Shores must address several different communities and community groups as well as different settings and needs. The preceding objectives attempt to do so by providing recommendations and actions that help restore local control of change and build capacities to manage cultural heritage resources. However, there are other methods that are yet to be explored, including informal support from community groups and businesses unique to Saugeen Shores. The following recommendations describe these in more detail.

V.B. ACTIONS

(1) BUILD ALLIANCES WITH HERITAGE ADVOCACY GROUPS AND LOCAL BUSINESSES

In our discussions with local heritage advocacy groups, for example, we saw a group of volunteers with an understanding and appreciation for local built and cultural heritage. It would be beneficial for the whole community if their knowledge and experience could be shared with a wider audience. Ways of doing so could include outreach in the form of topic-based workshops hosted by advocacy groups to an invited audience that could include local contractors, building suppliers, developers, and real estate and insurance agents. Demonstrations of good conservation practices locally is an effective way of translating abstract technical knowledge and urban-centred examples into terms that are relevant to local conditions. In some communities, heritage groups have gone further by partnering with a local homeowner to show good conservation in process (some have even bought, renovated and resold properties to show the viability of good conservation practices).

(2) WORK WITH THE LOCAL BUSINESS IMPROVEMENT ASSOCIATION

Heritage conservation can be profitable: proving this in local contexts is sometimes difficult. In Port Elgin, for example, heritage can be an important part of tourism development in the downtown business district but also outside of it. There are many unexplored heritage aspects of that community in the adjacent neighbourhoods and along the waterfront. As a community that promotes growth, Port Elgin can display a more varied and attractive character than is suggested by the current commercial strip and thus draw in an expanded range of new residents and investors. The BIA is well placed to be a catalyst for such activities. And the local library and archive is an excellent resource for material to promote development that respects local character. The BIA can use these materials to provide historical documentation of compatible building styles, materials and settings as the basis for design guidelines for new development as well as interpretive content for cultural tourism marketing.

(3) DEFINE, CO-ORDINATE AND PROMOTE RURAL HERITAGE

The rural landscape of Saugeen Shores has deep roots in farming, with farm uses appearing long before formal surveys of farm lots in the 19th century. In the countryside, outside of Port Elgin and Southampton, there remain scattered elements of early farming communities that are important and merit further attention. These include rural churches and cemeteries, crossroad communities and other meeting places for the agricultural community that hold value for the long years they have served many generations of residents. The locally available driving tour currently provides examples of these but there are many opportunities for further investigation. In addition, cultural heritage in rural communities is often directly tied to on-going farm or traditional practices and remains sustained by these on-going practices. Farming families and rural communities deserve an opportunity to identify, define and sustain their cultural heritage. The ability for rural cultural heritage to remain relevant and sustainable is integral.

The Municipal Heritage Committee can work with rural community members to identify cultural heritage resources that are important in these communities. It should be recognized that cultural heritage resources in these communities may be more deeply connected to intangible cultural heritage, for example areas that serve as places of community gathering.

The Town and County can continue to work with the agricultural community to help promote rural events on their websites to bring greater attention to these events. Lack of awareness about local cultural events was identified as a significant barrier to participation within the on-line survey for this project.

(4) CONNECT WITH YOUTH

Our time spent in the community and meeting with community groups highlighted the importance of supporting opportunities for youth engagement with cultural heritage places and spaces. G.C. Huston Public School has particularly taken a proactive role in engaging with cultural heritage at the Bruce County Museum and Cultural Centre. In addition, the school has taken a deep and meaningful approach to building relationships with the Saugeen First Nation, sharing teachings and language.

Students at the school have also undertaken steps to enliven cultural heritage spaces through initiatives such as lighting up Fairy Lake through the dark winter evenings. Council support of these initiatives bolsters the aspirations of youth to get involved and see real change in their communities. Other considerations could include:

(i) Collaborating with local schools

World Town Planning Day is celebrated each year on November 8 and is an opportunity to celebrate the contributions of planners to their communities. Planning involves understanding the needs, goals and aspirations of a community, considering public interest and fostering sense of place. World Town Planning Day provides an opportunity for outreach each year to a local elementary school. Town Staff, specifically, junior or intermediate planning staff could offer to lead a teaching lesson for a grade 6 or 7 class each year on World Town Planning Day. To make the lesson meaningful and relevant for students, Town Staff could choose a vacant or underdeveloped heritage property in the community and have students plan for revitalization or new uses they would like to see in that place.

Additionally, schools, arts organizations, and other youth-focused groups can play a valuable role in supporting public art projects that celebrate and highlight local cultural heritage and stories. Murals and art installations are one way to draw attention to heritage places in the community, foster dialogue and can create places of public convergence.

Engaging with Youth

Supporting opportunities for youth to engage with cultural heritage is fundamental. Partnerships with local schools has already demonstrated the ways in which engaging directly with cultural heritage can create a deeper understanding of place and room for all voices. G.C. Huston Public School is directly adjacent to the Bruce County Museum and Cultural Centre, providing students the ability to experience the changing exhibitions on County history and offering an opportunity to tangibly experience the heritage structures relocated to the site, such as the early schoolhouse building.



Meaningful partnerships can foster a more inclusive and representative community. G. C. Huston Public School has worked to recognize the close relationship between the Saugeen First Nation and the School with the installation of a unique orange crosswalk featuring seven feathers that represent the Seven Grandfather Teachings. Additionally, G.C. Huston Public School hosted a significant ceremony on the 'Saugeen River Zgaa-biig-ni-gan – We Are Connected Bridge' as a powerful gesture of Truth and Reconciliation within the community.

(5) DEFINE COMMUNITY CHARACTER

The Town's current Official Plan has many policies that refer to character, including heritage character. However, if the heritage character of an area has not been defined then it is difficult to substantiate in reports and defend at the Ontario Land Tribunal. The Town has urban design guidelines which provide some basis for a description of the character of an area, including some reference to heritage character. Other studies, such as the Cottage Street Study, have defined a certain design character for small lanes, known as Cottage Streets (related to historic development patterns) with supporting design guidelines and design standards to maintain that character.

The Town should consider other tools for defining areas with a special heritage character. Tools can include Heritage Conservation Districts or descriptions of Heritage Character Areas where character has historical significance as substantiated through an O. Reg. 9/06 evaluation. One area that the Town might consider for further analysis is Grosvenor Street South, which has a specific streetscape character tied to historic patterns of development (deeper building setbacks, 1-2 storey building height, larger front lawns dominated by lush gardens, variety of architectural styles). While a Heritage Conservation District is one tool under the *Ontario Heritage Act* that defines character, heritage

character areas are another tool that can be utilized under the Official Plan to define character and regulate new development so that historic character is respected.

(6) INVEST IN TOWN-OWNED HERITAGE PROPERTIES

Town-owned heritage properties can be integral spaces for community gathering, hosting key community activities. Investment in Town-owned properties is important to ensure that these buildings meet and support the needs of the users of the building. While decisions on investment and changes to these buildings must be informed by the needs of those using these places, it must also be balanced by the need to conserve heritage value. The following can be considered to promote conservation and reinvestment in town-owned heritage properties:

Raise Awareness – build interest and raise awareness about key publicly owned heritage buildings by opening the building to the public through cultural initiatives such as Doors Open and Heritage Week. Plan to expand uses in the building to include cultural events that attract a diverse group of residents, visitors and tourists. Engaging directly with a cultural heritage resource is fundamental to developing appreciation for it.

Community Engagement – for a place to be valued by a community it must be used, or it must form part of their lives or key activities in the community. The Town first needs to understand how and whether these places are valued by the community through engagement activities. This provides a foundation for assessing how best to facilitate on-going engagement and community interest in these places. Cultural benefits from regeneration of these places arise through the continuous engagement of local residents in the planning and ongoing support of community development initiatives.

Educate – afford opportunities to inform the public on the economic, social, and cultural value that cultural heritage resources bring to the community, as spaces for community gathering, as landmarks and touchstones of history that define community character.

Figure 16 - Town-owned heritage properties are often community landmarks that strongly contribute to sense of place and community identity



Marketing – any Town tourism strategy should market heritage tourism to showcase the town’s heritage properties, drawing attention to their cultural and historical significance. Partnering with tourism-focused groups and Town departments to market these places can create a sustainable flow of visitors and revenue that supports reinvestment.

Dedicate Funding – the Town might consider dedicating funding from tourism marketing budgets to promote these cultural heritage resources as key community gathering places and places that form part of the built and visual history of Saugeen Shores.

V.C. ACTION PLAN

Action Item	Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)	Responsible & Partners
1) Build alliances between architectural heritage groups and local businesses		✓		<ul style="list-style-type: none"> Local heritage advocacy groups
2) Work with the local Business Improvement Association			✓	<ul style="list-style-type: none"> Town of Saugeen Shores BIA
3) Define, co-ordinate and promote rural heritage			✓	<ul style="list-style-type: none"> Agricultural societies Rural community members
4) Connect with youth			✓	<ul style="list-style-type: none"> Town of Saugeen Shores
5) Define Community Character			✓	<ul style="list-style-type: none"> Town of Saugeen Shores Municipal Heritage Committee Local heritage advocacy groups
6) Invest in Town-owned Heritage Properties			✓	<ul style="list-style-type: none"> Town of Saugeen Shores Municipal Heritage Committee Local heritage advocacy groups

				<ul style="list-style-type: none">• Local Community• Visitors / Tourists
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SUMMARY OF OBJECTIVES & ACTIONS

The following table provides a summary of all recommended actions in this CHMP:

Short Term (0-5 mths)	Medium Term (6-11 mths)	Long Term (12 mths +)
<ul style="list-style-type: none"> Update Official Plan policies for cultural heritage as recommended in Appendix A Adopt template for evaluating Cultural Heritage Resources as recommended in Appendix C 	<ul style="list-style-type: none"> Identify a variety of tools for conservation Prioritize Properties for Designation from the Heritage Register Council endorsed heritage processes Facilitate Discussion of Cross-sector Heritage Goals and Issues Build alliances between architectural heritage groups and local businesses 	<ul style="list-style-type: none"> Update Designating By-laws for Properties already designated under Section 33 (Part IV) of the <i>Ontario Heritage Act</i> Manage Cemeteries and Burial Places Explore opportunities for on-going staff, Committee and Council training Consider Developing a Training Manual for Heritage Conservation Reassess Staff Capacity Develop an Indigenous Engagement Official Plan Policy and Protocols as part of the Town's new Official Plan Establish Permanent Positions for Indigenous Community Representation on the Municipal Heritage Committee Work with the local Business Improvement Association Define, co-ordinate and promote rural heritage Connect with youth Define Community Character Invest in Town-owned Heritage Properties

9. CONCLUSION

The Town of Saugeen Shores has made a concerted effort in the past to evaluate, manage and conserve cultural heritage resources, including through listing and designating heritage properties under the Ontario Heritage Act. Given the recent and significant changes to heritage legislation and policy at the Provincial level, combined with the Town's plans to update their own Official Plan, it is time for the Town to reevaluate its heritage planning framework. The Vision of this Plan is to have an up-to-date suite of legislative, policy, and process tools that will enable Saugeen Shores to strategically manage, conserve, and meaningfully commemorate its cultural heritage resources. This Cultural Heritage Master Plan provides that framework by establishing a strong foundation for cultural heritage planning for the Town that is founded on principles that will assist with meeting legal and ethical obligations, and recognizing operational and implementation realities, while planning for aspirational goals for cultural heritage. The Objectives for this CHMP will assist in achieving the Vision and each is supported by a strategy as well as recommended action items and an action plan, which provide clear, measurable goals for the Town and timelines for commencing actions.

As such, this CHMP is an actionable Master Plan against which progress can be measured, and which can be updated in future as Objectives develop or expand. This CHMP is considered foundational in the sense that the actions will establish a policy compliant, standardized and successful cultural heritage planning framework so that the Town can continue to strive for larger aspirational goals for its cultural heritage in future.

