

The Evolution of the Built Environment of  
Heritage Communities:  
Comparative Case Study of St. Jacobs and  
Creemore, Ontario

by

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## **AUTHOR'S DECLARATION**

I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners.

I understand that my thesis may be made electronically available to the public.



## **Abstract**

Many rural communities utilize heritage resources as a tourism strategy to attract urban residents who desire the amenities found in historic communities. Current research finds that increased investment and popularity may cause these places to evolve through three phases (townscape, heritage-scape and leisure-scape); a process referred to as creative destruction (Mitchell 1998). The purpose of this study is to determine if changes to the built form accompany this evolutionary sequence. A comparative analysis of two small Ontario communities at different stages of development (St. Jacobs and Creemore) is undertaken.

Three objectives guide the research. The first objective is to assess the changes that have occurred to built form in a heritage-scape (Creemore) and leisure-scape (St. Jacobs) setting. To meet the first objective, three research methods, townscape assessment, individual building evaluation, and business survey are used. This study found that today, significantly more buildings have heritage value in Creemore, a heritage-scape, than in St. Jacobs, a leisure-scape. More new development that is not sensitive to the heritage character of the area has taken place in St. Jacobs than in Creemore. Therefore, heritage buildings are compromised as villages move through the stages of creative destruction and experience the conditions associated with the landscapes of heritage-scape and leisure-scape. During the landscape of heritage-scape, community members are aware of the heritage character and the importance of the historical built environment. Here, most business owners take initiatives to maintain and even enhance the built environment.

The second objective is to understand the factors responsible for the identified heritage structure in each village. The role of the private sector, public and civic sectors is assessed to meet this objective. The study found that community involvement is integral to retaining the heritage character of the area and had tremendous impact on the conservation of heritage resources and the enhancement of the small town Ontario character. As important are the County and Township policies which define how and where the community will grow. Both the County and Township policies guiding land use in Creemore are more detailed and focused on heritage protection than are those pertaining to St. Jacobs. Both of these factors were stronger in Creemore, a heritage-scape than St. Jacobs, a leisure-scape.

The final objective is to provide recommendations for future development on the assumption that both towns will continue to face growth pressures. The research offers five recommendations: strengthen policy and enhance its implementation, devise design guidelines and ensure documentation of resources, educate community members on heritage resources and ways to protect them, strengthen community ties to foster greater appreciation for heritage resources and the streetscape, and devise a balanced tourism strategy to maintain the resources that ultimately draw tourists to the villages.

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## **Chapter 1:**

### **Introduction**

North Americans continue to travel to the countryside in the quest to experience the rural idyll. The of production-based economies, in conjunction with social and environmental ills of urbanization, has contributed to the growing trend amongst North Americans to experience the rural idyll. As a result, rural communities have used their pristine landscapes, natural surroundings, and unique cultural built environments to attract tourists.

Rural tourism advanced in the 1970s as a popular economic strategy to replace the dying productivist sector economy. Halfacree (1999) identifies the change of rural space from productivist to what he calls a post-productivist rural regime. That is, rural landscapes are no longer places of agriculture and food production. Instead, with the rise of environmental awareness in the 1970s, rural areas have become spaces for the preservation of local landscapes and cultures (Halfacree, 1999; Marsden, 1999). This new view of the rural landscape has been marketed as the rural “idyll” (Cloke and Milbourne, 1992, Mitchell, 1998). Halfacree (1999) describes the rural idyll as a tranquil and unchanging landscape, one with social stability and community, an escape from the urban industrial society. The marketing of this new landscape has resulted in an increase in rural tourism and consumption.

The emergence of the idyllic rural landscape has been successfully marketed to urban residents, resulting in sustained and expanding tourism activity in many rural locales. Tourism initiatives often result in the commodification of the rural idyll where spaces of production become spaces of consumption. Additionally, rural tourism often develops in an ad hoc fashion (Mitchell, 1998) adversely affecting the economy, environment and social dimensions of the local community.

Various models have been used to conceptualize the effects of rural tourism, including the model of “creative destruction” (Mitchell, 1998).

## **1.1 Research Background**

The model of creative destruction is a valuable tool to help envision the outcome of a community that has based its development on the commodification, or sale, of its rural heritage. The model is based on the premise that entrepreneurial investment in the production and sale of local heritage will attract tourists. This creates a heritage-scape (Mitchell, 1998). Marxist theory is used to explain the economic cycle of creative destruction (Marxists Internet Archive, 2008), which points to the tourist consumption of products, allowing entrepreneurs to profit, resulting in their ability to reinvest in the commodification and sale of local rural heritage.

Originally Mitchell’s (1998) model described the process of creative destruction as occurring in five stages: early commodification, advanced commodification, early destruction, advanced destruction and post-destruction. It is important to note that place identity evolves as these stages unfold. This gives rise to three different landscapes: townscape, heritage-scape and leisure-scape (Mitchell & de Waal, 2009). A number of Ontario villages have been used to illustrate the five stages of creative destruction including, the Village of St. Jacobs (Mitchell, 1998; Mitchell & de Waal, 2009), Elora (Mitchell & Coghill, 2000), and Niagara-on-the-Lake (Mitchell, Atkinson & Clark, 2001) and, most recently, the Village of Creemore (Mitchell and Vanderwerf, 2010).

In 2009, the model of creative destruction was expanded to incorporate the social complexities of rural space and to acknowledge the vast array of factors and the multitude of players involved in the transformation of a community. Mitchell and de Waal (2009) added an additional stage, “pre-commodification” defined as one where “the community is part of a productivist landscape (i.e. based on extractive activities) that may be operating in either an economically stable or

declining form” (163). From this stage, the process of commodification begins. Another addition to the model was recognition of the interim landscape of “heritage-scape.” This is an interim state of landscape change and has also been referred to as a heritage-shopping village. This landscape arises, and is maintained, if the desire to conserve dominates over all other discourses. In contrast, if profit is the dominant motive, then a leisure-scape may emerge; one that appeals more to a mass, rather than heritage-seeking, clientele. This model is a tool that will be used to examine the transformation of the built environment of communities whose development is based on a tourist economy.

## **1.2 Purpose Statement**

The conceptual transformation of rural communities, which has encompassed the implementation of tourism initiatives, has been well researched and documented. However, limited research exists on the impact that rural tourism has on the built environment of heritage communities. Mitchell and Vanderwerf (2010, 357) suggest that heritage-scapes “typically offer a triad of unique products (e.g. hand-made crafts, antiques), dining venues (e.g. those specializing in local cuisines) and experiences that satisfy consumers’ thirst for heritage (e.g. guided tours).” This contrasts with the leisure-scape where venues that cater to heritage-seekers may be replaced by venues that appeal to a wider tourist audience. A question that begs an answer, therefore, is how and why does the built form of historic communities change as they evolve from townscape to heritage-scape and to leisure-scape, as identified in the model of creative destruction? This study will attempt to answer this question with an examination of two communities of southern Ontario.

## **1.3 Research Areas**

The villages of Creemore and St. Jacobs have previously been studied using the model of creative destruction. They will be used here to examine the transformation of the built environment

from townscape to heritage-scape and from heritage-scape to leisure-scape. In 2009, Mitchell and de Waal defined the landscape of the Village of St. Jacobs to be a leisure-scape, one where profit takes precedence over the desire to preserve local heritage. Later in 2010, Vanderwerf identified the landscape of the Village of Creemore to be a heritage-scape, where the desire to preserve heritage dominates other development discourses. These communities are, therefore, ideal study sites since they are at different stages in the development sequence.

## **1.4 Research Objectives**

This study has three main objectives. The first objective is to determine if historic buildings are maintained, compromised, or enhanced with heritage-scape and leisure-scape development. To accomplish this, the original built form first will be evaluated, followed by an assessment of the current built form and then a comparison of the past will be made with the present. This comparison will determine if the built environment changes substantially in communities that are farther along the path of creative destruction. The second objective is to understand the factors responsible for the identified heritage structure. Here, the role of the private sector, public and civic sectors will be assessed. The third objective is to provide recommendations for growth on the assumption that development pressures will continue to affect these communities.

## **1.5 Structure of Thesis**

This thesis consists of eight chapters. The first chapter provides the background of the study, identifies the research questions, objectives, and introduces the study sites. Chapter two provides a review of relevant literature, identifying where research is abundant and where further examination is required. The third chapter outlines the research methods, including a more detailed discussion of the case study sites, Creemore and St. Jacobs, Ontario. Chapter four provides the results of the data collection, as they relate to built form. Chapter five discusses the findings of chapter four and uses

them to help better understand the transformation of built form. Chapter six relates the findings of this study to the model of creative destruction. This is followed by Chapter seven, which provides recommendations for future development in both study areas. The final chapter summarizes the thesis and suggests areas for future research.

## **Chapter 2:**

### **Literature Review**

#### **2.1 Introduction**

This chapter reviews several themes and topics in the literature to provide a foundation for better understanding the transformation of the built environment of rural main streets as they undergo a process of creative destruction. Two bodies of knowledge are explored, heritage and the transformation of rural space. The first section examines how heritage is defined, the economic and cultural values of the built environment, and the idea of Main Street. The second body of knowledge includes literature on rural tourism, the commodification of heritage, where heritage resources become heritage goods valued for their economic worth, and the model of creative destruction, a tool used to evaluate the outcome of places that base their development on the commodification of heritage. This section is followed by a discussion of the conservation of heritage resources, both privately through gentrification and publically through heritage policy. This section ends with a discussion of the Townscape approach, a tool used to evaluate and monitor changes to the streetscape in areas going through change. Finally, conclusions are drawn, demonstrating the ways in which the bodies of knowledge are interlinked and where the gaps in knowledge lie.

#### **2.2 Heritage**

Heritage, a multifaceted concept, is difficult to define as it is largely based on societies' values. Tunbridge (2007) and Graham (2002) explain that heritage has held changing views, meanings and ideologies for various individuals and groups of people through time. David Lowenthal (2003) defines heritage as the shifting quality that underpins the values that we project onto the built environment. Furthermore, heritage gives meaning to the present by offering antiquity

and symbolic landscapes, but also the notion of sequence or progression and termination (Heathcott, 2006, & Graham et al., 2008, 18). Further, Lowenthal sees the past as providing society with “familiarity and guidance, enrichment and escape, validation or identity,” (Lowenthal, 2003, 38).

Heritage is not merely focused on studying and appreciating the past. Heritage is concerned with the ways in which selected memories, artifacts, monuments, and traditions become objects of the present (Graham, 2002). Instead of offering an overarching definition of heritage, scholars explain how heritage is used in present society. Graham et al., (2008) argue that heritage is deeply entrenched in our modern political and economic structures as a resource with evolving, as well as, conflicting ideologies. It is clear that the knowledge produced from heritage is specific to the time in which it is being utilized; therefore, its meanings are continuously altered, as resources are re-interpreted (Graham, 2002). Heritage movements evolved to protect the established values against a future society (Heathcott, 2006). McIlwraith (1997) dates the beginning of heritage movements to the 1960s, when citizens promoted reflective memories of the past and managed the inevitable changes to the landscape due to industrialization, through conservation, preservation and restoration.

The tendency of knowledge produced from heritage resources to change raises concerns around the promotion of particular interpretations of heritage, whose interests are being advanced, versus those that are being neglected. However, researchers have begun to deal with this concern. Tweed and Sutherland (2007), for example, use the term “heritage by designation,” a top-down strategy to label honorific sites, structures and monuments, and “heritage by appropriation,” where the public’s use and value of the resource determines its heritage status (63). Vecco (2010) further describes the progression of the term heritage from listing monuments based on historic and artistic values, to the realization of cultural values, where the capacity of the object to interact with memory and create identity is important.

Heritage encompasses both intangible and tangible attributes. It is agreed that tangible resources refer to objects in the built environment, while intangible heritage refers to folklore, or traditions (Graham, 2002; Kirshenblatt-Gimblett, 2004; Tweed & Sutherland, 2007; Vecco, 2010). Kirshenblatt-Gimblett (2004) identifies an important shift in the attempt to preserve intangible heritage. Where previous focus centered on recording disappearing traditions, the most recent model attempts to sustain tradition by supporting conditions necessary for cultural reproduction, including assigning value to the “carriers” of traditions (Kirshenblatt-Gimblett, 2004, 53). In Stipe’s account of current preservation practices, he argues that preservationists must strengthen the link between intangible and tangible heritage for the movement to develop and mature (in Heathcott, 2006). This will allow intangible heritage to be recognized and protected, passing these resources on to future generations. As intangible heritage is alive, expressed as cultural diversity, cultural identity and the creativity of a community, it is vital to sustain the entire system.

### **2.2.1 Heritage Resources**

Increased awareness and interest in both intangible and tangible heritage has created heritage resources. Culture, when it is commodified, becomes one such intangible resource. The built environment, an easily commodified aspect of heritage, contributes to the intangible experience. This section focuses on built heritage resources, as they are the primary focus of this research.

Most commonly, heritage is seen as simultaneously an economic and cultural resource. Graham (2002) breaks the city down into the “internal city”, the resources that citizens use to group their everyday lives, and the “external city”, the economic resources that are consumed. Furthermore, Graham (2002) highlights the importance of heritage as a political resource, where it can create social inclusion and exclusion, lifestyle and diversity. Scholars agree that resources are determined by society’s values and demands as well as use of sites, buildings, or objects.



### **2.2.2 Built Heritage**

Each author defines the built environment in their own way; however, most definitions include both the tangible structure and its cultural values. Chang and Huang (2005) define a community's built environment as "its buildings, architecture, monuments, and also activities that serve as a textual corollary that mirrors the values of planning elites, businesses and inhabitants" (269). Goss (1988) focuses on individual buildings, defining a building as an "artifact- an object of material culture produced by a society to fulfill particular functions determined by, and thus embodying or reflecting, the social relations and level of development of the productive forces of that society," (393). Tweed and Sutherland (2007) include the less tangible features of the built environment, such as road patterns, highlighting that these features of the townscape greatly contribute to a place's cultural identity. Shipley (in press) highlights the unfortunate matter that today built heritage refers to only a "sub-set of all the buildings we have inherited" ignoring "factors such as urban form, street and farm field patterns, traditional uses and the memoirs of people which give these spaces meaning" (385). Till (1999) suggests that struggles over defining the built environment reflect larger disputes amongst those who have the power to "define, interpret and represent collective pasts through place" (254, in Chang & Huang, 2005, 273). The Ontario Provincial Policy Statement [PPS] (2007) defines built heritage as "one or more significant buildings, structures, monuments, installations or remains associated with architectural, cultural, social, political, economic or military history" (Ministry of Municipal Affairs and Housing [MMAH]). This broad and overarching definition will be used for this research.

The built environment, however defined, is valued in a number of ways. The buildings and adjacent streetscapes offer more than shelter or business location, they offer character, life and vibrancy, or indicate the decline and abandonment of an area. The value of the built environment is

largely contested as it is seen as simultaneously a resource of economic and cultural capital. These two domains often conflict, yet are linked in that they require the actual structure along with its meanings to be conserved. While economic gains were of secondary importance in the creation of built heritage, they appear to be the primary concern for its conservation and maintenance (Graham et al., 2008). As heritage can be a resource time and time again for various markets simultaneously, it is important to explore both its economic and cultural values.

Similar to any good, built heritage has economic worth and can be sold as an object on the market place. Naturally, a building's value fluctuates with the owner's decision to invest and maintain, or to under maintain and disinvest. Weber (2002) explains that buildings acquire great value as capital circulates through them in a dynamic and erratic fashion, attracting a range of investors from small speculators to large insurance companies. Goss (1998) offers four factors that contribute to a building's value: its relative location (accessibility), site (physical characteristics, amenity), social setting (neighborhood status), and architecture (size, fashionability, and facilities). Weber (2002) agrees that a building acquires value with its physical characteristics and improvements and its location in space. Further, he explains that at the outset, buildings are commodities, built by architectural, financial and construction interests, and packaged for exchange at a predetermined rate of profit (Goss, 1988). In terms of historical buildings, the local government weighs the actual and opportunity costs of preservation and renovation versus the benefits of increased marketability of the built environment, potential gains in tourism, retail sales, and popularity with the voting public (Goss, 1988). On the surface, it is clear how buildings acquire or lose economic value. However, the cultural values and ideologies imbedded in historical buildings add to the complexity of defining their value.

All buildings are intertwined with conceptual values. Parks Canada states that an historic place is a structure, building or groups of buildings that is recognized for its heritage value, defined as the "aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past,

present and future generations” (2003, 2). As Tweed and Sutherland (2007) note, buildings are not just valued for their functional role, but they contribute to the satisfaction of higher needs, reflecting important meanings from one generation to the next. Lichfield (1988) described the intangible quality of “cultural built heritage” as offering a “refreshing contrast” from the contemporary built environment. He further described it as being “distinctive, offering rarity value”, as well as offering the opportunity for “conversion and adaptation and a familiar building” (68). Additionally, Goss (1988) highlights the importance of viewing housing as a process, understanding the ways that homes are acquired, for whom, and as an investment of capital and social meaning. Goss (1988) suggests we view buildings as multifunctional objects, rather than reflective facades, as distinctive forms of buildings are significant in reconstructing spatial patterns of past cultures. When looking at a building in purely economic terms, these considerations are often overlooked, as homes are frequently viewed only as products that are traded in the marketplace. It is difficult to assign a monetary value to the intrinsic, yet inexpressible, values.

There are strong arguments to be made both for and against placing monetary value on heritage. Graham et al., (2008) make a strong case against assigning monetary means to such values, for the threat of making resources commercially mundane, or attracting derogatory connotations, ultimately resulting in a loss of supporters of heritage. Ashworth (2002) makes a bold statement that it is inappropriate to discredit the timeless values of history and art with the “vulgarity of a commodified culture that prices the ‘priceless’ in common place markets alongside mundane ‘products’” (11). Furthermore, much heritage is used as a public good and its consumption cannot be controlled. Additionally, rebuilding historical environments with the aim of collecting tourist dollars can have important implications for how landscapes and landscape memories can alienate people from places (Chang & Huang, 2005), as can the renewal and gentrification of older buildings.