10. APPENDICES

APPENDIX A: DRAFT OFFICIAL PLAN AMENDMENT

Existing Policy	Recommended Wording	Rationale/Discussion
1.2.5 Arts, Culture and Heritage	1.2.5 Arts, Culture and Heritage	
1.2.5.1 Goal	1.2.5.1 Goal	
It is the goal of this Plan to identify, conserve and enhance the Town's cultural heritage resources whenever practical and to encourage all new development and redevelopment to respect important cultural heritage features.	It is the goal of this Plan to identify, evaluate , conserve, and manage the Town's cultural heritage resources in accordance with provincial requirements .	This ensures that the policy aligns with existing legislation. As written, the undefined term "whenever practical" provides weak guidance. The sentence "encourage all new development and redevelopment to respect important cultural heritage features" is not consistent with the language of the PPS and the <i>Ontario Heritage Act</i> .
1.2.5.2 Objectives	1.2.5.2 Objectives	
a) To maintain, restore and enhance the cultural heritage resources of the Town such as its historical landscapes, sites and buildings and unique cultural, architectural, archeological and historic resources.	a) To conserve, protect, and maintain cultural heritage resources in the Town including its protected heritage properties, archaeological resources, built heritage resources, and cultural heritage landscapes .	This wording reflects the current PPS.
b) To use cultural heritage resources to attract additional economic	b) To use cultural heritage resources, where appropriate , to	The use of cultural heritage resources for these purposes may not be appropriate in all

Existing Policy	Recommended Wording	Rationale/Discussion
development, increase tourism opportunities and enhance the character of the Town by providing public access to cultural heritage features.	attract additional economic development, increase tourism opportunities and enhance the character of the Town.	circumstances, in particular if there are sites of cultural significance or sites of conscience. Sites of conscience can be understood as places that prevent the loss of memory, including traumatic memory, to ensure a more just and humane future.
c) To provide opportunities for the display of art and cultural elements in public area of the community.	c) To provide opportunities for the display of art and cultural elements in public areas of the community.	Typo correction
d) To ensure that new development and redevelopment preserves and reflects cultural elements that defines the character of the community which may include natural features such as trees and hedgerows or built features.	d) To ensure that new development and redevelopment conserves and reflects the cultural heritage values and identified heritage attributes that help define the character of the community, including built heritage and cultural landscape components.	Conserve is a defined PPS term. It is also the umbrella term used for all approaches to protecting heritage value and extending the physical life of a historic place.
New Objective	e) The Town will commit to conserve and responsibly manage Town owned cultural heritage resources, with preservation and adaptive reuse as the primary conservation treatments as outlined within the Standards and Guidelines for the	This is a commitment by the Town of responsibly manage all Town owned cultural heritage resources.

Existing Policy	Recommended Wording	Rationale/Discussion
	Conservation of Historic Places in Canada.	
New Objective	f) The Town commits to assist and support County efforts to identify and evaluate cultural heritage resources that are outside the Town's Settlement Areas, where appropriate, and in accordance with provincial requirements.	Cultural heritage resources within the boundaries of the Town, but outside Settlement Areas, are not within the jurisdiction of the Town's Official Plan. However, cultural heritage resources in the rural area still contribute to the Town's unique sense of place in the Town. It is recommended that the Town commit to assist and support County efforts to identify and evaluate cultural heritage resources outside of Settlement Areas.
e) To prevent the demolition, destruction, inappropriate alteration or use of cultural heritage resources.	e) The municipality shall treat demolition, destruction, inappropriate alteration or use of cultural heritage resources as a last resort. Proposals for demolition must demonstrate, through a Heritage Impact Assessment, why demolition is necessary and why the resource cannot be conserved.	The Town is not committing to actively prevent demolition or destruction, but should discourage demolition, destruction, inappropriate alteration and use as a primary approach where it would negatively affect identified heritage value or heritage attributes.
1.2.6 Community Character	1.2.6 Community Character	
1.2.6.1 Goal	1.2.6.1 Goal	There may be landscapes or buildings that define character that are not cultural heritage resources.

Existing Policy	Recommended Wording	Rationale/Discussion
It is the goal of this Plan to recognize that the character of different areas of the Town are distinctive and are characterized by local landscapes, existing buildings and built form.	It is the goal of this Plan to recognize that the character of different areas of the Town are distinctive and are characterized by local landscapes, existing buildings and built form, including unique cultural heritage resources.	Cultural heritage resources should be specifically identified.
1.2.6.2 Objectives a) To ensure that future development is in-keeping with the character of the nearby area.	a) To ensure that development or redevelopment respects and is compatible with local landscapes, existing buildings and built form and the cultural heritage resources of the surrounding area.	Policy 1.2.6.2 (a) needs to be carefully considered. In the absence of a defined character, this policy may be challenged.
b) To preserve the historic tourist-oriented waterfront community character of Southampton and ensure that the scale of development in that community reflects this character.	b) To conserve the historic and tourist-oriented waterfront community of Southampton and ensure that the scale of (re)development in that community is compatible with this character.	This is a similar point with (b).
e) To protect and enhance the character of downtown areas through community design and protection of significant cultural buildings and features.	e) To protect and enhance the built form character of downtown areas through the implementation of design guidelines and conservation of cultural heritage resources.	If reference to “character” is to be retained, a Character Statement should be prepared and adopted by Council within the Official Plan so it is clear and defensible. An example the municipality can use is the Character Areas adopted in the Town of

Existing Policy	Recommended Wording	Rationale/Discussion
		Niagara-on-the-Lake 2019 Official Plan, as based on the Estate Lot Study completed in 2018 for Niagara-on-the-Lake. Language in (e) is updated to reflect current legislative language.
2.4 BUILT HERITAGE RESOURCES, CULTURAL HERITAGE LANDSCAPES AND ARCHAEOLOGY		Several overly complex or outdated policies have been identified for removal.
2.4.1 Introduction	2.4.1 Introduction	
2.4.1.1 It is a goal of this Official Plan and any subsequent implementing documents to identify and conserve built heritage resources, heritage properties, heritage attributes, cultural heritage landscapes and archaeological resources.	2.4.1.1 It is a goal of this Official Plan and any subsequent implementing documents to identify, evaluate and conserve protected heritage properties, built heritage resources, cultural heritage landscapes and archaeological resources in accordance with provincial requirements under the Planning Act and Provincial Policy Statements thereto, the Ontario Heritage Act, and any other applicable legislation.	2.4.1.1 Updated to current provincial language and makes a link to existing legislation.

Existing Policy	Recommended Wording	Rationale/Discussion
2.4.2 Cultural Heritage Inventories	2.4.2 The Municipal Heritage Register and Supporting Inventories	2.4.2 – Conserved is the defined PPS term.
2.4.2.1 Council may pursue the development and use of comprehensive inventories of cultural heritage features, including entering into a data sharing agreement with the Ministry of Culture, to assist in conservation efforts. These inventories may include built heritage resources, cultural heritage landscapes, archaeological sites and areas of archaeological potential.	2.4.2.1 Council shall adopt a Municipal Heritage Register of properties of cultural heritage value or interest as required under Section 27, Part IV of the Ontario Heritage Act. Staff and/or the Municipal Heritage Committee may pursue the development and use of comprehensive preliminary inventories of cultural heritage resources.	2.4.2.1 – Updated to reflect the requirements of the Ontario Heritage Act.
2.4.3 Heritage Districts	2.4.3 Heritage Conservation Districts	Change to align with Ontario Heritage Act terminology.
2.4.3.1 Council may by By-law designate conservation districts pursuant to the Ontario Heritage Act and the policies of this Section. Prior to the passage of a By-law to establish a conservation district, Council shall be satisfied that the area is of historical or	2.4.3.1 Council may by By-law designate conservation districts in accordance with requirements of the Ontario Heritage Act and prescribed requirements for the designation of potential heritage conservation districts.	2.4.3.1 Under Part V of the Ontario Heritage and O. Reg 9/06, the Province has established specific requirements for the development of a Heritage Conservation District Study as well as a Plan and Guidelines Document. O. Reg 9/06 identifies the specific criteria that must be met.

Existing Policy	Recommended Wording	Rationale/Discussion
architectural heritage and satisfies one of the following criteria:		
a) A significant number of buildings should reflect an aspect of the historical heritage of a community by nature of its historical location and significance of setting.	Delete	These criteria are addressed in O. Reg. 9/06 of the Ontario Heritage Act.
b) A significant number of buildings should exhibit an architectural style of construction that is significant historically or architecturally to the community, Province, or Country.	Delete	These criteria are addressed in O. Reg. 9/06 of the Ontario Heritage Act.
c) The area may contain other notable physical, environmental, and aesthetic characteristics which in themselves do not constitute sufficient grounds for the designation of a district, but which lend support when evaluating the criteria for designation.	Delete	These criteria are addressed in O. Reg. 9/06 of the Ontario Heritage Act.
d) The district may be in an area surrounding several individually designated buildings or sites.	Delete	These criteria are addressed in O. Reg. 9/06 of the <i>Ontario Heritage Act</i> .

Existing Policy	Recommended Wording	Rationale/Discussion
2.4.4 Building Designation Under The Ontario Heritage Act	2.4.4 Designation Under The Ontario Heritage Act	
2.4.4.1 Built heritage resources or cultural heritage landscapes, such as individual buildings may be designated pursuant to the Ontario Heritage Act and the policies of this Section. Prior to the consideration of the designation, Council shall be satisfied that one of the following criteria is satisfied:	Council may designate properties under Section 29, Part IV of the Ontario Heritage Act, in accordance with requirements of the Ontario Heritage Act and the requirements of O. Reg 9/06.	The <i>Ontario Heritage Act</i> sets out the prescribed criteria for designation.
a) The building or property is strongly associated with the life of a person who played an integral role in the development of the Town of Saugeen Shores and/or is recognized locally, nationally or internationally;	Delete	These criteria are addressed in O. Reg. 9/06 of the <i>Ontario Heritage Act</i> .
b) The building or property is the location of, or is associated in a significant way, with a significant local, national or international event;	Delete	These criteria are addressed in O. Reg. 9/06 of the <i>Ontario Heritage Act</i> .
c) The building has an architectural style that is distinctive and representative of a period of history	Delete	These criteria are addressed in O. Reg. 9/06 of the <i>Ontario Heritage Act</i> .

Existing Policy	Recommended Wording	Rationale/Discussion
and/or is the work of a recognized architect; and,		
d) The building or property is considered to be an easily recognizable landmark in the Town and contributes to the character of the community.	Delete	These criteria are addressed in O. Reg. 9/06 of the <i>Ontario Heritage Act</i> .
2.4.5 Preservation Of Heritage Resources	2.4.5 Conservation of Cultural Heritage Resources	This section should directly follow section 2.4.1 and precede current Section 2.4.2 because it lays out the general policies for heritage conservation.
2.4.5.1 It shall be the policy of Council to encourage the preservation of buildings and sites having historical, architectural and/or archaeological value. Council recognizes that there are archaeological resources of past Aboriginal and pioneer era settlement within the Town and important archaeological evidence of historic activities, which would be of value in future conservation of the built environment.	2.4.5.1 Protected heritage properties, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.	Policies 2.4.5.1 through 2.4.5.4 are directly from the 2024 PPS.
New Policy	The Town is encouraged to develop Indigenous engagement protocols in consultation with the Saugeen	This recommendation implements PPS 2024 policy direction for early engagement as outlined within the

Existing Policy	Recommended Wording	Rationale/Discussion
	Anishnaabek and Historic Saugeen Métis, developing independent engagement protocols with each of these communities to provide guidance to Staff and Council about when and how to engage with these communities. The protocol should include procedures for soliciting and incorporating Indigenous community input into the evaluation, assessment and management of built heritage resources and cultural heritage landscapes.	Saugeen Shores Cultural Heritage Master Plan.
New Policy	The Town will consider applications for site alteration and/or development which may have an impact on cultural heritage resources, against Chapters 1-3 of the Standards and Guidelines for the Conservation of Historic Places in Canada (as amended).	This provides best practice standards to assist the Town on decision-making for alterations or development that is likely to affect cultural heritage resources.
New Policy	<p>In reviewing Heritage Applications, the Town shall have regard for best practice guidance such as, but not limited to the:</p> <ul style="list-style-type: none"> - Ontario Heritage Trust “Eight guiding principles in the conservation of historical properties” - Ontario Heritage Trust “Well Preserved” by Mark Fram 	This is a commitment by the Town to consider best practice guidance specifically for rendering decisions on Heritage Applications.

Existing Policy	Recommended Wording	Rationale/Discussion
	<ul style="list-style-type: none"> - The Standards and Guidelines for the Conservation of Historic Places in Canada - Ontario Heritage Toolkit 	
2.4.5.2 Council shall work with the Ministry of Culture to identify and maintain a list of possible heritage buildings and sites. This inventory will be the basis for the preservation, restoration, and utilization of heritage resources.	2.4.5.2 The Town shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved as demonstrated through a Cultural Heritage Impact Assessment.	This policy reflects 2024 PPS policy and language.
New Policy	For the purposes of cultural heritage resources, “adjacent” generally refers to a contiguous property, but may include any property upon which a proposed development and/or site alteration may have a known or potential impact upon a cultural heritage resource at the discretion of the Town.	The 2024 PPS allows municipalities to provide their own definition of “adjacent” for cultural heritage resources. The 2024 PPS definition means strictly contiguous properties. This policy allows for the Town to use discretion when considering the potential impacts of a site alteration or development on a cultural heritage resource.
2.4.5.3 Council may designate and regulate heritage resources under appropriate legislation, including the Ontario Heritage Act, the Planning Act,	2.4.5.3 The Town is encouraged to develop and implement proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.	This policy reflects 2024 PPS policy and language.