Graham et al., (2008) present the counter argument that heritage resources must be seen in economic terms. They explain that heritage costs money through substantial front loading and continual maintenance, that profitable opportunities to develop the building for alternative uses are declined, and that heritage resources can earn money, which can outweigh its costs (Graham et al., 2008). While there are strong arguments both for and against assigning monetary value to heritage resources, it appears that in order to survive and flourish, they need to be considered in a wider economic system.

Various methods have been developed to calculate the value of resources that cannot be directly traded on the market place. Stabler (in Graham et al, 2008) suggests three methods for determining the monetary value of heritage: opportunity cost, hedonic pricing and Delphi method, which are briefly discussed here. Stabler (in Graham et al, 2008) suggests using opportunity cost to estimate the value of an historic building when used for a specific activity. He argues it is possible to determine the difference in value between the uses of resources without any constraints as opposed to their use with constraints (Stabler, in Graham et al, 2008) For example, he suggests that a listed historic building has reduced market value due to maintenance and upkeep; however, the difference can be taken as an indication of its historic value (Stabler, in Graham et al, 2008). It must be pointed out that this method does not assign a monetary price to the heritage value identified and claims listed heritage buildings have decreased market value. This contrasts with Shipley's (2000) research that found designated properties as having a high rate of sale and good performance in their sale history.

Stabler's (in Graham et al, 2008) suggestion of hedonic pricing, which elicits valuations from consumers by considering their consumption preferences in related markets may be more useful. Stabler (in Graham et al, 2008) explains that this method sees any resource as having a bundle of characteristics, each with its own shadow price, such as the presence of views, congestion, noise levels, or air quality. The impact of a designated building can be evaluated by observing the

difference in value between two identical sites, one with a designated building and one without. Therefore, the sum of the shadow prices, whether they are positive or negative, is the price of a given resource.

The delphi technique is the last method explored by Stabler (in Graham et al, 2008), relevant to determining the value of the historic built environment. This method uses a panel, composed of members with some knowledge of the issue, but from diverse fields, to complete individual valuations. The responses are circulated to all panel members where they are then given the opportunity to revise their own valuation based on the others' responses. This process continues until there is some convergence of views among the panel. The above models offer a better understanding of how a monetary price can be assigned to values that cannot be directly sold in the marketplace, without threatening the aesthetic value of heritage.

Literature presents a divide between what economic roles built heritage has in the progress of society. Shipley et al., (2004) focus on the value of protected historic built environments for the revitalization of economies, an area of research requiring greater study. Furthermore, Graham et al., (2008) highlight how the value of built heritage can be utilized for profit, income and employment, thus adding to regional and national economies. Tweed and Sutherland (2007) argue that urban regeneration will attract tourists whose expenditures will benefit the local economy, while also defining the character of the place. However, Graham et al., (2008) argue that capital from tourism never flows directly back into the resource, and that many producers of tourism operate with their own concerns in mind, and not those of the entire community.

More recent research has recognized the sustainability benefits of the built environment. The flexibility of the term sustainability offers an appropriate lens for conservation and development in heritage places. In 1988, Lichfield foresaw the importance of reusing the built environment to avoid investment by future generations for resources that could have been passed on. The idea disappeared

for some time, but is now back in literature in a broader respect. Graham et al., (2008), Tweed and Sutherland (2007), and Nasser (2003) discuss the benefits of conserving the built environment to achieve sustainability.

Sustainability requires the management and planning of cultural resources, including the activities that the built environment sustains, as well as the integration of these with the socio-cultural needs of the local community. Tweed & Sutherland (2007) link built heritage to the three pillars of sustainability: social, economic and environmental. They highlight the transition from a technical focus on the built environment, to ensure the safe upkeep of the existing fabric, to a more qualitative focus, such as conserving street patterns (Tweed & Sutherland, 2007). Graham et al., (2008) discuss what characteristics heritage resources must embody to be sustainable, highlighting that resources must meet the needs of current society without compromising the ability of future generations to meet their own requirements. Nasser (2003) discusses sustainability as a framework for managing tourism in heritage locations through the integration of socio-cultural needs, economic gains, and the protection of heritage resources. Additionally, Nasser (2003) argues that the revenues produced from heritage conservation and the ability to use them, as mechanisms for cross-subsidization for the benefit of the entire society, should be given more attention.

### **2.2.3 Main Street**

Deryck Holdsworth's 1985 book "Reviving Main Street" describes the charm, success and then decline of Main Streets across Canada. According to Holdsworth, Main Street is the "physical, commercial, and social heart" of the town, where restaurants, cafes, important public buildings, such as the post office and town hall, locate amongst shopkeepers, bankers, and lawyers. It is truly a social space (Holdsworth, 1985, 3). While Ontario Main Streets have similar characteristics, none look identical as commerce, development and capital investment differ drastically. Holdsworth (1985)

identifies the following common characteristics of Ontario's historic Main Streets: commercial and community buildings are in a cluster; trees are planted in front of residences offering a vibrant gateway to the town's commercial centre; lesser roads run perpendicular and parallel to Main Street creating a gridiron plan; the town hall, an important political venue, the courthouse, which express the power of the law, and the post office, representing authority, occupy prime locations in the town; and the hotel, with noticeable architectural value, is also located in the heart of the community (14). These features make Main Street a familiar place across Canada. Canadian towns that maintain a thriving, but conserved, Main Street, are quite unique.

Drabenstott (2003) notes that entrepreneurship is the focus of rural development today. As globalization has made business recruitment and retention in rural areas more difficult, more and more rural communities are focusing on growing businesses along Main Street to promote economic development. Paradis' (2000) study of downtown Galena confirms this. He reveals that locals now refer to the tourist- oriented main street of the 1950s and 1960s as the "wall", comprised of over eighty specialty stores and trendy cafes, none of which are of use to local residents (Paradis, 2000). In this study, Paradis (2000) suggests that redevelopment strategies must incorporate tangible and intangible aspects of Main Street to create a sense of place. Additionally, Drabenstott (2003) notes that through policy, entrepreneurship will have the best chance at helping rural economies sustain their main streets.

The architectural style of Main Street is an important component of our current streetscapes. As Holdsworth (1985) notes, it is the best indicator of change and stability revealing how buildings in the same place change their form and function as styles emerge and decline. In North America its importance is recognized as programs led by the National Trust for Historic Preservation and the Heritage Canada Foundation have been developed to encourage rural economic strengthening in parallel with quality design in physical improvements. However, research on main streets is primarily

descriptive and rarely based on empirical research and analysis (Robertson, 2004). Additionally, the majority of academic literature focuses on rural communities in the United States. Although there is some research in Canada, it is rather dated. Nonetheless, the conservation of the intangible and tangible characteristics of mainstreet has been recognized as an increasingly important component of rural development.

## **2.3 Tourism**

The second body of relevant literature revolves around the transformation of rural space. This section will explore the economic shift from primary sector to service sector (specifically tourism) experienced in rural communities throughout North America. The motivation for exploring tourism, as well as the commodification of heritage resources, will then be discussed. The section concludes with a discussion of the model of creative destruction, a tool devised to describe the conceptual impact of tourism, and the townscape perspective, a tool used to evaluate changes to the built environment.

### **2.3.1 Rural**

The term rural has been used by academics in a myriad of ways. Halfacree (2007) defines rural in terms of socio-spatial and socio-cultural characteristics, highlighting that rural is a social representation of space, in contrast to an actual locality. Oliver & Jenkins (2003) make it clear that rural is no longer tied to agriculture, highlighting the vast changes that have affected rural demography, employment, mobility and consumption. Halfacree (2007) questions whether rural even exists today within global North America.

Although rural areas have changed significantly over time, the characteristics that define traditional rural communities (e.g. an unchanging countryside, sense of belonging and community



etc) are actively sought by urban residents who seek an escape from industrial society and modernity (Tonts & Greive, 2002; Poria et al., 2003; Halfacree 2007; Ryser & Halseth, 2010). These residents hope to find a rural idyll, a tranquil landscape of social stability and community “where people know everyone in the village” (Halfacree, 1996). Oliver & Jenkins (2003) further suggest that visitors are seeking a “lifestyle, set of values and landscape” one that is “desired for its difference, relative isolation and pace of living” (295). Although these characteristics may be illusory, they provide the motivation luring urban residents into the city’s countryside.

### **2.3.2 Rural Tourism**

Traditionally, the economic base for many rural communities across North America was productivist, or primary sector based. A decline in manufacturing, economic restructuring and loss of jobs (Wilson et al., 2001; Ryser & Halseth, 2010), along with globalization forces (Nasser, 2003) and the depletion of natural resources (Jenkins, Hall & Troughton, 1998), have been well documented as influential forces resulting in a shift in rural locals from the primary to the service sector economy. In conjunction with this, the environmental and social ills associated with urbanization have contributed to a growing desire among North Americans to experience the rural idyll (Phillips, 1993). Since the 1980s, Ryser & Halseth (2010) note that numerous communities have used their pristine landscapes, and natural and built environments, to attract tourists and shift their economies towards a service orientation.

As rural tourism is an ever evolving and adapting concept, it is discussed in several ways. Literature deals with types of rural tourism, such as heritage tourism (Chang et al., 1996), what is required for successful tourism (Wilson, et al., 2001; Oliver & Jenkins, 2003; Sharpley, 2003; Timothy & Boyd, 2006), the resources that are used (Sharpley, 2002) and the impact that tourism has on a community (Chang et al., 1996; Wilson et al, 2001; Sharpley, 2002). Oliver & Jenkins (2003)

bring to light that rural tourism encompasses all forms of tourism, so long as it takes place in, and makes use of, rural landscapes. The Organization for Economic Co-operative and Development (OECD) (1994) put forth characteristics that comprise rural tourism: it must be located in rural areas, be built upon the rural area's special features (heritage, traditions, nature etc.), be rural in scale, be traditional in character, be connected with the local people, and be sustainable. The OECD's inclusion of a rural area's special features, such as heritage, makes it an appropriate definition for this research when discussing the implications of tourism to a locale's built heritage.

Rural tourism has witnessed growing popularity as an economic strategy for rural communities, particularly with the use of heritage. In Canada, Jenkins, Hall & Troughton (1998) identify rural tourism as an engine for economic growth and diversification in rural areas. Stockdale sees it as a less costly and cleaner industry to establish than manufacturing. Additionally it blends well with the existing businesses and the rural way of life. Heritage is viewed as one of the most significant and fastest growing components of tourism (Poria et al., 2003), and Graham et al., (2008) confirm that heritage is the most important resource for international tourism. Growth in heritage tourism has been the result of widespread economic restructuring and deindustrialization. With its increased popularity, a mix of benefits has been observed including economic growth and diversification, socio-cultural development and protection and improvement of natural and built environments (Sharpley, 2002). However, the degree to which these benefits are seen in each rural community is debated.

### **2.3.3 Commodification of Heritage Resources**

When discussing rural tourism, theorists increasingly note the commodification of heritage. A "heritage industry," as proposed by Conlin (2001) and Hewison (1987), is composed of cultural, natural, and built elements (in Poria et al., 2003, 239). Places that develop a heritage industry may

become centres of consumption if these heritage resources are commercialized. This commercialization places heritage in the economic realm. As Graham et al., (2000) argue, commercialization is achieved when the commodification of past structures, sites, areas and associations provides economic returns measured in jobs, incomes and profits.

The term commodification is not new, but is a commonplace word today. Commodification stems from Marx's writing on the political economy. Marx discussed commodities in relation to the transformation of an idea into a thing, linking the subjective aspects to the objective aspects of economic value. Somewhat more recently, Ashworth (1991) defines commodification as "the creation of tradable commodities from resources," and heritage commodification as "selected elements of the past, which previously were not traded" (17).

Rural communities, whose economic activity is centered on tourism, often transform their landscape to cater to the needs of the visitor. The influx of visitors to an area has sparked competition over the lifestyle rural space will provide, especially as visitors tend to have an idealized view of rural landscape and community (Tonts & Greive, 2002). As Tonts & Greive (2002) note, it is not just the general images of rurality that are desired for consumption, it is the features of place that dictate which rural areas will grow. It has been observed that places that have a combination of amenity landscape, heritage architecture, and are in close proximity to larger, relatively affluent urban centers, attract people seeking the rural idyll (Bridger, 1996; Tonts & Greive, 2002; Fan, Wall & Mitchell, 2007). As a result, these places cater to the demands of tourists and urban migrants.

Oliver & Jenkins (2003) explain that today's tourism industry commands non-material forms of production and consumption, including rurality, seen as "closeness to nature, healthy environments, tradition, heritage and authenticity" (295). Further, they highlight "rural culture" as a prime commodity for rural locales (Oliver & Jenkins, 2003, 295). Visitors to rural landscapes see themselves as consumers of the rural landscape and lifestyle (Halfacree, 1996). Additionally,

Stockdale argues that quality of life becomes a commodity when sold to others as a motivation to come to a locale. As Mitchell (1998) points out, entrepreneurs in rural locales capitalize on satisfying the demand for a countryside ideal. This investment has resulted in the development, or redevelopment, of idealized community (Tonts & Greive, 2002), the restoration and reconstruction of vernacular buildings, and the sale of handcrafted goods (Mitchell, 1998; Fan, Wall & Mitchell, 2007), all to enhance the consumer's experience of rurality.

The process of heritage commodification is quite complex. In 1982 Harvey studied the intentional shift of capital investment from manufacturing to cultural and symbolic initiatives, such as tourism. Commodification involves the selection, interpretation and packaging of resources into products to be used in various markets (Graham et al., 2008). Graham et al., (2008) compare the heritage industry to a manufacturing industry, identifying many similarities. They identify three components in heritage industry: resource, products and markets, three processes: resource activation and maintenance, product assembly, and marketing, and three groups of actors: resource caretakers, product assemblers, and consumers of the experience (Graham et al., 2008, 143). Sack (1992) further identifies how places of consumption are purposefully arranged and managed to encourage consumption (in Graham et al, 2008).

Graham et al., (2008) identify two complexities with product creation. Firstly, a variety of products for several markets can be derived from the same resource (2008). Thus, the management of the resource is extremely important as different markets create different problems for the same resource (2008). It is the meanings of the objects being commodified that are usually contested; such meanings are “multi-sold” and “multi-interpreted” (Graham, 2002, 1005). Secondly, the end product may have no relation to the resource from which it was produced (2008). This results in contested meanings for the objects being commodified. It is important to recognize that heritage is defined in the present and created for a range of purposes based on the demands and needs of contemporary

society (Graham, 2002). As such, a community's heritage resources are continually being created. While this process does create new local accumulation opportunities, commodification results in social and political conflicts (Mitchell, 1998; Tonts & Greive, 2002; Chang & Huang, 2005).

Theorists have begun to examine the implications of commodification on local heritage. Discussions evolve around the commercialization of heritage in two different ways. Firstly, heritage is commercialized for education through art, museums and cultural activities, which Oliver & Jenkins classify as "soft tourism" (297). This often receives less opposition from the local community with greater potential for the area to retain control and value (Oliver & Jenkins, 2003). While economic value can be produced from these resources, Graham et al., (2008) note that local residents rarely use these resources. Heritage is also commercialized for theme parks, and leisure resorts, which are largely a pastiche with the purpose of entertainment (Graham et al., 2008). Oliver & Jenkins (2003) call this "hard tourism" characterized as vertically integrated, with the use of external capital, little infiltration into the rural landscape, and the loss of local resources that were once used.

Tourists' use of the past for contemporary purposes defines the value and authenticity of the resource. A heritage product cannot exist without a consumer. Ashworth (1991) indicates that this gives rise to issues of authenticity, stating that "if heritage is consumer-defined, so is its authenticity" (18). Graham (2002) supports this statement by defining a resource's worth by the contemporary values, demands and moralities consumers attach to it, rather than its actual value (2002). Mitchell (1998) observes that the presence of visitors, or new permanent residents in rural locales, can result in the destruction of the rural idyll that initially attracted them. Graham et al., (2008) also view, in extreme cases, economic commodification of the past as trivializing the culture it was originally based on. While the resources being used are historical, this industry of heritage commodification is entirely modern, based on modern demands and values (Graham et al., 2008).

For heritage resources that cannot collect tourist dollars, such as museum ticket sales, their protection and management is even more important. The greater number of places competing for a unique tourist experience has led to communities redefining and reinterpreting their cultural heritage to remain competitive. The rapid consumption of heritage resources results in superficial heritage, or becomes “parasitic upon culture” (Graham et al., 2008, 21). Additionally, Nasser (2003) notes that the marketing and use of heritage as a product according to consumer demands has led to the commercialization of heritage, superseding its conservation as its profits become central to the local economy. Nasser (2003) also notes that as heritage becomes a shared entity, between the locals and tourists, it is exploited and even created.

Literature on sustainable tourism is increasing with the growing popularity to utilize tourism as an industry for economic growth. Godfrey (1998) notes that, until recently, national planning policy encouraged local governments to approve tourism-based initiatives in order maximize on the number of jobs and growth of income. However, the 1990’s focus on sustainability had an impact on the ways in which policy regarded tourism (Godfrey, 1998). Sustainable tourism is “asset management where development and activity guarantees the integrity of the resource on which the industry is based, while maintaining economic viability” (Godfrey, 1998, 213). The aim is to achieve a locally specific development process to control the use and quality of resources in conjunction with other land use planning development regimes (Godfrey, 1998). While tourism helps to revive places and stimulate the local economy, its associated negative attributes can alter the characteristics that ultimately drew visitors to the place. Mitchell & de Waal (2009) use the model of creative destruction to determine the outcome of locales that become places of consumption.