Existing Policy	Recommended Wording	Rationale/Discussion
and the Municipal Act, whenever deemed feasible.		
2.4.5.4 Council may establish criteria and guidelines to determine and regulate heritage resources.	2.4.5.4 The Town shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.	This policy reflects 2024 PPS policy and language.
New Policy	The Town will require a Cultural Heritage Impact Assessment (HIA) with any Heritage Application or development applications that are likely to affect cultural heritage resources. Cultural Heritage Impact Assessments will be prepared by qualified heritage professionals including Professional Members in good standing with the Canadian Association of Heritage Professionals and/or hold specific professional qualifications with clear and demonstrable heritage experience. Cultural Heritage Impact Assessments will follow the provincial guidance and best practice guidance for format and required information	<p>Cultural Heritage Impact Assessments (CHIA or HIA) are used to assess potential impacts on cultural heritage resources as a result of a proposed site alteration or development. These assessments should be required with any applications for development that may impact a cultural heritage resource to ensure that the resource will be conserved.</p> <p>These assessments are to be prepared by qualified heritage professional, such as Professional Members of the Canadian Association of Heritage Professionals</p>

Existing Policy	Recommended Wording	Rationale/Discussion
	<p>and will require, at a minimum, the following information:</p> <ul style="list-style-type: none"> a) Historical research, site analysis and evaluation b) Identification of the Significance and Heritage Attributes of the Cultural Heritage Resource c) Overview of applicable legislation and policy framework d) Description of the Proposed Development or Site Alteration e) Assessment of Development or Site Alteration Impact f) Consideration of Alternatives, Mitigation and Conservation Methods g) Summary Statement and Conservation Recommendations 	(CAHP) or others with demonstrated expertise in the field.
2.4.5.5 Council, with the advice and assistance of a designated committee, may regulate and guide alterations and additions of heritage resources.	2.4.5.5 Council may designate cultural heritage resources under the Ontario Heritage Act.	2.4.5.5 – edited to reflect that designation is a tool under the <i>Ontario Heritage Act</i> .
New Policy	Council will support owner-supported designations for National Historic Sites of Canada.	National Historic Sites of Canada require owner's consent, but if the owner does consent, support of

Existing Policy	Recommended Wording	Rationale/Discussion
		Council may help the owner with the application to the Historic Sites and Monuments Board of Canada.
2.4.5.6 Streetscape, building facade improvements and new buildings shall be designed to create a continuous, attractive environment throughout the downtowns of Port Elgin and Southampton.	2.4.5.6 Council may establish an advisory Municipal Heritage Committee under the authority of the <i>Ontario Heritage Act</i> . The committee shall advise Council as per the requirements of the <i>Ontario Heritage Act</i> and its Terms of Reference.	2.4.5.6 – Wording is simplified and reflects the requirements of the <i>Ontario Heritage Act</i> .
2.4.5.7 Development that is adjacent to significant cultural heritage resources shall be encouraged to be of an appropriate and compatible scale and character.	2.4.5.7 Streetscape, building facade improvements and new buildings shall be designed to create a continuous, attractive environment throughout the downtowns of Port Elgin and Southampton.	Existing Policy 2.4.5.6 (now 2.4.5.7) should be revisited. Currently, the policy is vague about what “continuous, attractive environment” means. Urban street wall may be considered.
2.4.5.8 Existing mature trees shall be maintained unless they have the potential to impact human health and safety. The planting of new native species shall be encouraged in appropriate locations.	2.4.5.8 Trees that have been identified as having cultural heritage value or interest shall be conserved.	Trees identified as containing heritage significance can be addressed in this section. Other matters related to trees and the implementation of any future urban tree canopy by-law should be addressed in an independent section outside of the section for cultural heritage resources.

Existing Policy	Recommended Wording	Rationale/Discussion
2.4.6 Archaeological Resources	2.4.6 Archaeological Resources	
2.4.6.1 It is recognized that there are areas in the Town that have been demonstrated or have the potential to contain archaeological resources. Where development is proposed in or adjacent to lands that may have potential for archaeological remains, an archaeological assessment may be required to be prepared by the owner, as determined in consultation with the appropriate authority.	2.4.6.1 Planning authorities shall not permit development and site alteration on lands containing archaeological resources or areas of archaeological potential unless the significant archaeological resources have been conserved.	2.4.6.1 – Revised to reflect the 2024 PPS wording.
New Policy	2.4.6.2 The Town shall work with the County of Bruce to access the information in the County's Archaeological Management Plan.	2.4.6.2 – new policy – reflects the fact the County has completed an Archaeology Management Plan.
New Policy	2.4.6.3 The Town is encouraged to develop Indigenous engagement protocols in consultation with the Saugeen Anishnaabek and Historic Saugeen Métis, developing independent engagement protocols with each of these communities to assist with emergency procedures for impacted heritage sites or Ancestors	As recommended within the Saugeen Shores Cultural Heritage Master Plan.

Existing Policy	Recommended Wording	Rationale/Discussion
	(i.e., Indigenous ancestral remains such as burials)	
2.11.2 New Lots By Consent		
2.11.2.1 General Criteria		
2.11.2.1.1 In considering lot creation by consent, the Town and the approval authority shall be satisfied that the proposed lot creation conforms to the following criteria:		
New Policy	m) The conservation of protected heritage properties.	New policy reflects policy direction and language in the 2024 PPS.
SECTION 3 – SETTLEMENT AREA POLICIES		
3.1 INTRODUCTION		
3.1.1 The Saugeen Shores Settlement Area consists of all developed lands and associated vacant lands where future urban growth is promoted. Lands in the Settlement Area are separated into 14 different designations as identified on Schedule A. In general the Settlement Area is comprised of the two traditional urban areas of Port Elgin and	3.1.1 The Saugeen Shores Settlement Area consists of all developed lands and associated vacant lands where future urban growth is promoted. Lands in the Settlement Area are separated into 14 different designations as identified on Schedule A. In general, the Settlement Area is comprised of the former Towns of Port Elgin and	Recognize the former titles of these areas. The term “traditional urban areas” is not a clear or concise term for understanding the histories of these areas.

Existing Policy	Recommended Wording	Rationale/Discussion
Southampton as well as parts of Saugeen Township.	Southampton as well as parts of the former Saugeen Township.	
3.2 OBJECTIVES		
3.2.7 To preserve the historic character of the Settlement Area by requiring new development to complement the positive elements of the existing built form.	<p>3.2.7 Require new development to be designed to be compatible with, and conserve, the historic character and features of the Settlement Area including the:</p> <ul style="list-style-type: none"> • Cottage Street Design Guidelines • Scale, massing and design of cultural heritage resources as recognized within Urban Design Guidelines and/or other documents outlining cultural heritage attributes 	<p>This policy needs to be revised to ensure that the “historic character of the Settlement Area” is defined. This can be done by tying character back to studies/municipal documents that have been adopted by Council such as the Cottage Street study and the Town’s Urban Design Guidelines.</p> <p>Conserved is the defined PPS term.</p>
3.2.8 To minimize the negative effects of development on natural heritage features, sites of historical, geological or archaeological significance and areas of mineral aggregate or mineral deposit.	<p>3.2.8 To minimize the negative effects of development on natural heritage features, protected heritage properties, built heritage resources, cultural heritage landscapes, archaeological resources and sites, and/or sites of geological significance and areas of mineral aggregate or mineral deposit.</p>	Updated to PPS defined terms.

Existing Policy	Recommended Wording	Rationale/Discussion
3.3.3 Housing		
New Policy	The Town will encourage the adaptive reuse of cultural heritage resources to meet housing needs, in preference to their proposed demolition for new development.	Existing cultural heritage resources should be prioritized for adaptive reuse as these buildings can be converted to meet housing demands almost immediately. Adaptive reuse allows the Town to maintain its sense of place as defined through its historic building stock. The Town can support this initiative by providing CIP funding for their adaptive reuse.
3.3.5 Intensification		
3.3.5.2 The following criteria shall be considered when evaluating proposals for housing intensification and infilling within the Built-up Area:		
New Policy	g) Conservation of cultural heritage resources.	Intensification is likely to take place in the historic downtown corridors of the Town and criteria for housing intensification and infill development should consider whether cultural heritage resources will be conserved as cultural heritage resources are a matter of Provincial interest as outlined in Section 2 of the <i>Planning Act</i> .
3.6 Residential Designation		

Existing Policy	Recommended Wording	Rationale/Discussion
3.6.2.2 To ensure that future development maintains the character of established residential areas.		Character needs to be defined.
3.7 SHORELINE RESIDENTIAL DESIGNATION		
3.7.2 Objectives		
3.7.2.1 To maintain the character of the built form in the Shoreline Residential designation including housing style, height, density and massing.		Character needs to be defined.
3.7.4.4.2 When considering applications for redevelopment in the Shoreline Residential designation, Council and the approval authority shall ensure the proposed development maintains the built and natural character of the area, including height, massing and density. Consideration shall be given to maintaining existing vegetation and the planting of native species.		Character needs to be defined.
3.10 CORE COMMERCIAL DESIGNATION		
3.10.1 Purpose		

Existing Policy	Recommended Wording	Rationale/Discussion
<p>3.10.1.1 The Core Commercial designation represents the historic commercial downtown core within the Port Elgin and Southampton communities. The designation applies to those parts of Port Elgin and Southampton where it is recognized that commercial activity has customarily and historically taken place and where infrastructure has been developed to serve this purpose. It is the intent of the Plan to foster the general business function and encourage the expansion of retail, office and public uses in the Core Commercial Areas.</p>	<p>3.10.1.1 The Core Commercial designation represents the historic commercial downtown core within the Port Elgin and Southampton communities. The designation applies to those parts of Port Elgin and Southampton where it is recognized that commercial activity has customarily and historically taken place and where infrastructure has been developed to serve this purpose. It is the intent of the Plan to foster the general business function and encourage the expansion of retail, office and public uses in the Core Commercial Areas while conserving cultural heritage resources.</p>	<p>This is a commitment to conserve cultural heritage in the commercial areas, which also contain main early buildings.</p>
<p>3.10.2 Objectives</p>		
<p>3.10.2.6 To ensure that new development is in character with existing development in the Core Commercial designation.</p>	<p>3.10.2.6 To ensure that new development is compatible in scale, form and massing with existing development in the Core Commercial designation, and as outlined within applicable Urban Design Guidelines.</p>	<p>3.10.2.6 – As per the previous discussions, the “character” of the Core Commercial designation would need to be defined. Consider using scale, form and massing to refer to a particular built form expectation. Refer to Urban Design Guidelines where they are applicable or may be applicable in future.</p>

Existing Policy	Recommended Wording	Rationale/Discussion
3.10.4 General Policies		Updated to reflect the PPS language.
3.10.4.1 Development Form		
3.10.4.1.3 Although intensification of use will be inherent in most development or redevelopment, it is the intent of this Plan that in any rehabilitation, conservation, development or redevelopment schemes for the Core Commercial designation place emphasis on the provision of abundant light and air space, the provision of attractive and usable open space available to the public, the aesthetic value of enclosed areas as well as open areas, the importance of public buildings as focal points of civic improvements, the restoration of existing buildings wherever possible, and the retention of historical atmosphere and buildings. High standards of civic design emphasizing unity, coherence, and aesthetic appeal shall be the goal throughout.	3.10.4.1.3 Although intensification of use will be inherent in most development or redevelopment, it is the intent of this Plan that in any rehabilitation, conservation, development or redevelopment schemes for the Core Commercial designation place emphasis on the provision of abundant light and air space, the provision of attractive and usable open space available to the public, the aesthetic value of enclosed areas as well as open areas, the importance of public buildings as focal points of civic improvements, the restoration of existing buildings wherever possible, and the conservation of cultural heritage resources such as protected heritage properties, built heritage resources, cultural heritage landscapes, archaeological resources and/or sites. High	Specific direction is provided for cultural heritage resources as opposed to an undefined “historical atmosphere.”

Existing Policy	Recommended Wording	Rationale/Discussion
	standards of civic design emphasizing unity, coherence, and aesthetic appeal shall be the goal throughout.	
3.10.4.2 Downtown Improvement		
3.10.4.2.4 The historical character of the Core Commercial designation will be enhanced by:		Character needs to be defined.
a) ensuring that public improvements are sensitive to the heritage character of the area;		Character needs to be defined.
b) ensuring that essential heritage features are conserved, incorporated, or maintained when new uses or development are proposed to a heritage feature;	b) ensuring that the heritage attributes of cultural heritage resources are conserved, integrated , and maintained when new uses or development are proposed for a cultural heritage resource or adjacent to such .	This ensures that heritage attributes will be conserved and encourages new development to respect these attributes.
c) supporting bonus zoning provisions or transfer of density provisions authorized under the Planning Act as an incentive to the private sector for heritage conservation;	Delete	The density bonusing provisions under (c) have changed under revisions to the <i>Planning Act</i> . This policy will need to be reexamined. The Town could consider a CIP for

Existing Policy	Recommended Wording	Rationale/Discussion
		restoration or adaptive reuse of built heritage resources.
e) ensuring that the Town considers the following when reviewing Planning Act applications that propose to increase the height of a building: that the proposed building would be compatible and complementary to the streetscape within the core; that the proposed height increase is in- keeping with the character of the surrounding area; that the proposed height can be adequately serviced by emergency service equipment; that shadows from the building will not impact neighboring property owners or the streetscape.	e) ensuring that the Town considers the following when reviewing Planning Act applications that propose to increase the height of a building: that the proposed building height would be compatible and complementary to the streetscape within the core; that the proposed height increase is in- keeping with the character of the surrounding area and will not negatively affect adjacent cultural heritage resources ; that the proposed height can be adequately serviced by emergency service equipment; that shadows from the building will not impact neighboring property owners or the streetscape.	This explicitly indicates that there is to be no negative impacts on adjacent cultural heritage resources.
3.13 MARINE COMMERCIAL DESIGNATION		
3.13.1 Purpose		
3.13.2.2 To maintain the historic and recreational qualities of existing marine commercial operations.		Need clarification from Staff on policy intent

Existing Policy	Recommended Wording	Rationale/Discussion
4.4.3 Road Allowances and Public Lands		
4.4.3.3 Where historic building or structure encroachments exist, the Town may only consider the sale of a Road Allowance or Public Lands in accordance with the policies of Section 4.4.3.1 and where the relocation of the building or structure is not practical or feasible.	4.4.3.3 Where a protected heritage property or archaeological resource/site exists , the Town may only consider the sale of a Road Allowance or Public Lands in accordance with the policies of Section 4.4.3.1 and where the relocation of the building or structure is not practical or feasible.	Updated to current legislative language.
4.4.8 Design Guidelines		
New Policy	4.4.8.1 The Town adopts the Cottage Streets Urban Design Guidelines, which recognizes the unique characteristics of Cottage Streets, which contribute to a sense of place within the Town. Applications for site alteration or development shall address how development meets the guidelines.	Council has endorsed the Cottage Streets Study and associated Design Guidelines, which should be recognized in the Official Plan.
6.12 INCENTIVES		
b) the development incorporates the preservation and restoration of buildings of historic or architectural	b) the development conserves protected heritage resources and/or archaeological resources/sites which	Updated to current legislative language.

Existing Policy	Recommended Wording	Rationale/Discussion
value which will serve to meet the cultural heritage objectives of this Plan;	will serve to meet the cultural heritage objectives of this Plan;	
New Policy	f) The Town may pass a By-law under the Municipal Act for tax reductions for designated heritage property.	This is a policy to permit tax reductions for designated heritage property.
New Policy	f) The Town may pass a By-law in accordance with the Ontario Heritage Act, Section 39, Part IV for the making of grants and loans.	This allows the Town to provide grants or loans for heritage designated properties.
6.27 TECHNICAL STUDIES AND PEER REVIEWS		
New Policy	<p>6.27.5 Studies and Reports related to Cultural Heritage and Archaeology</p> <p>6.27.5.1 The Town may require reports and studies related to the conservation of cultural heritage resources including, but not limited to:</p> <ul style="list-style-type: none"> a) Cultural Heritage Impact Assessment (HIA) b) Cultural Heritage Evaluation Report (CHER) 	The Official Plan should explicitly outline the information and studies that Council can require for cultural heritage conservation.

Existing Policy	Recommended Wording	Rationale/Discussion
	<ul style="list-style-type: none"> c) Conservation Plan d) Temporary Protection Plan (outlining how a cultural heritage resource will be conserved, protected and secured before, during and after development or construction activities on the property or adjacent to the cultural heritage resource). e) Structural Engineering Assessment (building/structure condition assessment) f) Environmental assessment and/or Designated Substances Study g) Archaeological Assessment h) Documentation Plan i) Salvage plan j) Peer reviews of studies (as deemed appropriate) 	

APPENDIX B: HERITAGE APPLICATION FORM

SAUGEEN SHORES – HERITAGE APPLICATION FORM

APPLICATION FOR MUNICIPAL APPROVAL
TO ALTER, DEMOLISH OR REMOVE FOR PROPERTY
DESIGNATED UNDER THE *ONTARIO HERITAGE ACT*

1.0 Application Process and Instructions

The following is the process for the submission of an *Ontario Heritage Act* application, the process is also outlined in graphic form in **Appendix A**:

1. The Application Form is to be completed by the Property Owner or their designated representative (the “Applicant”). The Application Form must be signed by the *Property Owner*. **There is no fee for a Heritage Application.
2. The completed Application Form and all required supporting information, and materials are to be submitted to the Clerk’s Department in hard copy or in electronic format.
3. Town Staff will review the Application and required supporting materials. For complex projects impacting on cultural heritage resources, Town Staff may require a Pre-consultation Meeting prior to submission of a complete application to understand the project fully and outline any additional supporting materials / information to be submitted with the Application.
4. Town Staff will formally advise the Property Owner / Applicant in writing whether any additional supporting information / material is required for a Complete Application.
5. Once all required materials have been received, Town Staff will serve written notice of Complete Application to the Property Owner / Applicant and schedule the Heritage Application for an upcoming Heritage Committee Meeting.
6. As required under the *Ontario Heritage Act*, written notice of decision on the Heritage Application will be provided to the Property Owner/Applicant within 90 days of the Notice of Complete Application.

Application submissions and any questions related to this Heritage Application can be directed to:

[Town Contact Info here]

General information related to cultural heritage in Saugeen Shores can be found here:
<https://www.saugeenshores.ca/en/explore-and-play/heritage-and-history.aspx>

2.0 Application Form

Heritage Application for the Town of Saugeen Shores	
2.1 Applicant Information:	
Applicant(s) Name	
Mailing Address	
Telephone Number	
Email Address	
2.2 Subject Property Information:	
Property Owner Name	
Municipal Address and/or concession and lot numbers	
Property Legal Description	
Property Roll Number	
Property Designation: <input type="checkbox"/> Part IV <input type="checkbox"/> Part V	
This is an application for (check all that apply) <input type="checkbox"/> Alteration <input type="checkbox"/> Demolition or Removal <input type="checkbox"/> New Construction	

2.3 Buildings Used for Religious Practices

A) Is this building used for religious practices. Religious practices include Indigenous religious or spiritual practices (circle one).

- ☐ No. If NO, please skip this section and proceed to Section 2.4.
- ☐ Yes. If YES, please complete the Section below.

B) Registered charity number of the religious organization:

C) As per section 33(18) of the *Ontario Heritage Act*:

33(18) Council shall consent to an application to alter or permit the alteration of a building, or part thereof without terms or conditions, where the following conditions are met:

- ☐ The building, or part thereof, to be altered is primarily used for religious practices.
- ☐ The heritage attributes are connected to religious practices.
- ☐ The alteration of the heritage attributes is required for religious practices.
- ☐ Any prescribed conditions.
- ☐ The applicant provides the council with an affidavit or sworn declaration that the application meets the conditions set out in paragraphs 1 to 4.
- ☐ The applicant provides the council with any information and material prescribed below:
 - Photographs that depict the existing building and the described heritage attributes of the building that would likely be affected by the proposed alteration, including the condition and context of the attributes.
 - A site plan or sketch that illustrates the location of the building subject to the proposed alteration.
 - Identification of the heritage attributes of the building that are connected to religious practices and a description of the potential impacts of the proposed alteration on those heritage attributes.
 - Drawings and written specifications of the proposed alteration.
 - An indication of whether the proposed alteration is required for the owner or for a tenant.
 - If the proposed alteration is required for a religious organization that is not an Indigenous organization, the registered charity number of the religious organization.

2.4 Description of alteration, removal or demolition
A) Description of proposed alterations (<i>attach additional pages as necessary</i>):
D) Reasons for proposed alteration, demolition, and/or removal:
E) Potential impacts on the heritage attributes of the property with specific reference to the applicable designating by-law or Heritage Conservation District Plan:
F) Will trees or landscaping that are identified as heritage attributes be removed on the property as a result of the proposed alterations? If yes, explain the number of trees to be removed and where they are on the property.
G) List all supporting materials and/or studies submitted with this application:

2.5 Additional Approvals or Permits

A) Will any of the following additional approvals and/or permits be required for the proposed development (check all that apply):

- ☐ Planning Act Applications for: _____
- ☐ Building Permits
- ☐ Tree Removal Permit
- ☐ Other: _____

2.6 Required Supporting Information / Materials

A) The following are the required supporting materials to be provided with every Application:

- ☐ Recent photographs that depict:
 - Existing buildings, structures, landscape elements and heritage attributes that are affected by the application including their condition and context.
 - Photographs of all elevations of a building/structure must be provided with the application.
- ☐ A site plan or sketch that clearly illustrates the location of the proposed alteration, demolition and/or removal.
- ☐ Drawings and written specifications of the proposed alteration, demolition or removal.
- ☐ All technical cultural heritage studies that are relevant to the proposed alteration, demolition or removal.

2.7 Additional supporting information or materials to be provided as identified by Staff:

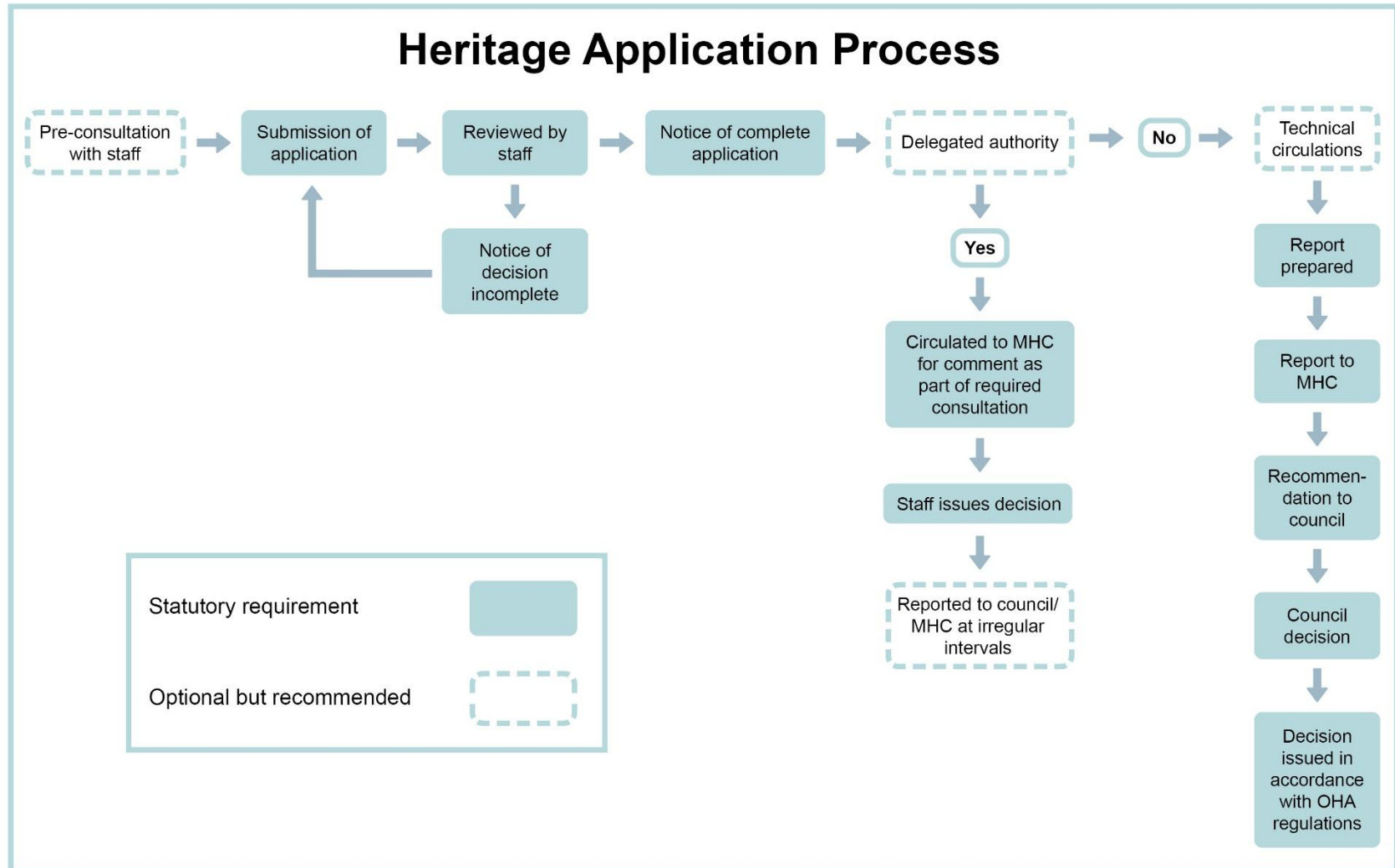
- ☐ : _____
- ☐ : _____
- ☐ : _____

2.8 Affidavit / Sworn Declaration

The Affidavit / Sworn Declaration signed by the Property Owner certifying that the information required under this section and provided by the applicant is accurate.

Standard Clauses to be inserted here

Appendix A – Heritage Application Process



APPENDIX C: HERITAGE PROPERTY EVALUATION RECORDING FORM

Town of Saugeen Shores

Heritage Property Evaluation Recording Form

This Recording Form is utilized by the Town of Saugeen Shores to evaluate whether properties may be eligible for listing on the Municipal Heritage Register or designated under the *Ontario Heritage Act*.