#### **2.3.4 Commodifying Rural Heritage Assessment Tool: Creative Destruction Model**

A detailed explanation of the model of creative destruction is required to understand the current contexts of the two case studies, Creemore and St. Jacobs, Ontario. The model describes the conceptual transformation of rural locales and provides insights regarding how and why the built form has changed, or been maintained. However, to date, researchers have not examined the transformation of the built environment as a community moves through the various stages of destruction, with the associated landscapes of change.

Mitchell's (1998) model of creative destruction has been used to predict the transformation of rural environments that base their development on the commodification of heritage. The model is based on the premise that development, which is based on the commodification of heritage, can have detrimental consequences for the image of an idyllic rural landscape (countryside ideal), as perceived by local residents.

Mitchell (1998) identified two factors that have contributed to the commodification of the rural idyll. First, the post-1970s nostalgia for the rural countryside, free from the ills of the urban city, created a group of consumers who seek to experience the idyllic countryside, either through visitation, or permanent movement. The second factor is that entrepreneurs in rural areas recognized the desires of the consumer to experience the countryside and, consequently, invest in the facilitation of tangible and visible products of heritage and culture (Mitchell, 1998).










The commodification of heritage has been studied and the terms "tourist shopping village" (Getz, 1993) and "heritage shopping centre" (Mitchell, 1998), or "heritage-scape" (Mitchell and Vanderwerf, 2010) have been used to describe these locales. The terms are used to describe small villages that have based their tourist appeal on retailing marked by historical amenities (Getz, 1993). Mitchell (2009) defines the heritage shopping centre, or heritage-scape, as a locale that has experienced the arrival of affluent populations and entrepreneurial investment in the re-creation and restoration of heritage buildings and streetscapes.

The model stems from Schumpeter (1942) and later Harvey's (1987) theory of accumulation (in Mitchell, 1998). In the original model, the presence of an entrepreneur was viewed as an important element in the creative destruction process (Mitchell, 1998). The model is based on the premise that entrepreneurs invest in the creation and sale of local heritage in the rural setting and that this investment produces a destination for heritage tourism and shopping. As tourists consume the heritage products offered, entrepreneurs earn profit, resulting in the ability to reinvest in the continued creation and sale of rural heritage (Mitchell, 1998). This cycle of investment and consumption continues and brings increased numbers of visitors to the area. The impacts of this often result in negative residents' attitudes towards tourism as they view their rural idyll as deteriorating (Mitchell, 1998).

The current model of creative destruction consists of six stages: Pre-Commodification, Early Commodification, Advanced Commodification, Early Destruction, Advanced Destruction, and Post-Destruction, see Table 1. The first stage, Pre-Commodification, describes a community that is part of a productivist landscape, one that is based on the extraction of its resources. From this stage, commodification materializes. Early Commodification happens when investment in restoration is limited and residents see economic gains positively. Advanced Commodification follows this, where investment levels grow, and businesses cater directly to tourists' needs. During this stage, residents, particularly those not involved in activities that generate profit, notice the emergence of negative impacts to environment, perceived as a "rural idyll". Early Destruction, the fourth stage, sees revenues directly reinvested in tourism initiatives to provide for the growing number of visitors. Residents often comment on negative impacts such as overcrowding and noise. Advanced Destruction, is the largest period of investment and growth, and only occurs if residents do not actively resist change. What happens during Post-Destruction is difficult to predict, but often tourists feel the space has become too inauthentic, and the image of the rural idyll is lost (Mitchell, 1998).



**Table 1: Creative Destruction in Historic Towns and Villages**

MOTIVATIONAL DRIVERS <sup>a</sup>			LANDSCAPE BEING CREATED	LANDSCAPE BEING DESTROYED	DOMINANT IDENTITY
Profit	Preservation	Promotion			
			Productivist townscape <sup>b</sup>	Preproductivist landscape	Place of service provision and social interaction
			Postproductivist heritagescape	Productivist townscape <sup>b</sup>	Place of commodified heritage
			Neoproductivist leisurescape	Postproductive heritagescape	Place of entertainment

*Source:* Modified from Mitchell and deWaal 2009, 164.

<sup>a</sup> The width of the lines indicates the degree of their dominance.

<sup>b</sup> In a recent article (Mitchell and deWaal 2009), we used the term “productivist rural landscape” to refer to landscapes dominated by commercial farms or other forms of primary-sector activity. Given our focus in this article on historic towns and villages, the term “productivist townscape” seems more appropriate.

(Source: Mitchell & Vanderwerf, 2010, 358).

Mitchell (1998) developed the model of creative destruction to describe and predict the outcomes of the process of commodification in rural villages. She has applied the model to various communities in Canada such as, St. Jacobs (Mitchell, 1998; Mitchell & de Waal, 2009), Elora (Mitchell & Coghill, 2000; Mitchell & Singh, 2009), Niagara-on-the-Lake (Mitchell, Atkinson & Clark, 2001), Creemore (Mitchell & Vanderwerf, 2010) and Salt Spring Island, B.C. (Mitchell & Halpern, 2011). The model has also been applied outside of Canada. Tonts and Greive (2002) conducted a study on Bridgetown, Western Australia, placing the community in the stage of Early Destruction after noting overdevelopment and political tension. Huang et al., (2007) tested the model in Zhu Jia while Fan et al., (2008) conducted a study of the model in Luzhi, both towns in China. The researchers placed both communities in the stage of Advanced Commodification with Fan et al., (2008) noting that Luzhi is steadily moving towards the stage of Early Destruction. The wide use of the model of creative destruction not only within Ontario, but also abroad, confirms the transferability of the model.

The application and use of this model has allowed it to continually develop and progress. Mitchell et al's (2001) study of Niagara-on-the-Lake revealed that the model of creative destruction does not only apply to rural communities, but to any heritage community. Additionally, the study found that the motive to profit and as well as the motive to preserve drive communities along the path of creative destruction. Conservation-minded civic groups and local organizations that seek to restore historic buildings and keep gravel roads, to maintain the rural heritage character of the area, are inadvertently contributing to the development of the heritage landscape for consumption (Mitchell et al., 2001). The study conducted in Elora revealed residents' friendly nature towards tourists was due to the separation of business districts for residents and visitors (Mitchell & Singh, 2009). Additionally, the study revealed the strong role that preservationist-minded citizens could play in the evolution of the community. This was demonstrated in Elora, where local residents stopped development that would move them further along the path of creative destruction (Mitchell & Coghill, 2000). The application of the model in Luzhi, China illustrated the need for analysis of government investment and policy (Fan et al., 2008). While acknowledging the usefulness of the model, Tonts & Greive (2002) state the model is too deterministic to suggest the same causes will predict the same outcomes in every community. Lacking from each study is a detailed account of the historical built environment contributing largely to the intangible experience, as a community progresses through the stages of creative destruction.

Recognizing the new findings and criticisms of the model, in 2009, Mitchell and de Waal expanded the model to include the multitude of stakeholders and ideologies that interact in a variety of ways in the transformation of landscapes. Additionally, the model now recognizes the creation of the "heritage-scape", an interim state of landscape change; one that displaces the productivist landscape of the industrial period and precedes the creation of the "neo-productivist" leisure-scape of post-industrialism (Mitchell and de Waal, 2009, 165). In 2010, Mitchell & Vanderwerf suggested that

communities evolve through three landscape forms with associated place identities: town-scape, heritage-scape, and leisure-scape. The landscape of “heritage-scape” will remain if the ideology to preserve is stronger than all others (Mitchell and de Waal, 2009).

Applications of the model of creative destruction study the evolution of business composition, consumption levels in the community, and resident attitudes towards tourism. While aspects of the conservation of the built environment are touched upon, and the preservation of the historical built environment is deemed to play a role in a community’s stage of destruction, the actual effects of landscape evolution on the built environment have not been a focus of the model. Additionally, the study conducted in Elora, found the landscape of “New Elora”, to be itself “a commodity to be visually consumed” (Mitchell & Coghill, 2000, 94). They concluded that part of the experience of Elora is the viewing of historic structures. However, there is no attention to the details of the built environment or to the physical transformation of structures that comprise the landscape and how they are altered through the stages of creative destruction.

## **2.4 Conserving and Preserving Heritage Resources**

The terms conservation and preservation are often used interchangeably to describe the protection and management of a building, landscape, or object and its cultural values. However, each of these terms possesses a different meaning. Therefore, this section reviews the meanings of both conservation and preservation, highlighting the distinction between them, how the terms have evolved, North American initiatives that support conservation, as well as the factors that inhibit and the factors that promote conservation. The protection of heritage resources through conservation versus preservation will first be discussed.

The protection and management of heritage resources falls under the scope of both conservation and preservation; however, the terms have different connotations. The concept of

preservation emerged before the 1850s (Ashworth, 1991). Ashworth (1991) defines preservation as protection by care and maintenance of individual artifacts, or relics, from both natural and man-made processes. Hewison (1987) offers another definition. He defines preservation as the maintenance of the resource to a condition appropriate to its historical context so it reveals its original meaning and worth (in Graham et al. 2008). To achieve this, restoration or re-construction is only conducted if absolutely necessary. Preservation freezes artifacts in time (Graham, 2002). It was the original motivation of most private and governmental interventions, and, over time, has been extended to include sites of historic, or symbolic, significance (Ashworth, 1991).

The term conservation developed with the desire to protect larger areas and districts, once it was recognized that individual parts should be viewed as components of the greater whole (Ashworth, 1994). Thus, the shift to heritage conservation has widened the scope of heritage, identifying an entire area or city as a formal and functioning unit (Tunbridge, 2007). Burke (1976) explains conservation as “preserving purposefully,” where the planner, manager, architect and historian are all involved in the decision- making process (in Ashworth & Larkman, 1994, 16). In doing so, a multitude of tangible (i.e. built environment) and intangible (i.e. folk culture) factors are now seen to contribute to the making of a community’s heritage. Preservation seeks to rehabilitate and, thereby, to stabilize the resource, where conservation, completely restores the physical fabric. Forster & Kayan (2009) further explain that preservation, or maintenance, of a building is fundamental to the concept of conservation to retain its cultural significance. A community’s values are acknowledged through conservation of cultural assets are expected to be guarded (Graham, 2002). Jokilehto (2006) explains that while conservation shapes society, it is also in part shaped by society.

In summary, preservation is more concerned with the protection of individual buildings, monuments, or structures and falls within the larger concept of conservation (Ashworth 1991). The term conservation is more widely used today and, as Ashworth (1991) argues, it regards the city as a

functioning unit, rather than as individual elements. Presently, conservation is the accepted term to describe actions regarding protecting heritage for future use. In practice, however, they continue to be used interchangeably.

Public sector policies, programs and planning mechanisms have benefitted rural communities in both the United States and Canada. For example, The Main Street Approach, established in 1977, by the National Trust for Historic Preservation, is the most widely used method to save threatened commercial buildings in small towns in the United States. In Canada, the Heritage Canada Foundation established a Main Street Program in 1979 to revitalize the core, and preserve the historic buildings, of small and medium- sized towns. According to Holdsworth (1985), Heritage Canada's Main Street Program fosters preservation by encouraging communities to take advantage of their history and character without creating a theme village. Robertson's (2004) article describes an alternative approach. This four-point program consists of organization, promotion, design, and economic restructuring, with most places focusing on promotion, rather than economic restructuring (Robertson, 2004). This approach has been implemented widely in American small towns and its success led to the creation of the National Main Street Centre (NMSC) in 1980. Researchers have drawn attention to other public sector initiatives. Robertson (2004), for example, encourages planners to assist small town Main Street revitalization and conservation through creative zoning ordinances. He argues that these will have many benefits including limiting chain store development and encouraging more local independent retailing, fostering public/private partnerships, and requiring community impact assessments, business diversity requirements and limitations on square footage.

The conservation of the built environment has a long history. Jokilehto (1999) explains that the origins of conservation of the built environment stem from Europe where "Grand Tours" during the first half of the eighteenth century created "universal value" for important works of art and historic monuments (in Nasser, 2003, 468). This resulted in a small population of prosperous and

educated elite repairing and caring for historic objects and the deliberate preservation of religious or symbolic buildings. Graham (2002) notes that it was not until the late eighteenth and nineteenth century that old buildings benefitted from the deliberate act of preservation. Nasser (2003) connects the deliberate act of preservation with the era of classicism, which then influenced “mimesis”, or the replications of objects or monuments. Romanticism contested mimesis through “stylish restoration” where architecture was honoured in recognition of progress (Jokilehto, 1999; in Nasser, 2003). Today, the deliberate act of heritage conservation continues to grow.

While it appears that today’s society recognizes the importance of conserving the built environment, numerous authors have discussed the factors inhibiting its protection. Worthington & Bond (2008) point out that until recently, conservation was focused either on the technical issue of care and repair, or on the integration of conservation into everyday land use planning. They argue that both of these ideas need to be integrated (Worthington & Bond, 2008). Further complicating their protection is that heritage buildings, sites and districts are simultaneously products located in space and are part of place, “place products” (Ashworth, 2002, 14). Ashworth (1991) argues that conservation of heritage requires an holistic approach including the continual management and education of heritage resources. Forster & Kayan (2009) observed that the perceived high cost of building maintenance is the universal issue of built heritage conservation. They suggest that the ways in which maintenance is organized and financed, such as grant aid and value added taxes, actually inhibits its implementation (Foster & Kayan, 2009). The essential role that management plays must be more thoroughly considered.

Both day-to-day and strategic long-term management initiatives are required to ensure the longevity and enhancement of heritage resources. Forster & Kayan (2009) observe that maintenance is often too responsive where it needs to be proactive. To determine the appropriate management strategy, the collection of values associated with a heritage resource, the “cultural significance” must

be identified and evaluated to determine what is important about a place or resource (MMAH, 2005). Further, Ashworth (2002) notes a shortage of models to explain the economic context of decision making to conserve historic buildings. Ashworth (2002) suggests that public involvement in the property market is essential and can be done through direct purchase, bonus zoning allowances, development right transfers, or publically funded agencies that operate rolling programs of purchase, restoration, and resale on the free market. As the historic built environment experiences inevitable change, identifying and assessing a resource's cultural significance is even more important (Worthington & Bond, 2008).

There are many descriptions of heritage conservation and the built environment. Lichfield (1988) describes heritage conservation as a special case of renewal, which includes the prevention of deterioration, preservation, consolidation, restoration, rehabilitation, reproduction and reconstruction. Holdsworth (1985) suggests that actual restoration is using original materials, finishes and forms to return a building to a state of previous existence. He argues, however, that this process may be too expensive, or insufficient to meet current merchant needs. Instead he favours rehabilitation. Here, building elements, such as original proportions, lines and textures are retained, but elements that do not enhance the building are removed or revised with the use of contemporary materials that are compatible with the older, existing materials (Holdsworth, 1985). Nasser (2003) observes that many theorists believe conservation must be based on efficient use and economic viability, which can be obtained best through adaptive reuse. The economic viability of a building depends on the use to which it can be put. The conservation ideal is for the original building to persist, but it is more likely the use will change over time.

### **2.4.1 Conserving Heritage Privately**

Gentrification and voluntary conservation by individual are two common ways in which heritage resources are being conserved privately. Bold et al (2009) identify the important role private individuals have in the establishment of lobbying groups and expression of public opinion. Bold et al (2009) highlight the ground-breaking realization made by member states at the Faro Convention in 2005, of the value of cultural heritage in its construction of democratic societies. They found that a well-informed understanding of the evolution of the built environment is fundamental to helping us define who we are and where we have been. Without such an understanding, they argue, we move forward with a contextual void (Bold et al, 2009).

In addition, the government has passed legislation to help ease the financial burden for individuals who have chosen to conserve a heritage property through designation. In 2001, legislation (Section 365.2 of the Municipal Act, 2001, S.O. 2001, c. 25) was passed to allow local councils to pass a by-law for the establishment of a tax refund program in respect of eligible heritage properties. The Heritage Tax Refund Property, is an on-going property tax relief program, tailored by each municipality to allow for relief ranging from 10% to 40% of property tax rates (Ministry of Municipal Affairs and Housing, 2001). The program requires the property to be designated under the Ontario Heritage Act, and for property owners to enter into a heritage conservation easement agreement to ensure the property maintained to a standard. Each municipality may choose to add additional eligibility requirements.

Another initiative to help private conservation of heritage is density transfer for heritage preservation. This initiative, commonly referred to as transfer of development credits program, transfer of development rights and density bonusing, which initially sparked interest in Canada in the 1970s has now resurfaced (Kwasniak, 2004). These programs are more common in the United States,



dating to the 1960s, first to protect historical resources then expanding to protect other land uses such as environmentally significant areas or agricultural lands (Greenway & Good, 2008).

Greenway & Good (2008) explain that these programs consist of four components: 1) sending area, the area which is targeted for conservation, 2) receiving area, the area which is targeted for increased development, 3) transfer system, program that facilitates the valuation and transfer of development potential from one parcel to another, 4) program administrator, to oversee the development and use of the program. Greenway & Good (2008) note that currently in Canada no province has any overriding legislation that authorizes transfer density programs. However, Kwasniak's (2004) study of several jurisdictions from a legal perspective determined that there is high potential for municipalities to create and implement density transfer programs.