1.0 Subject Property Identification

Date:			
Street Number		Street Name	
City		Province	Postal Code
Property Owner			
Property Address			
Legal Description			
Roll Number			

2.0 Subject Property General Information

The Subject Property is currently:	
<input type="checkbox"/> Not Listed on Heritage Register	
<input type="checkbox"/> Listed on Heritage Register	

<p>This designation has been put forward by the:</p> <p><input type="checkbox"/> Property Owner</p> <p><input type="checkbox"/> Municipal Heritage Committee</p> <p><input type="checkbox"/> Other Entity: _____</p>
<p>General description of area surrounding Subject Property (land uses, area character, streetscape, etc.):</p>
<p>General Description of Subject Property:</p>
<p>Description of all potential built heritage resources on the Subject Property:</p>
<p>Architectural Description of buildings / structures on Subject Property:</p>

Description of natural features, landscape and topography:
Surrounding Context - Description of any other cultural heritage resources (built heritage resources, cultural heritage landscapes or known archaeological resources) adjacent to the Subject Property:

3.0 *Ontario Heritage Act* Prescribed Criteria for Designation (O. Reg. 9/06)

O. Reg. 9/06 Criteria	Criteria met?	Justification
1. The property has design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method.		

2. The property has design value or physical value because it displays a high degree of craftsmanship or artistic merit.		
3. The property has design value or physical value because it demonstrates a high degree of technical or scientific achievement.		
4. The property has historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community.		
5. The property has historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture.		
6. The property has historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.		

7. The property has contextual value because it is important in defining, maintaining or supporting the character of an area.		
8. The property has contextual value because it is physically, functionally, visually or historically linked to its surroundings.		
9. The property has contextual value because it is a landmark.		

4.0 Consideration for Designation

A) The Subject Property Meets a minimum of two criteria and may be considered for designation:

- ☐ Yes. If yes, please proceed to section (B).
☐ No

B) This Subject Property contains:

- ☐ Cultural Heritage Landscape(s)
☐ Built Heritage Resource(s)
☐ Archaeological Resource(s)

--

5.0 Record of Sources Consulted for Background Research

List of all sources that been consulted for information on the Subject Property:

Appendix A

Numerous primary and secondary sources are available for reference.

A *primary source* is an original source that comes from the specific time, event, individual or context that is under study. These sources are direct evidence of what is being studied, ie. a map contemporary with the topic of study. A *secondary source*, on the other hand, provides information about a primary source. These sources often analyze and summarize primary sources, ie. a modern book summarizing different architectural features present on buildings. Both can be effectively utilized to help understand the history and heritage of the property being evaluated.

There are many sources that can be used to form a thorough understanding of local history, including books from the Bruce County Public Library. Archival materials, accessible at the Bruce County Museum & Cultural Centre, can also be useful when researching local history, as they can reveal specific information not covered in secondary sources. Historical maps, often in the form of fire insurance plans, can similarly be used to identify specific information, such as the structures present on a property at a certain point in time. Modern interactive maps can be used to view properties from a top-down or street-view perspective. These digital images can then be used to create illustrations which may accompany heritage-related applications. Various links with relation to heritage-related policy have also been included to provide direction on relevant policies and the standards that are established in them.

The following is a list of potential sources that may assist with property evaluations:

Architecture

Cathcart, Ruth. The Architecture of a Provincial Society: Houses of Bruce County, Ontario 1850-1900.

<https://brucecounty.bibliocommons.com/v2/record/S192C957668>

Cathcart, Ruth. Seeking Permanence in a New Land: Historic Houses of Grey and Bruce Counties.

<https://brucecounty.bibliocommons.com/v2/record/S192C1034704>

Kyles, S. Ontario Architecture: Styles: <http://www.ontarioarchitecture.com/Styles.html>

Ontario Architectural Style Guide: <https://www.therealtydeal.com/wp-content/uploads/2018/06/Heritage-Resource-Centre-Achitectural-Styles-Guide.pdf>

Local History

Primary Sources

Bruce County Archive Useful Links: <https://www.brucemuseum.ca/research/useful-links/>

Bruce County Online Collections: <https://brucemuseum.pastperfectonline.com/>

Ontario Land Property Records Portal: <https://www.onland.ca/ui/>

Secondary Sources

Burgoyne Women's Institute, Comp. *Tweedsmuir History Burgoyne*, Vol. 1 and 2.
<https://brucecounty.bibliocommons.com/v2/record/S192C2507026>

Cathcart, Ruth. *The Architecture of a Provincial Society: Houses of Bruce County, Ontario 1850-1900*. Warton: Red House Press, 1999.
<https://brucecounty.bibliocommons.com/v2/record/S192C957668>

Cathcart, Ruth. *Seeking Permanence in a New Land: Historic Houses of Grey and Bruce Counties*. Owen Sound: Ginger Press, 2009.
<https://brucecounty.bibliocommons.com/v2/record/S192C1034704>

Hilborn, Robin R. *Hilborn's Guide to Old Southampton*. Southampton: Family Helper Pub., 2019. <https://brucecounty.bibliocommons.com/v2/record/S192C4295732>

Hilborn, Robin R. *Southampton Vignettes: A Brief History of a Lake Huron Town*. Southampton: Family Helper Pub., 2010.
<https://brucecounty.bibliocommons.com/v2/record/S192C1036789>

How to Research Properties (video):
<https://www.youtube.com/watch?v=czZdw10zWHg&t=11s>

Interpretive Plaques of Saugeen Shores: <https://www.saugeenshores.ca/en/town-hall/resources/Documents/Interpretive-Plaques-of-Saugeen-Shores.pdf>

Indices of The Bruce County Historical Society Yearbooks, 1967-2015.
<https://brucecounty.bibliocommons.com/v2/record/S192C2554085>

Levie, Carmin J., Comp. *Reminiscences: Port Elgin Centennial, 1874-1974*. Port Elgin: Port Elgin Rotary Club, 1984.
<https://brucecounty.bibliocommons.com/v2/record/S192C983330>

McArthur, Patsy, Ed. *Historic Saugeen: A Heritage Atlas*. Southampton: Saugeen Metis Council, 2013. <https://brucecounty.bibliocommons.com/v2/record/S192C2426302>

McEwing, Dorothy. Ed. *Roots and Branches of Saugeen 1854-1984: A History of Saugeen Township*. Owen Sound: Saugeen History Hunters, 1984. <https://brucecounty.bibliocommons.com/v2/record/S192C983334>

Port Elgin Women's Institute, Comp. *Tweedsmuir History: Port Elgin, Vols 1 and 2*. Port Elgin: Tweedsmuir History series. <https://brucecounty.bibliocommons.com/v2/record/S192C2508814>

Robertson, Heather. *The History of Port Elgin*. <https://brucecounty.bibliocommons.com/v2/record/S192C978618>

Robertson, Norman. "Town of Southampton." In *History of the County of Bruce, Ontario, Canada*. <https://electricscotland.com/history/canada/bruce/chapter38.htm>

Robertson, Norman. "Village of Port Elgin." In *History of the County of Bruce, Ontario, Canada*. <https://electricscotland.com/history/canada/bruce/chapter37.htm>

Robertson, Norman. "Township of Saugeen." In *History of the County of Bruce, Ontario, Canada*. <https://electricscotland.com/history/canada/bruce/chapter36.htm>

Saugeen Shores Heritage Plaques: <https://www.arcgis.com/apps/MapTour/index.html?appid=ebd2e835855243ceaf4f8ca978af9dff>

Saugeen Shores Walking Tours: <https://www.saugeenshores.ca/en/explore-and-play/walking-tours.aspx>

South Saugeen Women's Institute, Comp. *Tweedsmuir History South Saugeen, Vols 1-3*. <https://brucecounty.bibliocommons.com/v2/record/S192C25089051>

Southampton Women's Institute, Comp., *Tweedsmuir History: Southampton Women's Institute: Vol. 1*. <https://brucecounty.bibliocommons.com/v2/record/S192C25088821>

Weichel, John. *Forgotten Lives: Early History of a Coastal Village: Southampton's First Public Burying Ground*. Southampton: Bruce County Museum and Cultural Centre, 2001. <https://brucecounty.bibliocommons.com/v2/record/S192C962678>

Weichel, John. *Forgotten Times: Marine History of Southampton and the Bruce Coast, Vols 1 and 2*. Southampton: Bruce County Museum and Archives, 2002. <https://brucecounty.bibliocommons.com/v2/record/S192C968961>; <https://brucecounty.bibliocommons.com/v2/record/S192C968962>

Weichel, John. Research Files. Comp. Robin Hilborn. https://www.brucemuseum.ca/wp-content/uploads/20121026_john_weichel_research_files_index_a2006179.pdf

Mapping

Bruce County Interactive Maps: <https://www.brucecounty.on.ca/maps>

Canadian Fire Underwriters Association. *Port Elgin Fire Insurance Plan*, 1928.
<https://digitalarchive.mcmaster.ca/islandora/search/~plus~%2522port%2520Elgin%2522%2520AND%2520~plus~1928-05?type=dismax>

Canadian Fire Underwriters Association. *Southampton Fire Insurance Plan*, 1928.
<http://digitalarchive.mcmaster.ca/islandora/object/macrepo%3A86561?fbclid=IwAR3OHgGJMGjh6soh8lbhQhiykg7aQI-WLSFZrv6KUjebT50SdAumHQMqll>

Goad, Charles E. "Southampton, Ont." [Fire Insurance Plan], 1890.
<https://brucemuseum.pastperfectonline.com/archive/8AF2300A-9578-4D0A-8CEE-183000622130>

Hawkins, W., & Sproat, A. "Map of Southampton Compiled from the Original Survey and Maps by Sproat and Hawkins, Engineers and Surveyors, 1857."
<https://brucemuseum.pastperfectonline.com/archive/4BD9AA71-047D-4009-A242-334871543330>

The Canadian County Atlas Digital Project:
<https://digital.library.mcgill.ca/countyatlas/default.htm>

Heritage Planning and Policy

Canada's Historic Places: The Canadian Register:
<https://www.historicplaces.ca/en/pages/register-repertoire.aspx>

Ontario Heritage Act: <https://www.ontario.ca/laws/statute/90o18>

Ontario Heritage Act Register: <https://www.heritagetrust.on.ca/pages/tools/ontario-heritage-act-register>

Ontario Regulation 9/06: <https://www.ontario.ca/laws/regulation/060009>

Planning Act: <https://www.ontario.ca/laws/statute/90p13>

Provincial Planning Statement 2024: <https://www.ontario.ca/files/2024-10/mmah-provincial-planning-statement-en-2024-10-23.pdf>

Saugeen Shores Municipal Heritage Register:

<https://www.saugeenshores.ca/en/explore-and-play/heritage-properties.aspx#Heritage-Register>

Saugeen Shores Official Plan: <https://www.saugeenshores.ca/en/invest-and-plan/official-plan.aspx>

The Ontario Heritage Trust “Tools for Conservation”:

<https://www.heritagetrust.on.ca/pages/tools/tools-for-conservation>

APPENDIX D: SUPPORTING DOCUMENT

Historical Context Overview Report: Landscape, Lake and Ways of Life in Saugeen Shores

Landscape, Lake and Ways of Life in Saugeen Shores: Historical Context Overview Report



Prepared for Saugeen Shores

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Rev. April 2025

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1.0 Executive Summary

Saugeen Shores is a municipality defined by its natural landscape, oriented at the mouth of the Saugeen River as it opens to Lake Huron. The landscape of the municipality includes an extensive shoreline, sandy beaches, clean water, ancient shoreline bluffs, ecologically diverse wetlands, woodlands, valley lands, and a fertile agricultural interior. Over the millennia, these landscape qualities have directly influenced the use of the area by Indigenous peoples who were joined over the past 300 years by explorers, traders, missionaries, and eventually, permanent settler populations. The landscape qualities that once drew early settlers to fish and trade along the shores of Lake Huron today draw tourists to experience the beautiful water, beaches, and natural ecology inherent to the area. Past and current ways of life in Saugeen Shores have been dependent on and shaped by deep and direct connections with the larger landscape, including Lake Huron and the Saugeen River.

Today, the community recognizes some of the places, buildings, structures and stories in the community that are associated with ways of life tied to the landscape and water. The long use of the area by Indigenous peoples and settler populations is a reminder that there are layers of cultural meaning embedded in places, and that there are many stories of these places that could be further recognized.

Cultural heritage provides the context, stories, traditions, built and natural landscapes that tie us to our past. Saugeen Shores has taken steps to identify, evaluate, and protect local cultural heritage resources with the support of Town committees, community groups and individuals through various means. Measures include a local heritage plaque program, development of heritage tours, and heritage property listing and designation. These initiatives provide a foundation for cultural heritage conservation in Saugeen Shores and can be supplemented with further initiatives to enhance on-going heritage conservation measures in the community. The Town has commissioned a Cultural Heritage Master Plan with actionable items to better coordinate cultural heritage conservation and enhancement considerations in Saugeen Shores.