The City of Vancouver is the only Canadian city to currently have an active and comprehensive transfer of density program (Greenway & Good, 2008). Vancouver's program, Heritage Density Transfer System, initiated in 1983, is primarily used to protect historical buildings in designated districts, but can apply to open space, park creation or urban design. The goal of the program is to "make restoration of historical buildings as financially attractive as redevelopment of the land" (Greenway & Good, 2008, 36). For this to happen, the City negotiates with the sending area the financial incentive and the number of development rights to make retention/restoration attractive. Development rights may be granted as: bonus floor space to be developed on site with the historical buildings, the right to transfer residual density to another site, the granting of bonus floor space that can be transferred (City of Vancouver, 2011). The owner agrees to specific rehabilitation activities recorded in a Heritage Revitalization Agreement registered on the land title (City of Vancouver, 2011). The owner receives development rights upon completion of rehabilitation work, or the owner may provide the city with a letter of credit for 120% of the density to be transferred (City of Vancouver, 2011). Density is transferred on an open market, between buyers and sellers; to any site in

Vancouver's "central area" that is not a sending site (City of Vancouver, 2011). When density is sold it is registered on the historical building's title through a "Development Limitation Covenant" (City of Vancouver, 2011).

Calgary, in 1982, and Toronto, in 1973, had heritage density transfer programs (Greenway & Good, 2008). While these are no longer in use today, literature points to the need to revisit such programs. Kwasniak, 2004, and Good and Guy, 2008, both highlight the dual role that heritage transfer density programs have in their ability to address conservation while supporting appropriate development. These programs allow historical building owners to see financial returns, developers to increase densities in certain areas, municipalities to make protection policies beneficial to both developers and historical building owners, and residents at large by ensuring appropriate development and community feasibility.

Gentrification, a common term in urban studies, has made its way into the realm of the rural landscape. Gentrification is commonly understood as a process of redevelopment and physical renovations in low cost and physically declining neighbourhoods. Upper-middle class residents, who are often professionals, usually initiate the movement offering vast improvements to the neighbourhood; however, these are imbedded with socio-cultural and socio-economic problems (Phillips, 2002). Previous literature has focused on the impacts of gentrification on the urban housing market (Phillips 2002; Smith, 2002; Costello, 2007) and displacement of lower income residents as a defining characteristic (Stockdale, 2010; Slater, 2006). The term "rural gentrification" has thus been used to distance itself from a purely urban context (Phillips, 1993, 124).

Phillips (1993 & 2004) sees gentrification as a socio-cultural concept and argues that many notions of gentrification used in the urban context are of relevance also to the rural setting. Phillips (1993) suggests that individuals are no longer moving back to the city, rather they are moving away from the inner city and into the rural countryside. The flight of the middle class to a more desirable

area continues to be one of the key determinants of gentrification. Smith (2002) sees gentrification as being manifest in a variety of spatial scales, and locations, including the rural. Rose, (1984) identifies gentrification as the desire to buy into a particular lifestyle (in Phillips, 1993), which is now present in the commodified rural landscape. Rose (in Phillips, 1993) describes this as the Marxist reproduction of lifestyle packages, which fits into the Marxist cycle of accumulation in the process of creative destruction.

The concept of rural gentrification is another way to explain and raise questions regarding the transformation, including the commodification of heritage, taking place in rural space. Zukin (1987) argues that since the coinage of the term gentrification by Glass in 1964, it has not just meant a change of scene, but an “attachment to old buildings and a heightened sensibility to space and time” (in Phillips, 2004, 8). Only recently has the flight to these buildings been in the rural context. Ashworth and Tunbridge (1990) suggest that heritage conservation is not the principal cause of gentrification, but do suggest it is an “accessory before, during or after the fact” (256).

Research indicates that gentrification is not a process that can be scripted and used to explain the transformations happening in every community, rural or urban. Terms such as marginal-gentrifier and super-gentrifier are being established (Stockdale, 2010). Gentrification is a multifaceted concept resulting in different outcomes in different locales, and sometimes even within the same locale. Literature is sparse regarding gentrification of commercial areas, whether in a rural or urban context. Therefore, more research is required on the transformation of the historical built environment as rural communities experience development and growth pressures.

#### **2.4.2 Conserving Heritage Policy**

Policy concerned with heritage planning is continually growing. This section provides a review of the most relevant Provincial planning policies with the aim to offer municipalities better

guidance as communities evolve through the three landscapes of creative destruction. The evolution of heritage planning, as well as specific acts, are discussed.

Heritage planning evolved from the growth of land use planning allowing planners to specialize and focus on niche areas. Heritage planning is concerned with the understanding and management of change, although it is often misunderstood as preventing change. Heritage planning policy shapes areas where conserved buildings and sites play an important contemporary role (Ashworth, 1991). In North America, the urban conservation movement is predominately a twentieth-century phenomenon, having substantial influence on land use planning in the last thirty-five years (Ashworth & Tunbridge, 1990). Ashworth (1991) states that the success of heritage planning is based on the following: society's increased awareness of historical built resources, the recognition of the ability to incorporate heritage resources into contemporary built environments and even enhancing them, and the realization that conserved historical areas can help revitalize locales. The realization that buildings and heritage sites should not be treated in isolation has evolved from the conservation movement. Heritage sites and properties clearly impact future land use as well as the demographic and social composition of the area. Ashworth & Tunbridge (1990) accord this realization to the incorporation of conservation in the realm of planning.

The Planning Act of Ontario is the guiding document for land use planning in the province, and explains how and who controls land uses (Ontario Ministry of Municipal Affairs and Housing [MMAH]). Section II of The Planning Act identifies the conservation of significant features of architectural, cultural, historical, archaeological or scientific interest to be a provincial concern (MMAH, 2011). Section III of the Act allows the province to devise policy statements on matters of provincial interest and requires all decisions effecting land use planning "shall be consistent with" the Provincial Policy Statement (PPS) (MMAH, 2007). The PPS covers issues under the Planning Act and offers policy direction on land use matters of provincial interest. The PPS offers much concerning

the preservation of Heritage Resources, and the “shall” directive of the Planning Act gives the legislative strength to the PPS. Any policies set out in the PPS now ultimately shape the planning decisions of any council. Section 2.6 of the PPS (2007) is of great significance to this research. It provides cultural heritage and archaeology policies, which include built heritage resources and cultural heritage landscapes, along with the protection of adjacent lands and heritage properties (MMAH).

The Ontario Heritage Act (OHA) was created in 1975 and has been an instrumental tool for municipalities and the provincial government in the protection of many of the vernacular buildings across the province. The OHA is a legislative document providing official policies and guidelines for heritage protection, management and planning. The Ontario Heritage Foundation and the Conservation Review Boards are mandated under the Act. Additionally, the Ministry of Culture publishes The Ontario Heritage Tool Kit (2006) for municipalities and heritage committee members and groups to help develop effective plans, policies and guidelines to ensure long-term protection.

In Ontario, identification, protection and promotion of heritage resources are identified as three key goals of heritage planning. The Ontario Heritage Act permits individual properties to be protected (part IV) as well as Heritage Conservation Districts to be identified and protected by municipalities (part V) (Ministry of Culture, 2009). Any building designated under Part IV or Part V of the Ontario Heritage Act, must receive a heritage permit approved by Council in order for the owner to make any external changes to the property, and/or demolish or remove, any part of the structure.

Section 27 and Section 39.2 of the Ontario Heritage Act require municipalities to keep a register of properties and districts of cultural heritage value or interest. The Register includes buildings designated, as well as those that are believed to be of cultural heritage value or interest. In 2005, Bill 60 was passed due to concerns over the strength the OHA had in protecting resources. Bill

60 has given the OHA more power to identify, conserve, and protect cultural heritage resources. Key policy changes provide municipalities with the power to prevent, rather than delay, demolitions. They also allow the province to identify and designate resources anywhere in Ontario that are of provincial heritage interest. Furthermore, they grant municipal staff the authority to consent to alterations of property designations and provide clear standards and guidelines for the preservation of provincial heritage properties. As a result, the revised Act now provides stakeholders and community groups with more negotiating power. While planning policy has been strengthened, numerous gaps remain.

It is evident that heritage policy does not consider its role in the transformation of communities from townscape to heritage-scape to leisure-scape. Policy has greatly expanded to include the protection and definition of built heritage, however, as Ryser & Halseth (2010) note, the absence of rural development policies leads to ad hoc development. Additionally, Heathcott (2006) notes that historic preservation should be seen as a long-term movement and incorporated into the broader narratives of urban change. Vanderwerf (2010) notes that very little research considers both rural tourism planning and creative destruction. Similarly, there is very little research on heritage planning and creative destruction.

#### **2.4.3 Assessment Tool: Townscape Approach**

Conservation of the historic built environment depends on a thorough analysis of the building as it stands and how it relates to its surroundings. The townscape approach is used to help evaluate change. This section explores the Townscape approach as it offers guidance in objectively viewing and evaluating streetscapes.

The Townscape approach has historically been associated with urban design and tied to the name of the English scholar, Gordon Cullen (Reeve et al, 2006). Cullen (1995) believed that groups

of buildings offer visual enjoyment to the observer. The various elements of a city or town (trees, light posts, curved road etc) form the “art of relationship” providing excitement and meaning to the landscape (Cullen, 1995, 7). Cullen (1995) greatly contributed to research on how humans see the environment and how our bodies experience the environment. From this, the idea of townscape has become more prevalent in literature.

The meaning of townscape has changed and progressed. The English Historic Towns Forum (1992) saw it as being concerned with quality in building detail; while in North America, townscape was associated with the quality of spaces (Reeves et al., 2006). Feilden (2003) argues the “supreme architectural values” are spatial and environmental, that it is by walking through an “architectural ensemble that one senses its quality, using eyes, nose ears and touch” (ix). He also includes treatment of surfaces, pavement of roads, public spaces, views from significant reference points and vistas to be contributing factors to the townscape. Feilden (2003) argues that telephone kiosks, transformers, cluttered wiring and advertisements take away from the townscape. Townscape is a holistic view of the town, as Nasser (2003) notes, a town’s identity is formed from the relationships of all buildings, their uses, the spaces between them, as well as circulation and traffic.

Many methods, such as geometric analysis, photographic recognition and comparison, and spatial analysis have attempted to provide a clear analysis of townscape, but all have lacked required comprehension (Reeves et al., 2006). In order to assess change in the built environment, townscape has been used in combination with other approaches. Shipley et al., (2004) have related elements of townscape to criteria of evaluation and performance to produce controllable data, which helps to better measure change of the built environment. In 1998, the Heritage Lottery Fund established The Townscape Heritage Initiative (THI) to address problems of “despair, erosion of quality and underuse of structures in areas where historic buildings predominate” (in Shipley et al., 2004, 524). The Townscape Heritage Initiative Evaluation is used to monitor the change produce by THI and measure

its effectiveness (Shipley et al., 2004). Tweed & Sutherland (2007) conducted a similar survey of peoples' perceptions of the surrounding built environment, which show that quantitative data can be provided for a qualitative subject. Attention to the conservation of the built environment is essential for rural towns, as Shipley et al. have identified historic buildings to be the base of two key revitalization initiatives, tourism and commercial and retail development (2004, 523). The focus of townscape remains fundamental to the processes of development, conservation and urban design. Viewing environments through the townscape lens is an unexplored field in relation to tourism and would benefit from research connecting both the townscape survey and the model of creative destruction.

## **2.5 Summary**

This literature review has looked at two main bodies of writing: heritage and the transformation of rural space. The meaning of heritage and what is considered a resource is ever changing and largely based on societies' current values. Built heritage continues to play a significant role in the charm of small town Main Streets, drawing tourists and visitors to the area. The growing industry of rural tourism brings with it many advantages and disadvantages in the conservation of heritage resources, impacting the entire community. Researchers have developed means such as the model of creative destruction to measure these impacts, and tools such as the townscape survey to evaluate changes to the streetscape in communities under question.

It has yet to be examined whether the conceptual changes associated with creative destruction have an impact on the locality's built form. This paper uses the townscape survey to link the identified conceptual changes of creative destruction to transformations observed in built form. Additionally, studies regarding heritage policy have not considered the role policy plays in transforming communities from townscape, to heritage-scape to leisure-scape. As such, it is important



to investigate the transformation of the built environment as communities evolve through the three landscape forms expressed in the model of creative destruction: townscape, heritage-scape and leisure-scape.

## **Chapter 3:**

### **Research Methods**

#### **3.1 Introduction**

The purpose of this study is to examine (describe and explain) the changes that occur to built form as a main street evolves from a heritage-scape to leisure-scape. To address this research question three main objectives are identified. The first objective is to assess the changes that have occurred to the built form of a heritage-scape (Creemore) (Mitchell & Vanderwerf, 2010) and leisure-scape (St. Jacobs) (Mitchell & de Waal, 2009) setting. The second objective is to understand the factors responsible for the identified heritage structure in each village. The final objective is to provide recommendations for future development based on the assumption that both towns will continue to face growth pressures.

The study objectives shape the design of the research methods. It is important to understand these methods as they provide the tools to move the investigator from a set of questions to a set of answers, guiding the investigator in collecting, analyzing and interpreting the data and observations made (Yin, 2003). This chapter provides a detailed discussion of the methods that have guided this research.

This section begins with an explanation of the case study approach followed by a description of the two study areas and the rationale for their choice. Next, the townscape method and scorecard are discussed, followed by an evaluation of individual buildings using the Ontario Heritage Act (OHA) Regulation 9/06. The business survey is then discussed. The strengths and weaknesses of both the townscape method and business survey are provided after each section. Subsequently, the use of

document analysis, including the sources used, is offered. Lastly, the limitations that underline the research methods are described.

### **3.2 Case Study**

The case study method was chosen as a means of identifying what impact creative destruction has on the historic built environment of St. Jacobs and Creemore, Ontario. A case study is identified as a research strategy, which “focuses on understanding the dynamics present within a single setting” (Eisenhardt, 1999,138) in a real-life context (Yin, 2003). The use of a case study for this research facilitates a multi-method approach that allows for the integration of information from various sources (Sommer & Sommer, 1997 and Yin, 2003). Gillham (2000) explains that a case study can target an individual, a group, an institution, or a community. Additionally, case studies focus on why or how a phenomenon has happened and they are particularly useful when the researcher has little control over the events (Patton, 2002). A large amount of raw data was collected from the townscape method, the survey, document review and observations, and used for the case study. Case studies have been used in previous studies focused on the model of creative destruction (Mitchell, 1998). As this research builds on the model, the case study approach is appropriate.

Two case studies were used for this research, allowing for comparisons to be drawn of the similarities and differences between the two areas. In particular, a comparative case study was used to examine and compare the current condition of the buildings in the two different locations and the factors that led to their current state.

There are numerous strengths in the use of a case study. Yin (2003) identifies the strength of a case study to be its ability to deal with a wide variety of evidence such as documents, artifacts, interviews and observations. Additionally, he notes that these data can converge in a triangular fashion. This is how, as Stake (1995) notes, case studies add strength to what is known through

previous research. The case study method grounds observation and concepts found in natural settings that can be studied closely by the researcher (Orum et al., 1991) and allows for multiple sources of data to work together.

Case studies have several limitations. First, in case study research, the results must be generalized to other situations (Creswell, 2009). Generalizing results is difficult as circumstances vary from place to place. Patton (2002) presents the argument that the study of a small number of cases can offer no grounds for establishing reliability or general findings. Others feel that the researcher's intense exposure to the study of the case biases the findings, noting its usefulness only as an exploratory tool (Soy, 1997). However, Stake (1995) and Patton (2002) present the counter argument that the researcher's primary obligation is to understand this one case, noting that the method is not chosen to understand other cases.

While the criteria for selection of each case study in this research are fairly stringent, and if applied to other communities the results should be the same, this study in general can only be repeated in locations where the model of creative destruction and the case study method has already been applied. Therefore, this research is heavily dependent on the model of creative destruction and its results cannot be applied easily to many communities.

A reliance on subjective judgments is a second identified limitation of the case study approach (Yin, 2003). The comparison of the state of the present and past built environment should reflect critical changes and not simply the investigator's subjective impressions. The test of validity can be used to address this weakness. This requires the identification of specific types of changes to be studied, which will then be related back to the objectives of the study (Yin, 2003). Yin (2003) suggests identifying operational measures that match the changes. This is done through the townscape survey, which identifies twenty-one variables for assessment with detailed explanation of what contributes to higher or lower scores.

The case study approach was used in Mitchell's previous studies of creative destruction in Creemore and St. Jacobs (Mitchell & de Waal, 2009, Mitchell & Vanderwerf, 2010), upon which this research is based. This research used a case study method to investigate the transformation of communities as they develop around the consumption and production of their local heritage. The study found St. Jacobs Ontario, to be a leisure-scape and Creemore, Ontario to be a heritage-scape (Mitchell & de Waal, 2009; Mitchell & Vanderwerf, 2010). This comparative case study approach will determine if there is a correlation between the stages of creative destruction and the level of deterioration, maintenance, or enhancement of the built environment. The two study areas are confined to the main commercial street of both locales. The main commercial street represents the hub of economic activity for each town. This is where the majority of restaurants, bakeries and cafés are located, as well as where crafts, art and other goods are sold. Residents and visitors are also drawn to these areas as banks and other services are located here.

### **3.2.1 Selected Case Studies**

This section provides information on how and why the two study areas; St. Jacobs and Creemore, Ontario, were selected for this research. The study areas were selected based on five criteria. The first criterion was that the model of creative destruction must have been previously applied to the study areas. This also ensured the second criterion was met; that each locale's initial economic base was of the primary sector but has now shifted to provide goods and services to those engaged in a broad array of non-productivist activities. The third criterion was that each heritage community must be classified as being at a different stage in the model of creative destruction, and, therefore, associated with a different dominant landscape form. The fourth requirement was that both locations actively attract tourists, and use the local heritage resources as a means to sustain economic vitality. This ensures that growth and development will continue. The last consideration was that

neither of the study areas had provincially designated commercial buildings along their main streets. This ensured that provincial policy was not dictating the conservation of buildings, but rather citizen action. This allowed the researcher to identify factors contributing to the conservation of heritage. As having met the listed criteria, Creemore Ontario and St. Jacobs Ontario were chosen as the case studies upon which this research is based. A brief background on each study area is provided in this section to provide context for the selected case studies.

The Village of Creemore is located within the Township of Clearview, in the County of Simcoe, Ontario, nestled in a valley within the Niagara Escarpment. It is located with connections to the Greater Toronto Area, by Airport Road, and is in close proximity to other tourist destinations of Collingwood and Wasaga Beach. By the 1850s, Creemore was a bustling community with a sawmill, blacksmith, general store, post office and many mills, which serviced the needs of about 300 residents in 1870 (Purple Hills Arts and Heritage Society, 1998). Creemore flourished in the 1920s with 95 percent of the community's needs being met by businesses and services within the village. The opening of the Creemore Springs Brewery in 1987, by local businessman John Wiggins and his partners, enhanced the village's life and increased its provincial presence.

Today, Creemore is a community of 1,300 people (Creemore BIA, 2009) that is rich in heritage resources. These include the Brewery, historic Mill Street lined with original turn-of-the-century buildings, unique shops and cafes, and historic homes and churches that act as tourist attractions and support the tourism economy (Purple Hills Arts and Heritage Society, 1998). The Bruce and Ganaraska Trails, running through the area, add to its natural heritage and charm. The strong and lively community hosts many cultural heritage and community events throughout the year. These heritage resources continue to actively draw weekenders and day visitors to the area. Despite its popularity, the community boasts neither a Tim Horton's coffee shop, nor a Mac Donald's restaurant, services that one frequently associates with commercialized tourist destinations.

In 2010, Mitchell & Vanderwerf applied the model of creative destruction to the community of Creemore placing it within the stage of Advanced Commodification, with a corresponding characterization of being a heritage-scape. This stage was associated with significant commodification and marketing of local heritage, paired with an increase in visitor numbers. They note that this state had been reached, yet not exceeded, given that the community is preservation-minded and aware of the negative implications that tourism may have on a rural landscape (Mitchell & Vanderwerf, 2010).

Creemore was therefore selected as the first case study as it has been studied using the model of creative destruction and placed into a particular stage with an associated landscape. The information already collected by Mitchell and Vanderwerf (2010) suggests that Creemore will continue to grow. As it develops, it may face pressures to adapt and reuse existing buildings to attract and/or accommodate these additional visitors. These same issues are also prevalent in the second case study, St. Jacobs, Ontario.

The Village of St. Jacobs is located in the Township of Woolwich, within the Region of Waterloo, and is situated on the banks of the Conestoga River, a gateway to Mennonite Country. St. Jacobs has a unique history. It began as a service centre for the Old Order Mennonite agrarian population, and remained this way for some time. After a period of decline in the mid- 20<sup>th</sup> - century, the community's unique way of life and accessible location began to draw visitors to the area in the early 1970s (Mitchell, 1998). The lack of tourist infrastructure prompted a local entrepreneur to invest and ultimately begin the process of commodification in the village (Mitchell, 1998).

In 2001, (the last year for which census data are available), the Village of St. Jacobs was supported by a population of 1, 477 (Statistics Canada, 2001). Its location just outside the City of Waterloo, with a population of 121, 700 (City of Waterloo, 2011), provided a ready market for the

businesses of St. Jacobs. The process of commodification in St. Jacobs has been studied two times and is visibly evident in the community.

Mitchell and de Waal's most recent study of creative destruction in St. Jacobs provides the context in which this research takes place. Mitchell and de Waal (2009) noted that residents became uneasy and resistant to development in the late 1980s when the primary developer invested 8 million dollars into additional retail space within the commercial core, attracting 1 million visitors in 1989 (Mitchell and de Waal, 2009, 158). Although the preservation-minded citizens of St. Jacobs tried to deter the community from entering into the destructive phases of commodification, they have had little success. Tensions heightened when the proposal for the development of a Tim Horton's and a Power Centre passed local and regional councils. St. Jacobs, and the surrounding county, continues to attract tourists. However, as the model predicts, the village (and associated development on the outskirts) now attracts "post-tourists" (Mordue, 1999, 629), or those who take pleasure in consuming inauthentic commodities or experiences (Mitchell & de Waal, 2009). This state has been reached because profiteers, or promoters of growth, are the dominant decision-makers. Consequently, their actions have driven its landscape into a state of post-destruction. As this transformation has unfolded, the village has evolved from a heritage-scape to leisure-scape identity. This contrasts with the situation in Creemore, thereby providing the basis for its selection as a second study site.

### **3.3 Townscape Assessment**

A comparison of past and present views is necessary to evaluate the condition of the historic buildings in each town. The modified townscape survey allowed the researcher to determine if historic buildings had been maintained, compromised, or enhanced with heritage-scape and leisure-scape development. This section outlines the modifications made to the townscape survey and the ways in which data were collected to conduct the survey.



The townscape method was initially developed by Goodey & Ashford (1978) to identify environmental opportunities in the London Borough of Towner Hamlets (in Reeve et al., 2006). It was chosen as an appropriate method because it allows for an evaluation of townscape elements as they transform, develop and change through time. As Reeve et al., note, it is “ideal for monitoring change” (2006, 33). The townscape method uses a scorecard that allows change to be evaluated. The townscape scorecard is based on the recordings of detailed observations of visual quality using a standardized proforma. The proforma, see Appendix A, allows for indicators of quality to be scored, ranging from 0 (low/absent) to 5 (high/excellent). The proforma thematically groups elements of the townscape to avoid weighting of individual characteristics and is used to assess various elements of the towns. This allows qualitative data, observations of the urban view over time, to be translated into a set of data, which, as identified by Reeves et al., (2006) can be mapped and compared with other similar data.

Four key decisions were made before the townscape method was employed. (Reeves et al. 2006). First, the researcher must decide what variables to consider. Secondly, it must be determined how these will be scored in the making of a composite indicator. A third factor for consideration is the location of the observations. Finally, the researcher must determine how these data will be used to better understand the processes involved in environmental change.

The townscape method was adapted due to the time frame in which this research was completed. Ideally, the method is conducted multiple times, on the same views, over the course of several years. This research was completed within one year necessitating a different approach. As described in detail below, historical photographs were used to provide perspective over time. New photographs were taken of the same view to provide an accurate comparison. Although photographs are not traditionally used, Reeve et al., (2006) point out that they do allow for consistency in the environment under examination. However, they also point out that photographs cannot capture factors

that can only be directly observed. For example, for the historical photographs, indicator C17-Historic Reference Seen”, “C19- Quality of Conservation Work”, “C20- Quality of New Development”, and “C21- Neglected Historic Features” could not be recorded. They were, therefore, given a score of 0/0. Additionally, due to the use of still photographs, only static elements could be evaluated. The following indicators under “Streetscape Quality & Maintenance” were not used: cleanliness, personal safety, vitality, and traffic flow appropriateness, as they could not be evaluated.

To use the townscape method, historical photographs from both research areas were collected. Typically definitions of historical do not give a specific time. Therefore, for the purposes of this research, historical photographs will be considered as those taken from the pre-commodification period. In Creemore, pictures were collected from the Creemore public library as well as from a local resident’s personal collection. For St. Jacobs, pictures were acquired from the Kitchener Public Library’s historical collection. For both locations, three criteria were used to determine which pictures should be used. The first criterion was that the pictures should show as much of both sides of the street as possible. This ensured that elements, which comprise the townscape, such as buildings, sidewalks, roads and spaces between buildings, were included. Secondly, photographs were selected with clearly visible existing buildings that could be used as references points for taking the present day photos. In total, six historical pictures were collected for St. Jacobs and seven for Creemore. These photographs were evaluated using the townscape method with scorecard.

The researcher then visited both Creemore and St. Jacobs to capture pictures of the exact views found in the historical photographs. It was decided that the researcher would take present day pictures in black and white or sepia to match the historical photographs. Additionally, the evaluation would be conducted from the historical photographs rather than in the present day setting to limit the influence of surrounding factors. The present-day photographs were then evaluated using the same townscape method and scorecard as used for the historical photographs.

The townscape method has many advantages. Reeve et al., (2006) explain that the use of scorecards facilitates the following three outcomes: a summary of all elements in view and how they have changed over time, corresponding themes and how these have changed over time, as well as the change of a particular view. These elements are very useful for this research. Another strength of the townscape method is its ability to evaluate qualitative data (Reeve et al., 2006), which comprises a large portion of the townscape. Additionally, the townscape method proves to be adaptable, with the ability to clearly define what is used as an indicator of quality and what criteria are used for its assessment. Finally, the townscape method is of value in understanding the built environment. As Reeve et al. (2006) argue, visual quality is increasingly considered a factor of urban improvement. As this method has been used for over twelve years in the British Townscape Heritage Initiative study; it is believed to be a valid method of analysis.

As with any research method, there are limitations associated with the townscape method and scorecard. According to Reeve et al., (2006), researcher objectivity when scoring multiple views is a concern. However, studies have shown that field workers' scores are usually consistent and comparable. To ensure objectivity and consistency, field training was undertaken with Professor Shipley. This training allowed the researcher to develop confidence in her ability to score elements appropriately and consistently. This minimized the negative impacts of this identified limitation.

### **3.4 Individual Building Evaluation**

A second method was used to evaluate individual buildings in the two study areas. Each building was assessed using Regulation 9/06 of the Ontario Heritage Act (Ontario, 2006). The criteria in Regulation 9/06 are used when a municipality, individual or heritage advisory committee wishes to designate a building to determine if the building is of heritage value or interest. Regulation 9/06 offers

three criteria for determining the architectural value, historical value or contextual value of buildings. A building only has to meet one of these criteria to be considered for designation.

The researcher evaluated each building within the two study areas against the Regulation 9/06 criteria. These evaluations were made to see if there was a discrepancy in the views of the researcher versus those of the local building owner or employee working in the building. Responses from part 2, question 2b, of the business survey will be grouped by architectural value, historical value and contextual value in order to have a fair comparison. This evaluation is important to understand the heritage value of each building.

### **3.5 Business Survey**

Primary survey data were collected to address the study's second research objective (i.e. to understand the current heritage structure). The purpose of the survey was to gather information that could not be directly observed by the researcher. Surveys are the most common method of obtaining quantitative data (de Vaus, 2002). De Vaus (2002) explains that surveys are distinguishable from other forms of data collection because information is collected about the same variable from two or more cases producing a data grid. As the same information is collected for each case, the cases are directly comparable (de Vaus, 2002). In this research, the cases are the people surveyed. As each person is asked the same set of questions, their answers can be compared.

Before detailing the business survey used for this research, some strengths and weakness of the method are reviewed. De Vaus (2002) points out that surveys prevent the personality of the interviewer from influencing the results. Additionally, respondent's anonymity, ensured by this research method, allows people to express opinions and feelings that they may not otherwise feel comfortable sharing (Walliman, 2005). However, weaknesses do arise from this method. Of particular

concern for this research, is that surveys do not allow for questions that require further exploration or probing (Walliman, 2005).

The first step in conducting the business survey for this research was to determine the sample frame and size. The goal of this survey is not to be representative of the entire population; rather, to describe a set of people and their views on a particular subject. The survey sample was selected, through purposive sampling, as it is believed that current business owners, or employees along the main commercial street, would have pertinent and relevant information about the buildings in which their businesses reside.

The survey was distributed to business owners or employees in the commercial core of Creemore and St. Jacobs. The objective of this survey was to determine how buildings had changed as well as ascertaining the attitudes towards heritage resources and tourism (See Appendix B for notice of survey, Appendix C for information letter and consent and Appendix D for survey). To do this, the survey was divided into three sections: residential/business history, building changes, and tourism. De Vaus (2002) stresses the importance of using clear, unambiguous language to increase comprehension. To ensure this, the survey was pilot tested on the researcher's family and friends to avoid misinterpretation and confusion within the questions.

A variety of question types was used in the survey. A mix of five multiple choice and eight open-ended questions were used to gather information on residential and business history. Seven multiple choice and four open ended questions were included to gather information on building changes. Finally, to collect attitudinal information on their business and tourism, one multiple-choice question and four Likert scale questions were posed. In total thirty surveys were distributed to Creemore and thirty-seven were distributed to St. Jacobs.

A few considerations were taken to obtain the highest survey return rate possible. Due to the manageable size of downtown Creemore and St. Jacobs, the survey notice letter, information letter

and survey were personally delivered to every business by the researcher. The notice of survey was important as it allowed participants to plan ahead and make time available during the day to complete the survey form. In all possible cases, the researcher conducted surveys with the owner of the business. In the event that the owner was not there, or did not have time to complete the survey that day, the information letter and survey were left with a prepaid-postage envelope. In total twelve surveys from Creemore and seventeen surveys from St. Jacobs were returned and deemed valid for use. This primary data offers information that cannot be obtained through secondary data.

Door-to-door surveys were conducted in St. Jacobs on April 17<sup>th</sup>, 2011 and in Creemore on April 30<sup>th</sup>, 2011. A total of 37 businesses were approached in St. Jacobs, with 17 businesses returning a completed survey (a response rate of 46 percent). In Creemore, 30 businesses were invited to complete the survey, and 12 businesses returned a completed survey (a 40 percent return rate). The study area for survey distribution was defined in each community by the concentration of commercial businesses. The survey boundary for St. Jacobs begins at Hatchburn Street running north along King Street to one building past Front Street. For Creemore, the boundary extends along Mill Street from Edward Street and north to Francis Street. The survey boundary for St. Jacobs can be seen on Appendix E and for Creemore Appendix F. In Creemore, two buildings on the building map were not surveyed. In the first instance this is because one of the buildings was not in operation during the survey period and, in the second, because there is no comparable major grocery retailer located in St. Jacobs.

The results of the survey will be used to better understand how policy has shaped the growth and development of each community. It will be identified if participant's opinions correspond with the objectives of the policy. The two research methods work together to identify the impact of the policy on the community as a whole.

### **3.5 Review of Documents**

A review of pertinent documents was undertaken to support and inform the data collected from the surveys. Bhatt (2004) suggests that document analysis of reports, pamphlets, policy documents and implementation strategies is an important part of data collection and analysis because it complements and gives strength to other methods. Creswell (2009) defines document analysis as a tool that enables "the researcher to obtain language and words" used by the Townships, while also providing an overview of planning in the Town (p.180). The researcher uses these key words or concepts to make connections, relationships and inferences about their message (Creswell, 2009).

Content analysis is useful in numerous ways. Not only is it both time and cost efficient, but also unobtrusive, as it has no effect on the subject (Babbie, 2008). Most importantly for this research, it allows for the study of processes over a long period of time using concrete information, which enhances the reliability of the data collected (Babbie, 2008). Babbie (2008) notes one drawback of content analysis to be its examination of only recorded communications, which is dealt with by the use of surveys.

As such, two categories of documents were reviewed. The first section consisted of government publications ranging from the Provincial to Municipal level that were pertinent to each study area. The Ontario Heritage Act, the Township of Clearview Strategic Plan, Official Plan, Zoning By-Law specific to the study area, and development applications held by the town, (public notices and OPA and ZBA's) were reviewed for Creemore. The Ontario Heritage Act, The Township of Woolwich Official Plan, Zoning By-Law specific to the study area, and development applications held by the town, were reviewed for St. Jacobs.

Planning policies contain the regulations for all development control and decision-making in each town making this analysis appropriate and useful (Carmona & Punter, 1997). The review informed the researcher about what policies are guiding change and what impact, if any; policy is

having on the two research communities. This provides insights on the role of policy, at different levels, in maintaining or compromising a community's heritage resources.

The second category of documents for review was tourism and promotional material produced by each town and newspaper articles regarding the town. Additionally, the content analysis of tourism and promotional documents and newspaper articles for Creemore and St. Jacobs, completed by Vanderwerf (2010) and de Waal (2009), respectively, were adopted for this research. The data collected by Vanderwerf (2010) and de Waals (2009) helped to uncover land use changes and motivations driving change to the built form.

The researcher was looking specifically to identify what the civic sector deemed important in attracting visitors to the location, and in developing the area particularly as they pertain to built heritage. The researcher examined how frequently and in what context the terms “heritage,” “tourism,” “historic” and “history” were used in the policies, promotional material and newspaper articles. It is important to keep in mind, as Babbie (2008) points out, that the "level of measurement implicit in the coding method does not directly reflect the nature of the variables" (357). This was extremely important when reviewing policy. For example, a higher frequency of the word heritage in one research area's policies does not mean the town values heritage more than the other town. Therefore, the researcher was also looking to discover the level of detail of the heritage conservation strategy in the plans, the policy coverage of all aspects of heritage, the relationship between heritage conservation and tourism planning principles, and how heritage principles are expressed in local plans. Policies are the unit of observation and combined scoring of individual policies are the units of analysis. These data sources were assembled to better assess the role of the public sector. These secondary sources provide insights into the transfers of land ownership, development pressures, resident and town values, and how these could relate to changes in the community's built form.



Additionally, these sources also provide insights into any controversies that may have arisen surrounding changes to the built form.

### **3.6 Ethics Approval**

The study received clearance from the University of Waterloo's Office of Research Ethics on April 6, 2011. All participants were provided with a notice of survey prior to being given the survey as well as an information and consent letter upon survey distribution. Please refer to the appendix B to view a copy of the notice of survey and Appendix C for the information letter and consent form.

### **3.7 Conclusions**

This chapter has described the three methods used in this research (case study, survey, and document analysis) to fulfill the study's objectives. The triangulation of several research methods and multiple sources of data made up for any inaccuracies or limitations that any single source of data or research method had. The research methodology has demonstrated that the data derived from the townscape method and scorecard, business survey, and, document analysis will answer the study's key research question. The same methods and data sources were used in both St. Jacobs and Creemore to create an equitable comparison.