2.0 Purpose

The Town of Saugeen Shores is preparing the Cultural Heritage Master Plan (CHMP) to provide a foundation and preliminary framework for strengthening municipal conservation actions moving forward. To inform the preparation of the CHMP, this report outlines the current legislative framework for cultural heritage conservation, existing identified cultural heritage resources and provides a historical context overview for Saugeen Shores. The historical context overview outlines the larger historical, economic, social, and cultural processes that have influenced growth and change in Saugeen Shores. An understanding

of the processes that shaped Saugeen Shores informs the heritage significance of existing and potential cultural heritage resources¹ in the community.

3.0 Methodology

The legislative context review in Section 5.0 of this report is informed by County policy direction as well as the preliminary findings and recommendations in the Bruce County Cultural Action Plan (Bruce County CAP). The Bruce County CAP outlines recommended policy direction at the County level. Consideration of the preliminary recommendations in the CAP functions as an early exercise in conformity review for potential future policy direction in the Saugeen Shores Official Plan.

The research for the Historical Context Overview in Section 7.0 is informed by historic maps, surveys, information, and research prepared by local historians, committees and community groups. The information and understanding of current context in the community is further informed through engagement with Indigenous communities, individuals, and community groups who graciously donated their time, stories, research, and expertise.²

Online community engagement (public survey) was undertaken from March-April 2024. Virtual meetings and in-community Indigenous and public engagement was undertaken in April and May 2024. The results of that engagement have not been fully incorporated into this report as the primary purpose of this report is to outline the existing legislative framework, cultural heritage resources and key historic themes in the community. The results of the engagement will be included within and inform the CHMP.

4.0 The Cultural Heritage Master Plan (CHMP)

Cultural heritage resources have been celebrated and commemorated through different programs within the community such as the Saugeen Shores Heritage Property Plaque Program organized by the Municipal Heritage Committee, walking, driving and seasonal marine tours by the Marine Heritage Society, cultural events and through adaptive reuse of older buildings. It is recognized that more can be done to strategically communicate and commemorate the Town's rich and diverse cultural heritage through on-going

¹ Provincial legislation generally defines Cultural Heritage Resources as: "built heritage resources, cultural heritage landscapes and archaeological resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people. While some cultural heritage resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation" (Greenbelt Plan, 2017). Cultural heritage resources can include intangible cultural heritage such as ceremonies, tradition and stories.

² The authors are particularly grateful that Robin Hilborn shared his research and writings on the community of Southampton and that the Southampton Cultural Heritage Conservancy assisted in facilitating this introduction.

identification, evaluation, and conservation. To this end, the Town outlined the following objectives for the preparation of a CHMP:

- i. Facilitate the creation of a CHMP that coordinates cultural heritage conservation and enhancement considerations in Saugeen Shores;
- ii. Provide a high-level review of the cultural heritage value and significance of existing protected heritage properties;
- iii. Develop tools to evaluate and identify properties and Cultural Heritage Landscapes for heritage value according to the Provincial criteria for heritage designation as prescribed under the Ontario Heritage Act; and
- iv. Identify actions that are the responsibility of the Town under the Ontario Heritage Act and/or Planning Act.

Engagement with Indigenous communities, residents, and community groups is critical to preparing a Master Plan with relevant, realistic and meaningful direction for cultural heritage in Saugeen Shores.

5.0 Planning for Heritage Conservation in a Shifting Regulatory Framework

Over the last several years, Ontario has witnessed significant changes to several key pieces of legislation that guide cultural heritage planning. The volatile legislative environment has made it difficult for municipalities to prepare and implement effective policies for the conservation of cultural heritage resources. As part of the overall CHMP, the existing policy framework at the Provincial, County and Town levels will be outlined to inform recommendations for updates to Town policy and processes.

The following section provides an overview of the primary existing policy framework for cultural heritage at the time of the preparation of this report, recognizing that legislation may continue to change.

5.1 Provincial Policy Direction

Understanding the Provincial policy basis for heritage conservation reinforces the importance of creating a meaningful policy framework for heritage conservation in a local context. Processes and policies within Provincial legislation pertaining to cultural heritage resources have changed over the last several years and are anticipated to change further through a new proposed *Provincial Planning Statement (2024)*. The following is an overview of current Provincial policy direction regarding the conservation of cultural heritage resources as it relates to the objectives of this CHMP.

The *Planning Act* directs that conservation of significant architectural, cultural, historical, archaeological features is a matter of provincial interest and that Council shall consider heritage conservation in their planning decisions.

The value of cultural heritage to communities is articulated in many pieces of provincial legislation and related policy documents including the *Provincial Policy Statement (2020)*, where heritage is understood to contribute to economic, environmental, and social benefits by encouraging a sense of place and defining community character. Significant built heritage resources³, cultural heritage landscapes⁴ and archaeological resources⁵ are to be conserved.

The *Ontario Heritage Act* provides the provincial legislative framework for regulating, including listing and designating, properties of cultural heritage value or interest. The *Ontario Heritage Act* regulations provide the prescribed criteria for designation in Ontario Regulation 9/06, as amended by Ontario Regulation 569/22.

There are other pieces of provincial and federal legislation that apply to the management of cultural heritage resources. Other legislation applicable to the objectives of the CHMP will be outlined in more detail within the Master Plan.

5.2 Bruce County Policy Direction

The Bruce County Official Plan provides broad direction for cultural heritage, which could benefit from updated terminology. Objectives in section 4.10.1 state:

4.10.1 Objectives

.1 *Encourage the conservation of land, buildings and sites of historic, architectural and archaeological value.*

³ **Built heritage resource:** means a building, structure, monument, installation or any manufactured or constructed part or remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Indigenous community. Built heritage resources are located on property that may be designated under Parts IV or V of the Ontario Heritage Act, or that may be included on local, provincial, federal and/or international registers. (PPS 2020)

⁴ **Cultural heritage landscape:** means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Cultural heritage landscapes may be properties that have been determined to have cultural heritage value or interest under the Ontario Heritage Act, or have been included on federal and/or international registers, and/or protected through official plan, zoning by-law, or other land use planning mechanisms. (PPS 2020)

⁵ **Archaeological resources:** includes artifacts, archaeological sites, marine archaeological sites, as defined under the Ontario Heritage Act. The identification and evaluation of such resources are based upon archaeological fieldwork undertaken in accordance with the Ontario Heritage Act. (PPS 2020)

.2 County Council encourages the identification, acquisition, restoration and conservation of the historical, cultural, architectural and archaeological assets of the County.

.3 In accordance with the Ontario Heritage Act, the County encourages Local Councils to support the creation of Local Architectural Conservation Advisory Committees to inventory and designate buildings, sites and districts of historical, cultural or architectural merit.

5.3 Bruce County Guidance Documents

Recently, Bruce County has taken steps to manage its cultural assets more comprehensively (in the County's case, the broad array of cultural assets is related to arts, culture and heritage) through the preparation and 2021 adoption of the Bruce County Cultural Action Plan (CAP). Preparation of the CAP included engagement with the community including engagement with the Saugeen Ojibway Nation (SON) and Historic Saugeen Métis (HSM), the mapping and inventorying of cultural assets, the identification of core value and cultural themes, strategic directions and recommended actions. Inventorying included the identification and documentation of tangible and intangible cultural assets as outlined in the "Bruce County Cultural Assets Map and Inventory," but did not result in specific recommendations for protection of individual assets in lower tier municipalities. The Bruce County CAP recommended the following relevant actions that can inform recommendations within the CHMP:

Strategic Direction 2.2 - Create and maintain County-level inventories of cultural places [in connection with local municipalities]

- Publish and maintain an interactive Culture Map based on CAP cultural asset mapping; include basic information and links to source platforms (Municipalities) and/or data-sharing with those platforms where applicable (e.g., Kincardine Heritage)*
- Connect the Culture Map with the event calendar by coordinating with the municipalities on a common spatial coordinate format. (Explore the Bruce)*
- Incorporate and maintain listed and designated heritage structures into the County's GIS planning platform*
- Partner with SON and HSM to facilitate Indigenous cultural mapping and to identify Indigenous place names*

Strategic Direction 3.3 - Facilitate communication between local groups and businesses within and across municipalities - Adopt official plan policies that encourage the lower-tier municipalities to develop their own official plan policies specific to Municipal Cultural Planning.

- Coordinate with municipalities, parks, and conservation authorities on improving heritage-related trail systems and water access (e.g., historic*

portage routes), including through integrated cultural interpretation programming (such as wayfinding and heritage signage)

Strategic Direction 4.2 - Foster municipal initiatives and policies that are mutually reinforcing

- *Conduct a gap analysis of municipal cultural incentive programs such as façade improvement programs, film and digital production incentives, and other cultural sector grants; coordinate with municipalities on the development of new programs*
- *Form exploratory committee to assess the need/possibility for a unified municipal heritage assessment procedure*
- *Form an exploratory committee to investigate the possibility of applying of cultural heritage landscape (CHL) designations within Bruce County*
- *Jointly develop a common heritage conservation district (HCD) implementation procedure referencing the Kincardine example and existing documents like the Southampton Downtown Design Guidelines; work with municipalities to identify and prioritize prospective HCDs*

Strategic Direction in the Bruce County CAP can support the objectives of the CHMP, for instance, Strategic Direction 4.2 in the CAP recommends investigating the use of cultural heritage landscapes within Bruce County. One objective of the CHMP is to develop an evaluation template for cultural heritage landscapes. Saugeen Shores can take a leadership role in Bruce County through the early development and evaluation of cultural heritage landscapes and provide input to other municipalities on process, experiences and challenges. Other synergies between direction in the CAP and CHMP will be further explored as recommendations for the CHMP progress.

5.3 Town of Saugeen Shores Official Plan

The Town's Official Plan outlines goals and objectives for heritage conservation in Section 1 that encourage identification, conservation, and enhancement. Objectives for cultural heritage resources are to conserve historic buildings and landscapes; leverage cultural heritage resources for economic development and tourism; ensure that new development respects community character; and prevent inappropriate use or alteration of cultural heritage resources as outlined below:

1.2.5.1 Goal

It is the goal of this Plan to identify, conserve and enhance the Town's cultural heritage resources whenever practical and to encourage all new development and redevelopment to respect important cultural heritage features.

1.2.5.2 Objectives

- a) To maintain, restore and enhance the cultural heritage resources of the Town such as its historical landscapes, sites and buildings and unique cultural, architectural, archeological and historic resources.*
- b) To use cultural heritage resources to attract additional economic development, increase tourism opportunities and enhance the character of the Town by providing public access to cultural heritage features.*
- c) To provide opportunities for the display of art and cultural elements in public area of the community.*
- d) To ensure that new development and redevelopment preserves and reflects cultural elements that defines the character of the community which may include natural features such as trees and hedgerows or built features.*
- e) To prevent the demolition, destruction, inappropriate alteration or use of cultural heritage resources.*

Section 2 of the Town's Official Plan provides policies for cultural heritage resources. It is a goal of the Official Plan to identify and to conserve built heritage resources, heritage properties, heritage attributes, cultural heritage landscapes and archaeological resources (Policy 2.4.1.1). The Official Plan also outlines the tools that Council may use to conserve cultural heritage resources including compiling Cultural Heritage Inventories, designating properties and Heritage Conservation Districts under the *Ontario Heritage Act*, as well as using tools under the *Planning Act* and *Municipal Act*.

The Town's Official Plan policies would benefit from more specific direction for cultural heritage to manage growth and change and continue to foster community character and sense of place for its communities. A more thorough overview of tools for conservation will be outlined in the CHMP.

6.0 Identified Cultural Heritage Resources

As previously outlined, the Town of Saugeen Shores has already undertaken steps to identify, evaluate, and protect cultural heritage resources within the community. The actions undertaken to date provide a basis for on-going conservation of cultural heritage resources. For instance, the plaque program identifies the names of early/original property owners, their occupations and dates of building construction as informed by research undertaken in the Bruce County Museum and Cultural Centre and Registry Office. The plaques are a subtle but effective way to commemorate historical associations with prominent people and industries in the Town.

The Town has also undertaken steps to protect heritage properties under the *Ontario Heritage Act*. Saugeen Shores Council has adopted numerous properties to the Town's Municipal Heritage Register under Section 27 (Part IV) of the *Ontario Heritage Act*, with evaluation and background research prepared by the Municipal Heritage Committee and

the Southampton Conservancy. The Municipal Heritage Register offers limited interim protection from demolition and identifies properties that may warrant future designation.

It is an objective of the CHMP to undertake a high-level review of the significance of designated (protected) heritage properties. The Town has formally designated more than a dozen properties under Section 29 (Part IV) of the *Ontario Heritage Act*, which affords greater protection for cultural heritage resources. The following properties have in-effect designating by-laws:

Address	Title	Location	Description	By-law #
55 Victoria Street North	Public School	Southampton	The former Southampton Public School was built in 1878. Now part of Bruce County Museum.	1648
33 Victoria Street North	Amabel Township School	Southampton	One-storey log structure former school relocated to Bruce County Museum property.	3074
20 Albert Street South	Art School	Southampton	Built in 1888 by James Howe as a private library.	1671
201 High Street	Town Hall	Southampton	Built in 1910-1911 as the Town Hall.	1670 85-2011
708 Goderich Street	Port Elgin Library	Port Elgin	Carnegie Library built 1908.	3-90
317 High Street	Shady Lane Cottages	Southampton	Dwelling built in the 1860s. Former home of William Busby who also owned the Busby House hotel.	3021
221 Clarendon Street	The 3 Sisters	Southampton	Circa 1853 dwelling of James Cathay, Missionary and School Master of the "Indian Village."	3038
97 Huron Street South	The Bowden House	Southampton	Dwelling built in 1870s by the family that owned the Forsyth Shirt Company.	3072

22 Victoria Street North	Tew Property	Southampton	Early cottage that survived the Great Fire of 1886.	4008
PL 817, Lt 51-74, Blk A	Nodwell Park	Port Elgin	Nodwell Park is an archaeological site that represents an early 14th century Indigenous settlement	32-93
18 Huron Street North	Captain Spence House	Southampton	1850s Regency style cottage constructed by Captain John Spence, early settler.	98-20
56 Front Street South	Aunt Annie's Place	Southampton	Dwelling of Annie Longe from circa 1840s.	2088
268 Spence Street	Belcher Home	Southampton	Dwelling built circa 1874. Former home of Alexander Belcher, Southampton's first mayor from 1905-1908.	4014
30 Grosvenor Street		Southampton	Queen Anne dwelling built in 1892 by Henry Harmer Jr, for whom Harmer Street was named.	109-2023
47 Albert Street North	St. Andrew's Presbyterian Church	Southampton	Gothic revival church built in 1862, associated with early settlement and founding of Southampton.	64-2023
117 Huron Street		Southampton	Two-storey Colonial Revival residence clad in stucco and wood, built in 1897.	70-2024

Many of these properties are identified as containing cultural heritage value or interest (heritage significance) under the *Ontario Heritage Act* for their associations with people, historic themes and activities in Saugeen Shores. Moving forward additional consideration could be given to broader design and physical values and contextual values across communities.

7.0 Historical Context Overview

The following section provides a thematic overview of the historical factors and processes that have shaped growth and changes in the area particularly as they relate to designated heritage properties to evaluate, at a high-level, cultural heritage value and significance. Moving forward, Saugeen Shores could more thoroughly document the larger themes and activities that are significant to the community to better understand and frame the significance of cultural heritage resources. This exercise would also provide an opportunity to focus the Town's efforts and goals for identifying, evaluating, and protecting cultural heritage resources.

It is acknowledged that Saugeen Shores is a community that is comprised of three formerly separate communities, the Township of Saugeen, and the Towns of Port Elgin and Southampton, which amalgamated in 1998 through Provincial mandate. The historic processes that created these former communities are unique and different, which assists in understanding some of the differences between these communities today. However, there are historic themes and processes that connect these places, and which contributed to growth and change within and across these communities. Themes that contribute to a sense of shared heritage include the:

- physical shaping of the landscape stretching back thousands of years to glacial periods, which resulted in fertile agricultural lands, abundant natural resources, beaches and sand dunes that have long attracted people to the area;
- cultural values associated with natural landscapes often of ecological significance and diversity;
- connections to water, including Lake Huron and the Saugeen River, as natural features that functionally provided a source of food, a primary means of transportation to the area and served as drivers of early industries; and
- connections to early industries including fishing, trade, shipping, furniture making and tourism which were bolstered by the arrival of the railway.

7.1 Connections to Landscape

The landscape of the area, including Lake Huron, remains an integral component of the identity of Saugeen Shores. Colossal prehistoric natural processes including glacial movement and melt shaped the landforms in the area, releasing immense amounts of water creating ancient lakes whose erosion deposited till and formed bluffs in the area. For thousands of years, post-glacial lake levels rose and fell, and ancient Indigenous communities followed the shifting coastlines, archaeological sites marking their presence across Saugeen Shores. These processes contributed to the ecologically diverse wetlands, woodlands and valley lands, the beaches, ancient bluffs, gravel deposits and fertile soils that define the area today. The waters of Lake Huron, its shoreline and its connection with the Saugeen River provided opportunities for fishing and travel, serving

as a primary means of travel to and from the area historically. Inhabitants of the area also relied on the bounty of Lake Huron for their industry and food.

The landscape of the area that is now Saugeen Shores, with its bounteous natural resources drew early settlers to the area. Prior to the surveying of the lands in the 1850s, the natural landscape was a primary determinant of early patterns of inhabitation in the area.

Agriculture in the area dates back over 2,000 years to the first Indigenous cultivation in the area and the intensification that took place over hundreds of years. It was during the era that large, semi-permanent villages reliant on extensive cultivation of corn, beans and squash began appearing, drawn to the rich soils of the Huron Fringe. Middle Woodland and late Woodland Period villages and complexes have been found in the area and around Port Elgin including the 14th century Nodwell Site.

- ❖ Donaldson Site National Historic Site of Canada located near Chippawa Hills is noted as the largest known and best documented Saugeen Complex site representing many aspects of Middle Woodland (200 BC – 900 AD) life, including habitation and mortuary practices.
- ❖ Nodwell Park (Port Elgin) is an archaeological site that represents an early 14th century Indigenous settlement (located in modern day Port Elgin). The settlement is believed to have included at least 11 long-houses in proximity to one another surrounded by a double palisade. The Indigenous community used the fertile soil for agriculture around this settlement.

When European explorers and missionaries encountered Bruce County in the early-to-mid-17th century, the Indigenous inhabitants were described as the *Cheveux relevés* by the French or the *Ondatauauat* or *Andatahouat* by the Huron-Wendat. As Europeans interacted more with the region, this Indigenous group would become more commonly known as the Odawa (Ottawa). Ojibway speakers, the Odawa traded and wintered among their Tionontati (Petun) neighbours in the Blue Mountains to the east. During the Beaver Wars of the mid-17th century, the Odawa withdrew from the Saugeen Peninsula to the Lower Peninsula of Michigan. The conclusion of the Beaver Wars saw communities of the Anishinaabe Three Fires Confederacy take up residency in the area, including the Sauking or Saugeen Ojibway near the mouth of the Saugeen River. Saugeen Village, as it would become known, would be an important landmark on many early maps of Lake Huron, and it remains the home of Saugeen First Nation. From Saugeen Village, the Saugeen hunted, fished and gathered medicines throughout much of the interior and coasts of what is now Bruce County. A substantial Indigenous trail connected the Saugeen with the Chippewa village at Owen Sound together representing the collective Saugeen Ojibway Nation. A series of small fur trading posts were established near Saugeen Village including a Hudson's Bay Company (HBC) post. Traders included several Métis and former Northwest Company voyageurs. The area was abundant in animals (fur trading), fish, hardwood forests and maple syrup.

As treaties were signed in the 19th century, the Owen Sound community moved to Neyaashiinigmiing and became the Chippewas of Nawash Unceded First Nation. Saugeen Village became the Saugeen Reserve No. 29 on the north side of the Saugeen River alongside Chief's Point Reserve No. 28 further north along the lakeshore. Together the Saugeen and Chippewa communities are known today as Saugeen Ojibway Nation (SON). SON continues to steward their extensive treaty and traditional territories including in Saugeen Shores.

Across the Saugeen River, following the closure of the HBC post, several HBC retirees and their families arrived, joining independent traders Gonneville, Sayer, and others who had remained at Saugeen. These families would form part of the nucleus of what would become known as the Historic Saugeen Métis (HSM) settlement.⁶ When the treaties opened up Southampton to systematic settlement, new settlers took up lakefront lots next to those already inhabited by these early former fur traders and their families. HSM continues to maintain the history and built heritage of the former fur traders and their families including Aunt Annie's Place, which was retained in-situ despite being within the road allowance, interrupting the early survey's intended grid pattern of development. Cultural heritage resources connected with this early period include:

- ❖ Aunt Annie's Place located at **56 Front Street** (Southampton), the former residence of Angelique Longe, a Métis woman born in the area in 1844. Annie's parents were involved in the fur trade, and Annie was fluent in English, French, Gaelic and Ojibway. The descendants of the Longe family still own the cottage today (Figure 2). The dwelling is understood to have been built using a unique Métis building technique.
- ❖ The Three Sisters located at **221 Clarendon Street** was the home of James Cathay, Missionary and School Master to the Indigenous, built in 1854 (see Figure 1). The dwelling has a unique saltbox roof design.
- ❖ **15 Huron North** (Southampton) built in 1912 by Métis fisherman Peter Longe, brother to Aunt Annie Longe. Census information from 1901 census indicates that Peter was a French-speaking sailor (who also spoke English). By 1917 Peter Longe was one of five fishermen still using sailboats in Southampton.
- ❖ **Pioneer Park** (Southampton) located near the mouth of the Saugeen River contains monuments dedicated to the Saugeen Métis Mariners who sailed Lake Huron from the early 1800s. This park also recognizes other stories connected to the area, including the loss of lives on Lake Huron.

⁶ Families included the Andres, Belhumeur (Bellmore), Beausoleil (Bosley), Cameron, Cazelet (Cosley), de Lamorandiere, Deschamps, Duchesne, Gonneville (Granville), Lange (Longe), Martin, Normandin, Sayer, and Tranchemontagne, and other families.

Figure 1 - 221 Clarendon Street, known as *The Three Sisters* (DH 2024)



Figure 2 - 56 Front Street, Aunt Annie's Place (DH 2024)



7.2 Lake Huron

Lake Huron has played an integral part in the historic growth and development of the area. The area has a long marine history dating back to the early 19th century and included the oldest port on the Bruce coast. The community retains strong connections with the Lake today, but with a greater focus on tourism and recreational uses.

Early settlers in the area arrived either by foot from Owen Sound, by sailboat, steamer or schooner on Lake Huron or by canoe or raft down the Saugeen River. They came to the area in the mid-19th century lured by the prospects of the fishing industry and by the promise of land to call their own. Fishing and sailing were the most important industries

in the area at that time and early settlers such as Captain John Spence and Bartholomew Higgins established fishing enterprises and Capt. Spence also traded along Lake Huron's ports.

As the oldest port in Bruce County, Southampton became an important part of the settlement in its early years, being the main source of supplies brought from Goderich on sailing vessels. By the 1850s the area even boasted a port of entry for customs. However, the port was in proximity to jagged shoals that claimed numerous sailing vessels. Local shipwrecks, some of which are commemorated through historic plaques, serve as a reminder of the dangers of early shipping enterprises, and still draw tourists of marine history. As a result of the dangers of the shoals, construction of the Chantry Island Lighthouse began in 1855 and the first light was lit on April 1, 1859. Chantry Island remains visible from the Southampton waterfront (**Figure 3**).

- ❖ Chantry Island is located in Lake Huron, about 1 kilometre from Southampton. The Island largely remains in a natural state in recognition of its unique ecological role as an area for many colonies of nesting birds, however, the island contains several built heritage resources including the Imperial Lighthouse (completed in 1859), the Keeper's quarters and a boat house. Island tours are organized by the local Marine Heritage Society (a not-for-profit group).

Figure 3 - Southampton Waterfront Sunset, Chantry Island visible in background at left (DH 2024)



The community has commemorated lives lost on the lake through plaques and recognition of dwellings associated with families sustained by the fishing industry. Marine history and ties to the fishing industry still forms part of the community's collective memory. The following cultural heritage resources are or were associated with the marine history and fishing industry in the area, some have since been lost to demolition:

- ❖ Captain John Spence House. Captain Spence is a significant individual to the community and constructed a log house in the 1850s that still stands at **18 Huron Street North** (Southampton). The log house is an early example of a vernacular log dwelling in the area.
- ❖ **DEMOLISHED - 6 Huron Street North** (Southampton) contains an 1860s dwelling known as Glen Huron, once owned by the manager of the Dominion Fish Company.
- ❖ **44 Huron Street North** (Southampton) owned by the Varey family, a local fishing family. In 1917, John Varey was one of five fishermen using a sailboat out of Southampton Harbour. The Varey family was one of many who lost family members in marine accidents.
- ❖ **DEMOLISHED - 57 Huron Street North** (Southampton) built around 1885 and owned by several families associated with the marine history of the area.

In Port Elgin, the construction of the first pier in 1857 was crucial in helping increase tourism with summer connections to Goderich and Southampton daily. In the late 1800s Gobles Grove was created as a scenic area, with beach views and a swing.

In addition to Lake Huron, the Saugeen River was also a primary means of early transportation within the area for both Indigenous communities and later settler groups. Many ancient and contemporary settlements grew along and depended on the Saugeen River. The river flows northwest through the Saugeen Valley before draining into Lake Huron. In the 1850s the river supported several industries. A steam sawmill was located on the creek where Fairy Lake (Little Lake) drains into the river, later a distillery and then brewery were located on the same site, a planing mill on the shoreline, and a saw and grist mill at the rapids. At the opening of the Saugeen River were warehouses, and wharfs.