## **Chapter 4:**

### **Built Form**

#### **4.1 Introduction**

The following three chapters aim to answer the research question: what changes to the built environment are associated with the conceptual transformations that towns undergo as they progress through Mitchell's (1998) model of creative destruction? This chapter will address the first research objective: to assess the changes that have occurred to built form in a heritage-scape (Creemore) and leisure-scape (St. Jacobs) setting. To meet this first objective, the findings from three research methods (townscape assessment, individual building evaluation, business survey) are presented. The applicable data found within each of these methods is first listed for each village and then analyzed through a comparison of both villages.

#### **4.2 Streetscape Assessment**

The model of creative destruction predicts that functional change accompanies the transformation of a community from heritage-scape to leisure-scape. It is hypothesized that this transformation will give rise to change in built form along the main commercial street of the villages. The streetscape in Creemore, a heritage-scape, should score higher than St. Jacobs, a leisure-scape, on those aspects that reflect the preservation of heritage. The townscape method is used to assess the quality of elements in the built environment (Reeve et al., 2006). The townscape survey permits a comparison of past and present views by evaluating individual elements that comprise each village. In total, twenty-one criteria were evaluated in the fields of streetscape quality, private space in view, and heritage in view. Table 2 describes how each element receives a high or low score in great detail. For example, Floorscape quality would score high if the surface is sound and fit and in keeping with the

materials and of good quality for the expected amount of use. Floorscape quality would score low if it is worn, patched, broken, and badly managed (Shipely et al., 2003). The completed scorecards can be found in Appendix G for St. Jacobs and Appendix H for Creemore.

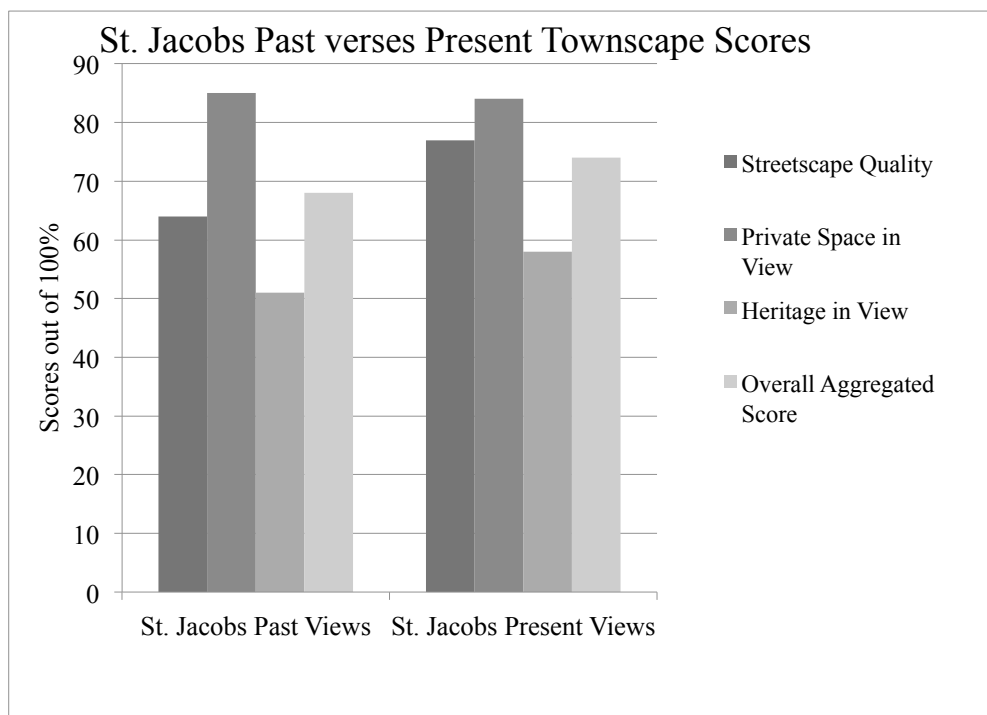
**Table 2: Townscape Variables Explained**

<b>B. PRIVATE SPACE IN VIEW</b>	
B 11 Advertising, in Keeping	Fascia, billboard, shop window and other advertising which enhances the character of the street, with different densities, styles and colours appropriate to the environment.
	<b>High:</b> Appropriate size, colour, design, and condition of commercial fascias, signs and other advertising visible form the street.
	<b>Low:</b> Out of scale or inappropriately coloured advertising, though this is less likely to attract a low score than is damaged or neglected promotional material.
B 12 Dereliction, Absence of	Absence of neglected or abandoned sites or buildings; sites in transition cleared and fenced with suggestion as to future use.
	<b>High:</b> Empty buildings or sites remain well maintained with clean hoardings and information as to responsibility.
	<b>Low:</b> Empty or abandoned buildings and sites with little or no security, signs of vandalism, dumping and destruction. No evidence of ownership responsibility.
B 13 Detailing Maintenance	Evidence that building facades, rooflines and other visible areas are being regularly maintained.
	<b>High:</b> View dominated by facades with maintained brick or stonework and pointing, plaster, paint and drainage goods. No evidence of damp or unmanaged settlement cracks etc.
	<b>Low:</b> Neglect of all areas of building maintenance visible from the street.
B 14 Façade Quality	A summary assessment of private facades in view reflecting on overall quality of design, maintenance and immediate presentation.
	<b>High:</b> Well maintained façade, concerned presentation to the street.
	<b>Low:</b> Poorly maintained and managed façade reflecting little concern for the street setting.
B 15 Planting: Private	Refers to all planting materials located in the private realm as defined here, but visible from the street. Similar qualities to A9 above.
	<b>High:</b> Well selected and located plant materials appropriate to the context. High level of maintenance with evident concern for public view.
	<b>Low:</b> Poorly selected and maintained materials, designed and presented with little concern for the view from without.
<b>C HERITAGE IN VIEW</b>	
C 16 Conserved Elements Evident	The area should include a range of historical and conserved properties and spaces. While a dense supply of labels and signs would damage their image, investment in conservation in terms of building condition and integrated presentation might be expected.
	<b>High:</b> Appropriate level of conservation concern evident in building and area presentation.
	<b>Low:</b> Historic or feature buildings neglected, with little evidence of owner or community concern.
C 17 Historic Reference Seen	Where appropriate integral, or additional, information alerting the viewer to the age, qualities or former function of the building or site is important.
	<b>High:</b> Appropriately located, designed and maintained information or indication as to the significance of a building or site is available in situ.
C 18 Nomenclature/Place Reference	Place, street and building names provide an informal web of historic locators within the urban system.
	<b>High:</b> Traditional place, building, pub and other signs maintained.
	<b>Low:</b> Signs removed or damaged, pub signs recently modified, church and other notice boards underused or unmaintained.
C 19 Quality of Conservation Work	Although the standard repair and restoration work may vary, the work should be carried out to an acceptable degree of competence.
	<b>High:</b> Appropriate level of conservation concern evident in the standard of repair and restoration work.
	<b>Low:</b> The work fails to meet standards appropriate to the status, era or style of the property.
C 20 Quality of New Development	Incremental changes in a townscape may vary and over a period of time, cumulatively bring out a fundamental change in the appearance of the space. It is important, therefore, to monitor the individual changes that occur.
	<b>High:</b> New development has an appropriate quality of design, use of materials scaling and mass.
	<b>Low:</b> New work is incompatible with existing and surrounding townscape features.
C 21 Neglected Historic Features	Some buildings of historic significance, either listed or at least part of the streetscape of conservation areas, may be in such poor repair that their future is not certain. Often these structures are vacant. It will be important to note the presence of such buildings.
	<b>High:</b> No visible evidence of neglected historic buildings.
	<b>Low:</b> Several historic buildings which appear to be in poor repair and may be in danger of eventual loss.

Source: Shipley, Reeve, Walker, Grover, Goodey (2003)

The townscape method and scorecard were used in St. Jacobs to evaluate six different streetscape views of the town (see Appendix I for views). Two of the three sections evaluated, 'heritage in view' and 'streetscape quality' scored higher for present day views than for past views, which can be seen in Figure 1. The sum scores for present day 'streetscape quality' are 77 percent versus 64 percent for past views. 'Private space in view' scores just higher overall for past views with 85 percent versus the present day score of 84 percent. 'Heritage in view' scores 58 percent for present day views and 51 percent for past views. The following individual criterion score higher for past views: 'coherence', 'planting public', 'advertising, in keeping', 'dereliction, absence of', and 'conserved elements evident'. The aggregate score for all three sections is higher for the present day view (74 percent) than the aggregate score for past views (68 percent).

**Figure 1: St. Jacobs Past Views Compared to Present Views**



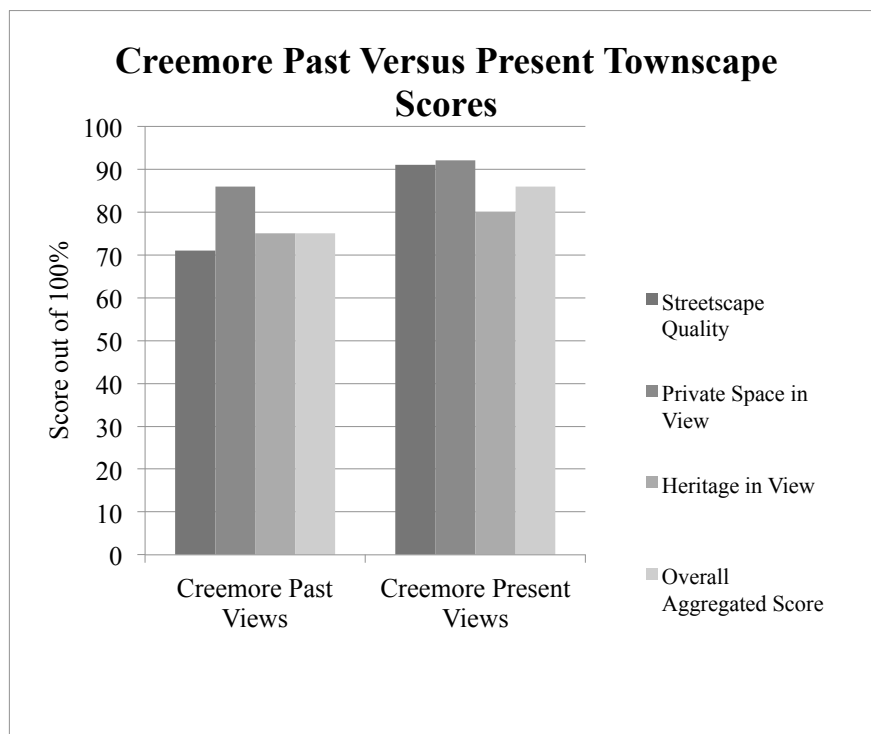
The results show that all categories scored higher for present day views. This suggests that, in general, the townscape has improved overtime. However, when analyzing the individual characteristics, it is important to note that ‘conserved elements evident’ did not improve. This suggests that over time some elements of the building and area that are of historical significance have not been conserved and enhanced to their fullest potential. These findings are now compared to the findings in Creemore.

The townscape method and scorecard were used in Creemore to evaluate seven different streetscape views of the town (see Appendix J). Overall for each category, the present day views score higher than the past views, as seen in Figure 2. The sum score for ‘streetscape quality’ is 91 percent for the present day views versus 71 percent for the past views. The sum for present day ‘private space in view’ totals 92 percent, while the sum for past views totals 86 percent. The sum score for present day ‘heritage in view’ score is 80 percent, while the past views total 75 percent. The

aggregate score for all three sections is 86 percent for present day views and 75 percent for past views. A few individual criterion score higher for the past views than for present day views.

‘Coherence’, ‘advertising, in keeping’, and ‘conserved elements evident’ all scored higher for the past views than they did for present day views.

**Figure 2: Creemore Past Views Compared to Present Views**



The townscape surveys reveal interesting results for each town, but especially when compared to one another. In both St. Jacobs and Creemore the differences between past and present views for each village are not significant. However, in general, both past and present scores are higher for Creemore than for St. Jacobs. The biggest difference between past and present views for both villages is a higher present day score for streetscape. The improvement in streetscape is a positive contribution to the appearance of the towns and helps them to become an attractive place to visit.

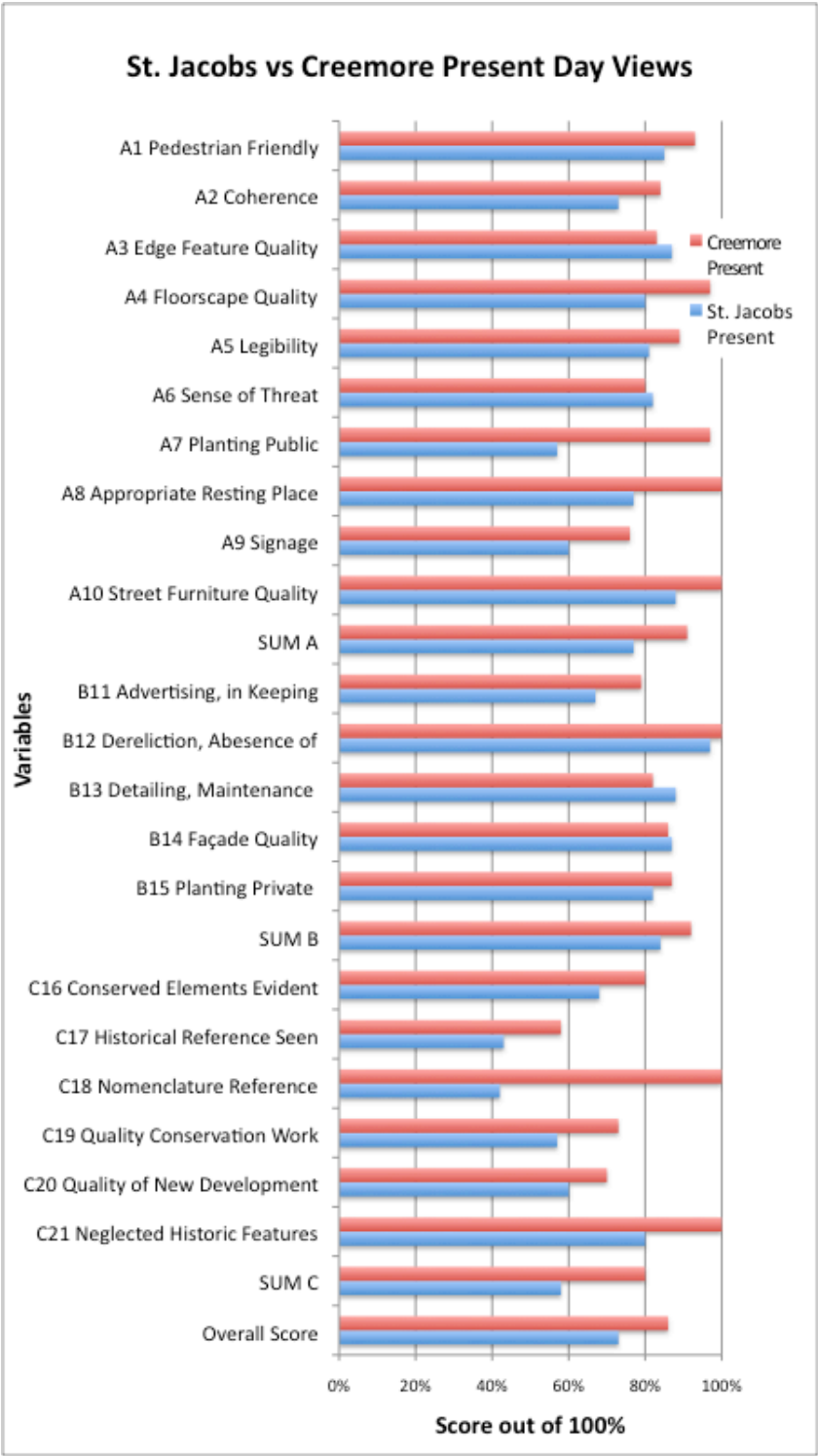
The individual elements within ‘streetscape’ quality, private space in view and heritage in view, help to reveal what is happening in the villages (Figure 3). In St. Jacobs, ‘coherence’, ‘planting public’, ‘advertising, in keeping’, ‘dereliction, absence of’, and ‘conserved elements evident’ scored higher for past views. These are very similar to the individual elements that scored higher for past views in Creemore: ‘coherence’; ‘advertising, in keeping’; and ‘conserved elements evident’ all scored higher for past views than for present day views. Appropriate resting places, quality of street furniture, absence of derelict buildings, neglected historic features and place reference all scored 100 percent for present day views in Creemore. This indicates, firstly, that in both villages, present advertising on the buildings is not as sensitive to the heritage character of the areas as it could be, potentially comprising the heritage value of the buildings. Secondly, these results suggest that the coherence of the streetscape is being compromised with new development.

The townscape assessment did reveal some areas of concern. St. Jacobs only scored 68 percent for the present day view of conserved elements evident, while Creemore scored 80 percent. This is due to significant alterations to the buildings with heritage value. The townscape assessment and scorecard revealed that in both villages some individual elements are changing for the better while others are not.

The townscape method helped to achieve the first objective. As Creemore scored higher than St. Jacobs, it is suggested that the desire for visitors to experience a heritage-scape may have lead to changes in the streetscape to satisfy this desire. This is in keeping with the principles of Creative Destruction and therefore supports the first hypothesis.