The intermittent flooding of the Saugeen River deposits silt, creating a lush valley floor. The river was teeming with fish for sustenance, and its waters powered early mills and industries, and for this reason the river has held great value to the community historically. The Saugeen River directly influenced the early naming of the area as Saugeen, an Ojibway word meaning "mouth of the river." Ne?bwaakah giizwed ziibi (River Mouth Speaks), a significant Indigenous site on the north side of the mouth of the Saugeen highlights the significance of the river beginning in ancient times. The Saugeen River flows through the ancient high bluffs as it winds through the existing countryside. Today, Saugeen Bluffs Conservation Area is located within a 100-hectare sugar maple forest and provides access to the high sand bluffs that were created through the ancient glacial processes. The Conservation Area is a managed forest and provides a range of outdoor experiences and hosts cultural events, such as the Saugeen Bluffs Maple Syrup Festival, ongoing since 1969.

Figure 4 - View of Saugeen River (DH 2024)

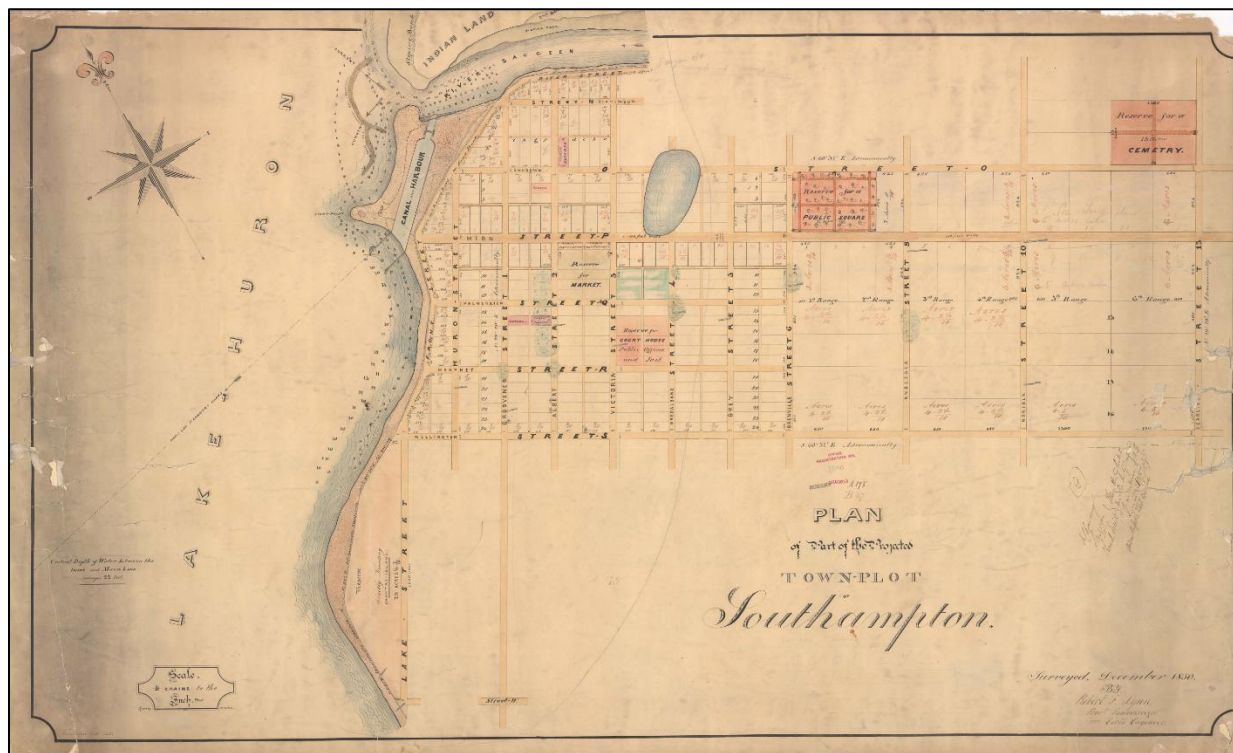


The Saugeen River (**Figure 4**) continues to hold value to the community as a defining natural feature of the area and facilitates recreational activities including canoeing, kayaking and fishing.

7.3 Lots and Railway Lines

The area changed most substantially after the 1850s when town and farm lots were formally surveyed. The survey identified Public Reserve lands, designated areas for schools and cemeteries and key institutional uses. In this era, development was primarily influenced by government surveys rather than in response to natural landscape features (see **Figure 5**).

Figure 5 - Plan of part of the projected town plot of Southampton, December 1850 by Robert Lynn (Courtesy of Bruce County Museum & Cultural Centre)



Beginning in the 1850s, recognizing the need to formally settle lands in the area, the Crown's Land Department commissioned surveys of the area for the creation of farm lots and town lots on a linear grid pattern. At this time the Township of Saugeen was renamed Southampton, perhaps in anticipation of its potential growth into a port town like England's own Southampton. By the late 1850s there were over 100 houses in Southampton, as well as the Crown Land Office (Huron Street), the Bank of Upper Canada, Crown Timber agent's office, and three hotels. Properties associated with the early survey of the area include:

- ❖ **71 Huron Street North,** (Southampton) built ca 1851 by Alexander McNabb (1809-1882) the first Crown Lands agent of Bruce County. This is one of the earliest dwellings in the area (Figure 6).
- ❖ **22 Victoria Street North** (Southampton) was built in 1865 by Catherine McNabb, daughter of Alexander

Figure 6 - McNabb House as viewed from the wharf (DH 2024)



McNabb, and local meteorologist.

- ❖ **705 Goderich Street** (Port Elgin) contains the Wismer House built in 1856 by Henry Hilker the first reeve of Port Elgin in 1856.

Port Elgin was named for James Bruce, the Eighth Earl of Elgin and Kincardine. By 1867, Port Elgin was recognized for its agricultural lands, shipping harbour with warehouses and the many institutional uses and services (multiple churches, schools, and a large town hall). In 1874, the village was incorporated.

Another key aspect that played a part in the area's prosperity was the Wellington, Grey and Bruce Railway Line to Southampton, which opened in the 1870s (see commemorative plaque in **Figure 7**). The railway transported various farm goods, local industry products, fish and timber. It also provided a boost to tourism in the area as a more convenient method of travel for residents and cottagers eager to visit resort towns. William Knowles bought a tract of land on the lakefront land bounded by Morpeth, Huron and Chantry View (the "Knowles Block") and in 1888 opened the Park Hotel at the foot of Morpeth Street. Port Elgin became a tourist destination in the 1880s, with passenger boats primarily from America visiting this area. The number of dwellings and buildings and growth of industries and institutions bears witness to the impact of the train service on Southampton and Port Elgin. This growth was not without interruption. Southampton suffered the Great Fire of 1886 when a building caught fire in the early morning. The high winds fed the flames, which destroyed 50 buildings on the north side of High Street and threatened buildings along Grosvenor Street. Cultural heritage resources associated with the period of growth after the arrival of the railway include:

- ❖ **97 Huron Street South** (Southampton) the Bowden House, was built in the 1870s by James Conaway. However, the dwelling was extensively renovated from its original form in the 1920s by the family that owned the Forsyth Shirt Company.
- ❖ The Old Public School opened in 1878 and is now part of the Bruce County Museum and Culture Centre at **33 Victoria Street North** (Southampton).
- ❖ The Art School at **20 Albert Street South** (Southampton) was built in 1888 by James Howe as a private library and became a public library in 1896. Howe

Figure 7 - Saugeen Shores Commemorative Plaque for the Old Train Station in Southampton (DH 2024)



donated the building to the Town on the condition that it be used for cultural purposes. The Southampton Art School opened in 1958 with the purpose of developing and maintaining a center for the arts in the region. The school still attracts artists to the community today.

- ❖ **676 Goderich Street** (Port Elgin) is the Hilker Block, an 1889 commercial building associated with one of the earliest commercial enterprises in Port Elgin (Hilker and Company and before that Ruby and Hilker) with unique architectural detailing and materials for the area.
- ❖ **683 Goderich Street** (Port Elgin), built in 1890, formerly The American Hotel one of Port Elgin's finest hotels built by Henry Hilker.
- ❖ The Port Elgin Carnegie Library at **708 Goderich Street** was constructed in 1908 in the Neo-Classical style and was historically the centre of community activities.
- ❖ Southampton Town Hall at **201 High Street** was constructed between 1910-1911 and served also to house the police station and fire hall.
- ❖ The Saugeen Rail Trail was opened in 2006, following the former Wellington, Grey and Bruce Railway corridor and now serves as an all-season active transportation route between Southampton and Port Elgin.

Throughout the 20th century, Saugeen Shores saw the continued development of important industries established in the prior century, notably agriculture and tourism. Settlement areas additionally underwent growth in support of these industries prior to their amalgamation by the end of the century.

In 1904 Southampton was made into a Town and six years later a town hall was constructed. During the summer months of 1904, the population was estimated to total 2400 people. Different furniture factories, a tannery and a sawmill all provided employment for residents in the early 20th century. Throughout the century, new buildings were constructed in Southampton, such as the Saugeen Memorial Hospital in 1947, a new post office in 1952, G.C. Huston Public School in 1954, the Etta Shields Memorial Library in 1956, the Southampton Art School in 1958, a new firehall in 1974, and the Day Coliseum and Curling Club in 1977. Additionally, the harbour underwent improvements in the form of a break wall to prevent a sandbar from forming across the mouth of the Saugeen River. Port Elgin built a public library in 1908 through funding obtained from the Carnegie Foundation, and two years later the town hall would be erected in 1910. A high school was constructed in 1939 on Goderich Street with later additions following in the late 1960s, and the Saugeen District Secondary School was built in 1975. By 1935 sufficient air traffic warranted the creation of an air strip, and by 1964 the Port Elgin Airport had opened.

Following the end of the First World War, hockey became widely enjoyed by the populace across Saugeen Shores. In Port Elgin, the Bricker Street Arena, formerly used as a roller-skating rink in the 1880s, would be remodeled to support an ice surface. The Saugeen Shores Community Complex was later completed in the late 1990s, which now houses the present hockey arena.

Alongside this development within these settlement areas, Saugeen Shores maintained the foundational industries, such as agriculture, that proved important in its earlier history. Technological changes improved the efficiency of these industries in Saugeen, and the industry evolved throughout the century. In the 1930s, oil and diesel tractors began replacing the older steam powered engines, and hay loaders appeared in greater frequency. Once forage harvesters and grain combines became available, many farmers switched their crops to corn. As this technology was being adopted elsewhere, particularly in the prairies, some farmers in Saugeen Shores turned their efforts toward livestock production, feeding their animals using self-grown grains. By the 1970s much of the poultry farming industry had been controlled by larger producers with more efficient processing plants. Tobacco was also grown in Saugeen Shores beginning in the late 1940s, with prospective farmers enticed by the well-drained sandy soils, the climatic effects of the lake creating long frost-free growing seasons and the large and level fields. For years this was a source of local employment until tobacco production declined in the 1970s; this was in part because of job opportunities created through Ontario Hydro developments which offered work that paid higher wages compared to the seasonal and more labour-intensive work involved with growing tobacco.

Tourism remained, and continues to be, an important industry in Saugeen Shores. The industry developed immensely in the 20th century, with tourists drawn to the beaches along Lake Huron. This in turn sparked the construction of motels, lodges and cottages. In addition to the natural scenery, entertainment facilities, such as the Cedar Crest Casino constructed in 1924, became popular attractions. This industry introduced outside capital into Saugeen Shores, and local businesses thrived as a result. Being surrounded by an abundance of natural beauty, different recreation and conservation programs also gained popular support beginning in the 1950s. In 1976, Macgregor Point Provincial Park was opened and continues to be an extremely ecologically diverse location along Lake Huron.

The Town of Saugeen Shores would be officially formed through an amalgamation in 1998 that sought to improve government efficiency and reduce municipal spending. This amalgamation included the Town of Port Elgin, Town of Southampton and the Township of Saugeen. Today, evidence of this history is found through the agricultural lands and the small cottage communities that have persisted on in Saugeen Shores. Tourism and agriculture, two foundational industries, continue to be reflected in the existing landscape seen today. In addition, the Bruce Nuclear Generation Station has a large presence in the community. Many residents continue to find employment with Bruce Power just outside of the Town's limit and commute to and from their homes in Saugeen Shores.

8.0 Next Steps in the CHMP

This Historical Context Overview Report outlines historical, economic, social, and cultural processes that have influenced growth and change in Saugeen Shores. It is within these larger processes that the heritage significance of existing cultural heritage resources can

be understood, and those yet to be identified can be evaluated. The information contained within this report along with input through community engagement will inform the development of the CHMP. The CHMP will provide a preliminary framework for enhancing municipal conservation actions based on an understanding of the current policy framework for cultural heritage conservation in Saugeen Shores and an understanding of existing cultural heritage resources and protection measures.

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