**Figure 3: Townscape Assessment, St. Jacobs versus Creemore  
Present Day Views**



## **4.3 Building Assessment**

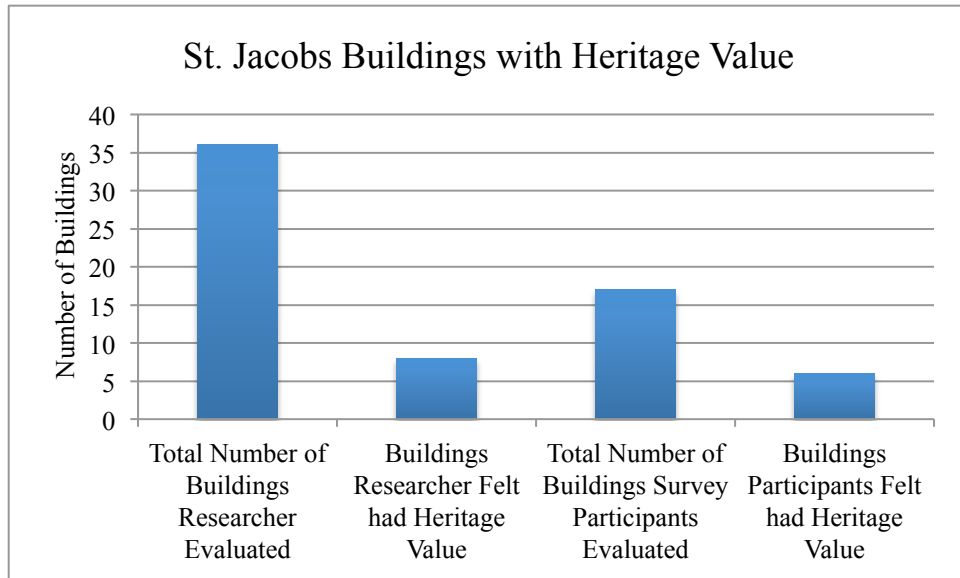
### **4.3.1 Existing Building Form**

This section also contributes to a better understanding of the first objective, but goes further to assess the actual and perceived heritage characteristics of individual buildings. It is hypothesized that there will be more buildings of cultural heritage value in Creemore than in St. Jacobs. In addition, it is expected that more people surveyed in Creemore will have a better understanding of their building and if it is of heritage value. Evaluating all buildings within the study area in accordance with Regulation 9/06, and drawing on survey questions related to building perceptions will test this hypothesis.

Regulation 9/06 of the Ontario Heritage Act (OHA) provides criteria for determining whether or not a building is of cultural heritage value or interests and subject to designation under section 29 of the Act (Government of Ontario, 2006). These criteria are grouped into architectural, historical and contextual value and can be seen in Appendix K. To assess the changes to the buildings along the main commercial street in St. Jacobs and Creemore, the researcher conducted individual building evaluations in accordance with Regulation 9/06 of the Ontario Heritage Act (OHA).

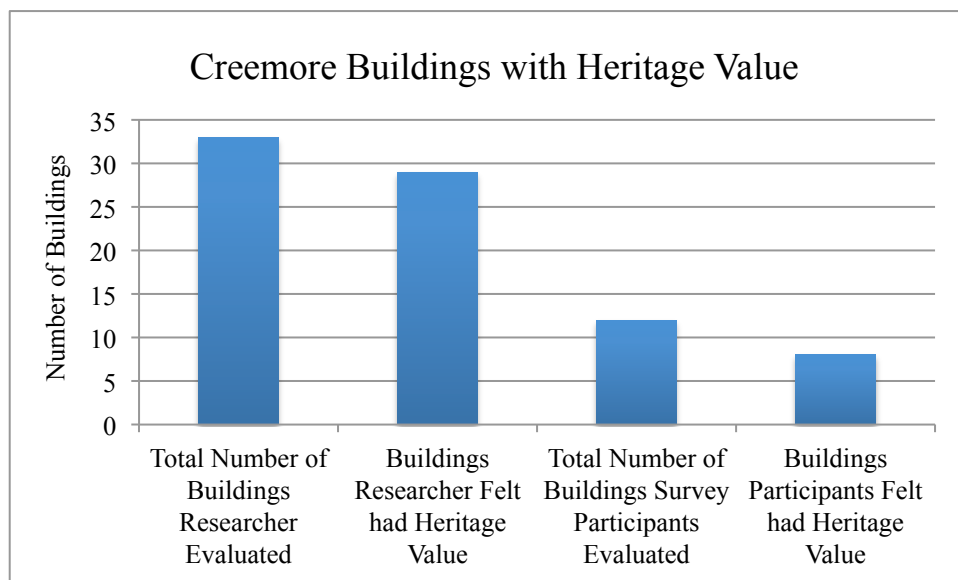
In St. Jacobs, 36 buildings were evaluated in accordance with Regulation 9/06. Eleven of the 36 buildings evaluated, or 31 percent, were deemed to have heritage value by the researcher (Figure 4).

**Figure 4: Heritage Evaluation of Buildings in St. Jacobs**



The building evaluation for Creemore revealed that 29 of the 33 buildings studied, or 88 percent, meet one or more of the Regulation 9/06 criteria for evaluating historic buildings, seen in Figure 5.

**Figure 5: Heritage Evaluation of Buildings in Creemore**



The researcher's evaluation is compared to the views held by the community. The business survey asked participants about the historic value of their buildings. The survey results show that eight of the twelve respondents in Creemore believe that their building has heritage value. This contrasts with respondents in St. Jacobs, where only six of the 17 respondents offer the same opinion. Therefore, more participants in Creemore believe their building to have heritage value than in St. Jacobs. This corresponds with the findings from the researcher, therefore suggesting that there are fewer buildings of heritage.

Respondents were then asked to provide reasons for why they do or do not believe their building has heritage value. Respondents were able to list more than one reason. The researcher grouped each response into historical value, architectural value and contextual value to fit in with the OHA Regulation 9/06 criteria. Some respondents felt that the building had value for multiple reasons.

This revealed that in St. Jacobs, historical value<sup>1</sup> is the most common reason respondents felt buildings had heritage value. This was followed by architectural value and then contextual value (Table 3). In Creemore, architectural value is the common response, followed by historical value and then contextual value. Therefore, it appears that participants in St. Jacobs have a greater understanding of the history of the buildings, while in Creemore they understand and appreciate the style of the buildings. The reasons why buildings are not of heritage value is well understood in both villages. For example, respondents listed new construction of the building and significant renovations as contributing to some buildings lack of heritage value.

**Table 3: Reasons for Heritage Value of Buildings (number of respondents and percentage responding)**

<b>Heritage Value of Buildings</b>				
	Historical Value	Architectural Value	Contextual Value	Total Number of Reasons Provided
St. Jacobs	5 (56%)	4 (44%)	1 (11%)	9
Creemore	4 (50%)	5 (63%)	2 (25%)	8

The researcher's individual building evaluation found significantly more buildings (55 percent more) with heritage value in Creemore than in St. Jacobs. Additionally, the survey results reveal that more individuals with a relationship to the building in Creemore believed the building to have heritage value. One of the six respondents, who felt their building was of heritage value in St. Jacobs, owned the building. This is compared to four of the eight respondents in Creemore who own their own buildings. In this community, 67 percent of survey respondents believed their buildings to

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<sup>1</sup> The building's association with a theme, event, belief, person, activity, organization or institution that is significant to a community, it yields information that contributes to an understanding of a community or culture, or it reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant in the community (Government of Ontario, 2006)

have heritage value, while only 35 percent of survey respondents in St. Jacobs deemed their building to have this value. As hypothesized, these results suggest that there are more buildings of heritage value in Creemore than in St. Jacobs. The use of Regulation 9/06 was important as it covers a vast array of heritage elements including architectural, contextual and historical attributes. Therefore, even buildings that have undergone renovations and assumed new uses still have the potential to be identified as having heritage value.

This evaluation can be compared to one question in the business survey. The business survey asked participants if they feel that their building has heritage value. The results reveal that eight of the 17 survey respondents, or 47 percent, believed that their building had heritage value, in St. Jacobs. Only one of the 17 survey respondents deemed their building to have heritage value when the researcher did not. In Creemore, of the 12 survey respondents eight, or 67 percent, felt that their building had heritage value. In Creemore, there were no buildings deemed to have heritage value by the survey respondent, and not by the researcher.

#### **4.3.2 Evolving Built Form**

This section examines changes to the exterior of buildings in more detail. This information is provided to help understand the different perceptions presented by survey respondents in section 4.3.1. It is hypothesized that buildings in Creemore should have undergone changes that are in keeping with its heritage identity, whereas those changes in St. Jacobs should reflect a loss of this identity. The results of the business survey will be used to test this hypothesis.

To understand in greater detail the changes that have been made to the buildings, participants are asked to select all of the following alterations if they have been made: new windows, painting, exterior coverings, additional rooms/deck/porch, and ornamental features. The results (Table 4) show that in St. Jacobs, painting is the most commonly altered element (28 percent), followed by windows

(24 percent), additional rooms/decks/porches (20 percent) as well as ornamental features (20 percent), then exterior coverings (eight percent). Unfortunately, six respondents did not answer this question due to limited knowledge of the building history.

In Creemore, exterior coverings (29 percent) are the most common change, followed by windows (24 percent) and painting (24 percent), the addition of rooms, decks or porches (19 percent) and finally ornamental features (five percent). In Creemore, everyone who was surveyed completed this question, showing a connection to the buildings. These results also indicate that the alterations in Creemore have been a bit more extensive, with exterior coverings as the most common alteration. However, this is because there are fewer new developments in Creemore and exterior coverings, while not the most heritage sensitive form of heritage conservation, still allow for the structure of the building to be preserved. In St. Jacobs the addition of rooms, decks and porches was more common than in Creemore, reflecting the change that has occurred in St. Jacobs.

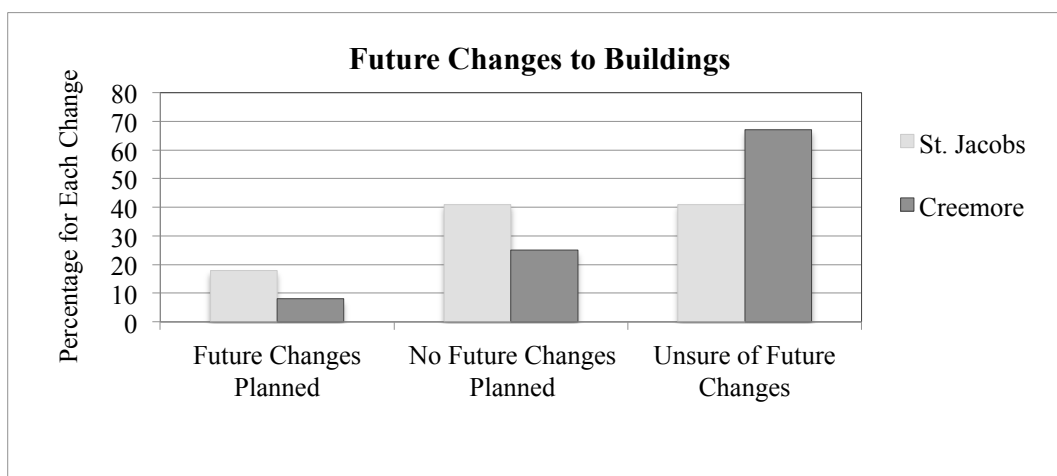
**Table 4: Changes to the Exterior of Buildings (total number and percentage responding)**

	Windows	Painting	Exterior Coverings	Additional rooms/deck/porch	Ornamental Features	No response
St. Jacobs	6 (24%)	7 (28%)	2 (8%)	5 (20%)	5 (20%)	6
Creemore	5 (24%)	5 (24%)	8 (29%)	4 (19%)	1 (5%)	0

Overall, in St. Jacobs, the majority of those surveyed are unsure if changes have been made. Forty-one percent say that changes have been made and only one respondent indicates that no changes have been made. In Creemore, 67 percent of respondents note that changes have been made to the exterior of the building, and only one respondent indicated that no changes have been made. While buildings in both villages have experienced exterior alterations, this suggests that in St. Jacobs, respondents have little awareness or knowledge of the exterior of the building, which would suggest that efforts to maintain the heritage defining elements of the building are lessened.

The survey then asks participants if any future changes to the building are planned. The results are summarized in Figure 6. In St. Jacobs, three respondents indicate that changes will be made to their buildings. These changes include new decks, patios and doors. Seven respondents say that no changes will be made and seven respondents did not answer the question, or were unsure if future changes would be made. In Creemore, one respondent intends to re-paint their building; three respondents have no intention of altering their building and eight are unsure of future plans to alter the exterior of their building. Therefore, in both villages, future changes are largely unknown at this time.

**Figure 6: Planning Future Changes to Buildings**



The second part of the survey asks respondents about the history of the buildings within which their businesses reside. The first question asks the approximate age of the building. Table 5 shows the approximate age of the buildings in both St. Jacobs and Creemore, as noted by the survey respondents. The results show that the majority of buildings in Creemore, 50 percent, were built between 1875 and 1900. It is important to note that in St. Jacobs a large portion of buildings, 33 percent, were built earlier than those in Creemore, between 1850 and 1875, however, equally as many buildings have been constructed since 1975. Overall, 58 percent of buildings in Creemore were built



prior to 1900, where only 39 percent were built during this time period in St. Jacobs. Since 1900, 45 percent of buildings have been constructed in St. Jacobs, while only 33 percent have been constructed in Creemore. Therefore, there are more new buildings in St. Jacobs than in Creemore. This relates to the exterior changes made to buildings. In Creemore more changes are made as opposed to new development, as seen in St. Jacobs.

**Table 5: Approximate Age of Buildings in St. Jacobs and Creemore**

Approximate Age of Buildings (%)									
	Pre 1800	1800- 1825	1825- 1850	1850- 1875	1875- 1900	1900- 1925	1925- 1950	1950- 1975	Post 1975
St. Jacobs	6	0	6	33	0	6	0	6	33
Creemore	0	0	0	8	50	17	0	8	8

The results from this study validated the hypotheses. In Creemore, changes to the buildings were often to better improve the structure, as seen by the greater number of buildings with heritage value. In addition, there are many more new developments in St. Jacobs than in Creemore, marking a loss in the village's traditional heritage identity. The greater number of survey respondents who had knowledge of changes to the buildings indicate a stronger relationship to them and could potentially result in better care for the heritage characteristics of the buildings.

#### **4.3.3 Community Attitude towards Heritage Buildings**

The survey progressed asking respondents their opinions of heritage buildings. The community's perspective on heritage offers a good indication as to how buildings will be treated in the face of change. It is hypothesized that survey respondents will be more supportive of heritage buildings in Creemore than in St. Jacobs. Data gathered from the business survey will be used to test this hypothesis.

The survey asked if respondents feel that the heritage buildings in the community should be protected to maintain the character of the area. In St. Jacobs, one respondent said it was too late for buildings to be preserved, while the rest (94 percent) agreed that yes, heritage buildings should be protected to maintain the character of the area. In Creemore, 10 respondents (85 percent) felt that heritage buildings should be protected, while one respondent is unsure and one respondent offers no answer. This suggests that both villages value the conservation of heritage buildings.

The results are a bit different when asked if the heritage buildings in the community have been adequately protected from demolition or alteration to maintain the character of the area. In St. Jacobs, the majority of respondents (53 percent) feel that buildings have been adequately protected. A significant number of respondents, 35 percent, were unsure if buildings had been adequately protected and only 12 percent felt that they had not been protected. The opinions in Creemore were much more varied. Of those surveyed in Creemore, fewer respondents, 33 percent, felt that buildings were adequately protected. Thirty-three percent also felt that buildings have not been properly protected. In Creemore, a large number of participants (25 percent) were also unsure and one (eight percent) said both yes and no as “some building have been unsuccessfully saved, but many buildings have been restored” (Survey respondent, 2011). As the individual building evaluation revealed St. Jacobs to have fewer buildings of heritage value, these results are of concern.

Participants were asked if they feel that owners should be able to make changes to the exterior of their buildings at their own discretion. In St. Jacobs, a large number of participants, 71 percent, feel that they should not be able to make changes at their own discretion. In Creemore this feeling was still strong; however, only 58 percent of respondents feel they should not be able to make changes at their own discretion. In St. Jacobs 12 percent are unsure, and 18 percent felt that yes, owners should be able to make changes to their buildings at their own discretion. In Creemore, 33 percent are unsure, and only 8 percent feel that changes to their building should be made at the

owners' discretion. In both villages over half of the respondents feel that they should not be able to make changes to their building, which has a tremendous impact on the protection of the building.

#### **4.4 Conclusions**

In summary, the information presented in this section tested three hypotheses. Firstly, that change to buildings in Creemore should be in keeping with the village's heritage identity, while changes to buildings in St. Jacobs should reflect a loss of this identity. Secondly it was hypothesized that there would be more buildings of cultural heritage value in Creemore than in St. Jacobs. In addition, it is expected that more people surveyed in Creemore will have a better understanding of their building and if it is of heritage value. Lastly is that those surveyed from Creemore would be more supportive of heritage buildings than those surveyed in St. Jacobs (Fifty-eight percent of buildings are from 1875-1900 or before, while only 29 percent are this old in St. Jacobs).

The survey section on building changes found key differences in both villages. The researcher and survey participants are both of the opinion that there are more buildings of heritage value in Creemore than in St. Jacobs. This relates to the fact that the buildings in Creemore are older than those in St. Jacobs. Although exterior building alterations have taken place in both villages, the buildings have been recognized for their historical value in St. Jacobs and for their architectural value in Creemore. In both villages, some degree of architectural integrity has been lost, due to exterior alterations. Alterations have been more extensive in St. Jacobs with the addition of rooms and porches, which have changed both the size and character of the building. In Creemore, the most common alteration has been exterior coverings, which, while not the best form of heritage conservation, do help to maintain the size and form of the original building. In this community, a desire to conserve the heritage character of the town, including the look of the buildings, is combined with a wish to profit. It can be concluded, therefore, that private investment in Creemore is made to

maintain and restore the heritage elements of the building that are visible to the tourist. In St. Jacobs, the heritage characteristics of the buildings are less important than the overall look and maintenance of the building. Therefore, the heritage defining elements are threatened in this process.

## **Chapter 5:**

### **Towards an Understanding of Evolving Built Form**

#### **5.1 Introduction**

This chapter provides an explanation for the current heritage structure of the two communities considered in this study (objective 2). Various general explanatory factors are explored: the characteristics and attitudes of business owners; public policy; public sector development initiatives, public opinion and community promotion. Data to meet this objective are extracted from four sources: the business survey; municipal and provincial planning policy and public notices; newspaper articles and marketing material. In each case, the applicable data for each village is presented followed by a discussion comparing the data for the two villages.

#### **5.2 Business Owner Characteristics and Attitudes**

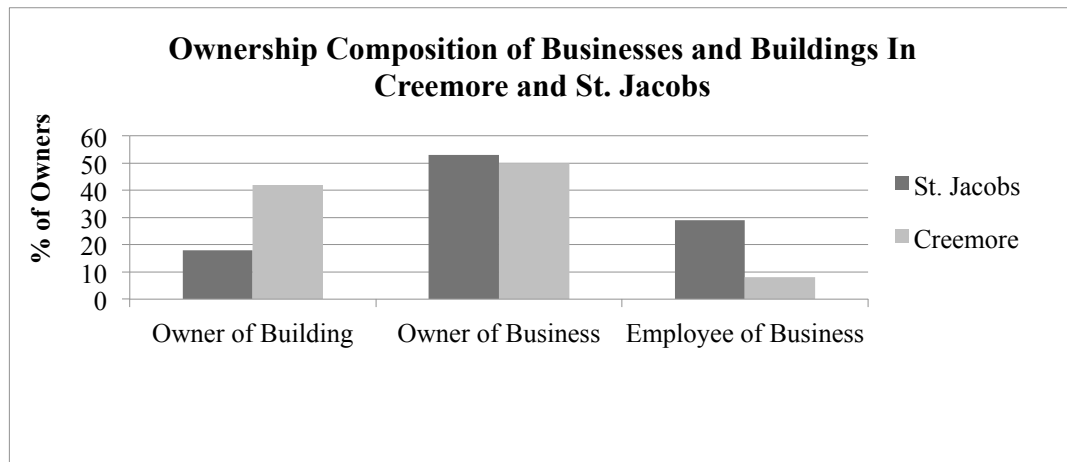
Data provided in the business survey are used to determine if there is a relationship between the number of heritage buildings in each community, and various characteristics and attitudes of local business owners. Respondents were surveyed on the following characteristics: residential status, relationship to business/building, length of occupancy, business history, product/service history, factors of locating in village and attitudes towards tourism. It is hypothesized that the stronger the survey respondent's relationship to the village is, the more concern for heritage and the condition of the building he/she will have. It is expected that survey respondents in Creemore will have a closer connection to their village, as there are more buildings of heritage value in Creemore than in St. Jacobs.

### **5.2.1 Business/Residential Characteristics**

Part I of the survey sought to find information about the business history as well as the business/building owner's relationship to the village. The first question asked survey respondents if they are full-time or part-time residents of the town. Survey results indicate that none of the survey respondents who work/own a business in St. Jacobs actually resides there. Eight business owners or employees travelled from Waterloo, four from Kitchener, two from Elmira and one from Listowel. This is in stark contrast to Creemore, where 10 of the 12 people surveyed who own businesses or work in Creemore actually live in this community. This is similar with the findings from Vanderwerf's (2010) research where 92 percent of the resident participants lived in Creemore year round.

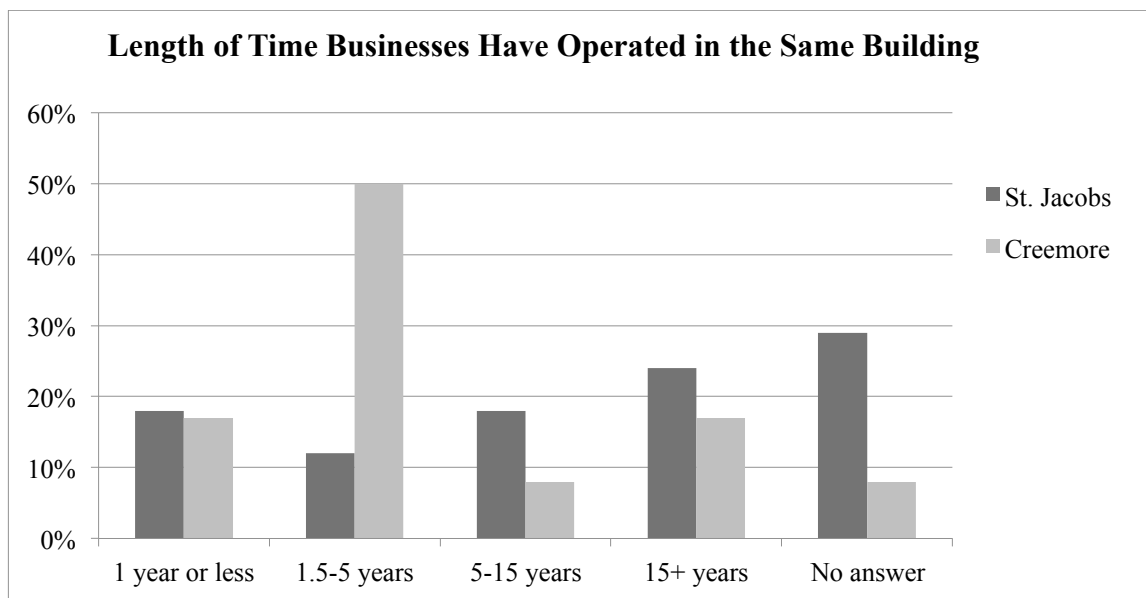
Survey respondents were asked if they are the owner of the building, owner of the business or employee of the business. In St. Jacobs, 18 percent of the respondents are the owners of the buildings, 53 percent are the owners of the business and 29 percent are employees of the business. In Creemore, 42 percent of respondents own the building, 50 percent own the business and 8 percent are employees of the business. In addition, two of these respondents have been living in the town for 20 or more years, 5 respondents for 5-15 years and 3 for less than 5 years. Figure 7 shows how many more respondents are owners of buildings in Creemore than in St. Jacobs.

**Figure 7: Ownership of Buildings in St. Jacobs and Creemore**



To uncover why the buildings have changed, survey respondents were asked to indicate how long each business has been operating in the building to see if the change of ownership has a substantial impact on the design of the building. The majority of businesses in St. Jacobs did not answer this question; however, the next most common response, 15 or more years, received a response rate of 24 percent. In Creemore, the most common response was for one and a half to five years with 50 percent of respondents indicating this length of time. This was followed by one year or less and plus 15 years, which, in both cases, received a response rate of 17 percent. The number of years a business has been operating in the same building is similar for St. Jacobs and Creemore (see Figure 8). The biggest difference is in the one and a half to five year range, where six businesses (50 percent) in Creemore indicated length of time and only two businesses (eight percent) in St. Jacobs fit this range. Therefore, there are a greater number of newer businesses in Creemore than in St. Jacobs. As Creemore has more buildings with heritage value, the change of ownership does not have a substantial impact on the design of the building.

**Figure 8: Time Businesses Have Operating in the Same Building**



In addition, survey participants were asked if their current business has always sold the same products or offered the same services in the building. This question was asked because the products sold or services offered may influence the form and shape the building takes. Answers are comparable for St. Jacobs and Creemore. Results show that seven businesses answered yes to this question in both St. Jacobs and Creemore, while four said no in St. Jacobs and six said no in Creemore. This indicates that in both villages the majority of businesses have continued to sell the same products or offer the same services since operating in the building.

Analysis of survey results further reveals that six businesses in St. Jacobs have always operated their current businesses in the same building, while six others have not always operated their current business in the building. In Creemore, responses are also divided evenly. Five individuals note that they have always operated their current business in the same building, with an additional five stating the reverse (two individuals did not respond). In addition to this, respondents indicated



where their business was previously located. In St. Jacobs, five businesses indicated that they had recently moved from the Riverworks building at 1441 King Street, (now Quarry Integrated Communications) and one business had moved to King Street from Guelph. In Creemore, two businesses had moved from other locations on Mill Street, and two businesses had moved from other locations within downtown Creemore. As the results are fairly split in both villages, this may indicate that remaining in the same building might not be an important factor for businesses. In addition it appears that businesses do move within the same area in each village. However, remaining on the main commercial street appears to be somewhat more important for businesses in St. Jacobs than in Creemore. This again relates to St. Jacobs' desire to cater to the tourist.

Survey participants were also asked to provide their main reasons for opening their business in their respective villages. Respondents were allowed to indicate multiple reasons to uncover if personal factors, elements of the physical environment, or if current business climate contribute to an individual's desire to open businesses in each village. Seen in Table 6, the majority of businesses in St. Jacobs located there for the tourism traffic at 53 percent, while only 8 percent of respondents noted this as a key factor in Creemore. The second most important factor noted by participants in St. Jacobs was its geographic location. Many of the respondents noted its close proximity to larger urban centres, such as the City of Waterloo and the City of Kitchener. The most highly noted factor for Creemore was that business owners/employees lived in the town. In Creemore, the most common reason for opening a business in the village is that the people want to work where they live (33 percent). A tie followed this between the ability to offer a niche product and the increased job opportunities in the village. No participants from St. Jacobs mentioned the heritage qualities of the village as a factor and only 8 percent in Creemore noted this as a reason for opening a business in the village. Therefore, the actual built heritage of the villages is not drawing businesses to locate in either village.

**Table 6: Reasons for Operating a Business in St. Jacobs and Creemore**

Reasons for Opening a Business in Each town (%)							
	Live in Town	Tourism Traffic	Ability to offer Niche Product	Better job Opportunities in Village	Small Town Feel	Heritage Qualities of Village	Geographic Location
St. Jacobs	0	53	12	0	0	0	29
Creemore	33	8	17	17	8	8	0

Participants were also asked to list the attractive qualities of the town for business. This was asked to determine what qualities keep businesses in each village. Responses are grouped into four categories as seen in Table 7. In St. Jacobs, results again indicate that being a tourist destination is the most attractive quality of the town (48 percent). This is followed by the presence of historical buildings (30 percent). Results in Creemore are somewhat different. Here, small town character is most important (40 percent), followed by it being a tourist destination (33 percent). These results are interesting for three reasons. Firstly, historic buildings were indicated the least amount of times in Creemore and the second least amount of times in St. Jacobs. This would suggest that historical buildings play a small role in the attractiveness of both Villages for business owners. Secondly, historical buildings were noted to be attractive to more than 20 percent of the sample in St. Jacobs, where there are fewer historical buildings, than there are in Creemore. Lastly, it could be assumed that the idea of small town is often associated with historical buildings. If these two terms were grouped together it could be said that the historical buildings in the village do play a large role in making it an attractive place for businesses.

**Table 7: Attractive Traits for Operating a Business in Each Town**

Attractive Qualities of Each Town (%)				
	Small Town	Historic Buildings	Tourist Destination	Geographic Location & Features
St. Jacobs	13	30	48	9
Creemore	40	11	33	17

In summary, the residential and business history of the buildings in St. Jacobs and Creemore appears to have some impact on the conservation of the buildings. In general participants were split on the importance of historical buildings to the villages, which led to a divide in their wish to conserve the buildings. The owner/employee relationship to the buildings appears to be significant. In Creemore, a larger majority of participants live in the community and own the building, which appears to have contributed to less alteration or demolition of the buildings.

### **5.2.2 Attitudes towards Tourism**

The business survey asked respondents their opinion of tourism to help determine the extent to which it has an impact on the built environment. It is hypothesized that the greater the desire to increase tourism, the greater the negative effect will be on the historical built environment.

To evaluate attitudes towards tourism, respondents were asked to rank how important or how strongly they felt about four different questions. The results, summarized in Table 8, reveal that attitudes towards tourism are similar in both communities. The majority of respondents in both villages feel that tourism is extremely important for their businesses, that tourist numbers are currently not adequate to sustain local businesses that rely on tourists, that there is not a point at

which they would consider there to be too many visitors and that both villages would like to see more tourist businesses in the community.

**Table 8: Participants' Opinions on Tourism (%)**

	St. Jacobs	Creemore
How important is tourism to your business?		
Not Important	0	0
Somewhat Important	6	25
Very Important	35	8
Extremely Important	59	67
Unsure	0	0
Are tourist numbers currently adequate to sustain local businesses that rely on tourism?		
Strongly Disagree	35	8
Disagree	58	42
Agree	6	25
Strongly Agree	0	8
Unsure	0	17
Is there a point at which you would consider there to be too many visitors?		
Strongly Disagree	35	8
Disagree	41	58
Agree	18	17
Strongly Agree	0	8
Unsure	6	8
Would you like to see more tourist businesses in this community?		
Yes	82	67
No	12	0
Unsure	6	25

While overall impressions regarding tourists are similar, there are some key differences. For example, 93 percent of respondents in St. Jacobs feel that tourist numbers are not adequate to sustain local businesses, while only 50 percent of respondents in Creemore feel this way. This information can be interpreted two ways. Firstly, more tourists visit Creemore than St. Jacobs. It could also be interpreted that businesses in Creemore sell more to local residents than St. Jacobs does and therefore do not rely on tourist dollars as much. As 82 percent of respondents wish to see more tourist businesses in St. Jacobs, it is suggested that St. Jacobs caters more to the tourist than to the local residents. While both villages feel that tourism is important to their business, 94 percent say tourists are very important or extremely important in St. Jacobs, while only 75 percent of businesses believe that tourists are very important or extremely important for their business in Creemore. In St. Jacobs, 58 percent of respondents strongly disagree that there is a point at which they would consider there to be too many visitors, while only eight percent strongly disagree with this statement in Creemore and eight percent strongly agree that there is a point at which they would consider there to be too many tourists.

Mitchell and de Waal (2009) and Vanderwerf's (2008) previous studies on St. Jacobs and Creemore looked at resident attitudes towards tourism. In 2008, Vanderwerf found that feelings towards tourism were positive in Creemore. The majority of residents strongly agree that visitors are beneficial to local businesses and 75 percent enjoy seeing and interacting with visitors. Feelings towards the community are strong, as 85 percent feel proud when visitors come and enjoy the community (Vanderwerf, 2008, 58). The idea of using tourism as a strategy for economic growth is also positive, as 66 percent agree that more stores, services, restaurants and accommodations are needed (Vanderwerf, 2008, 58). The study also found that half of the participants are aware of the negative aspects of tourism, and 47 percent noted parking and traffic as problems. However, 63 percent indicated they are willing to put up with the negative aspects of tourism. Therefore, at the

present time, residents enjoy tourism and see it as a positive form of economic development and growth of the community.

Mitchell and de Waal's (2009) research looked at resident attitudes towards tourism in St. Jacobs. The same questions that were originally asked in 1994 were asked again in 2006 to identify if attitudes had changed. Mitchell and de Waal (2009) asked participants to identify positive aspects of tourism and found "beautification of downtown and generation of local revenue for local merchants" to be the most common response (160). Concerning to this research is that the restoration of buildings was noted as a positive aspect of tourism by 14 percent of respondents in 1994 and dropped to 1.4 percent in 2006 (Mitchell and de Waal, 2009, 160). Additionally, it appears that residents are becoming more accustomed to tourism as in 2006, 72 percent of respondents are aware of the adverse effects of tourism which dropped from 95 percent in 1994. This may be associated with the outmigration of residents and the influx of newcomers to the area. This movement of people was also highlighted in the survey responses as many residents spoke of relocation of Mennonite farm families, whereas in 1994, residents mentioned the exploitation of Mennonite culture (Mitchell and de Waal, 2009, 160).

These findings suggest that tourism is an important economic initiative in both communities, and one that residents support. In St. Jacobs the attraction of tourists appears to be more important than the preservation of the character of the area for both businesses and residents. The desire to expand the tourism market is strong for residents of both communities; however, the business community expressed a stronger desire for more venues to service the tourist in St. Jacobs than in Creemore. The greater pressure for tourism in St. Jacobs has increased the demand for heritage type buildings that reflect an architectural style from the past and an outmigration of residents, particularly the Mennonites who contribute to the locale cultural heritage. In addition, this has allowed for larger franchise businesses like Tim Horton's to move into the village to accommodate and service tourist

needs. In Creemore, the reduced focus on tourism has taken the pressure off the need for new development, allowing businesses to slowly renovate the existing buildings or construct new ones in a style that complements the original built environment.

### **5.2.3 Reasons for Choosing Creemore and St. Jacobs**

The final question of the survey aims to evaluate business owners/employees main reason for working in each village. Reasons related to heritage conservation are intertwined with the type of lifestyle and the potential for financial returns to see how they compare. Participants were asked to rank from one, not important, to five, important, the significance of various reasons for opening a business, or working in each community. The responses are quite different for each community as can be seen in Table 9. Survey results reveal that in St. Jacobs the opportunity to maximize financial returns was ranked as the most important factor (53 percent) for opening a business or working in the town, while in Creemore, the opportunity to work in a small, rural community was ranked as the most important factor (67 percent). The next most important factor for St. Jacobs was the potential to meet people (47 percent) and for Creemore was the potential to work with likeminded people (58 percent). In both towns, the opportunity to preserve an historic building and the opportunity to work in an historic building were not ranked as an important factor. However, the results show more support for these two factors in Creemore than St. Jacobs. When asked to rank the opportunity to preserve an historic building, the majority of respondents in Creemore ranked it at level 3, moderately important, (50 percent) compared the majority of respondents ranking at a level 1, not important, (29 percent) in St. Jacobs.

**Table 9: Factors for Operating a Business or Working in the Community**

To what extent was each of the following important to your decision to open a business in this community (or work here) (%)						
Not Important			→	Important		
	1	2	3	4	5	No answer
Potential to Meet People						
St. Jacobs	12			24	47	18
Creemore	17		17	25	33	8
Opportunity to work in an historic building						
St. Jacobs	29	18	24	12		18
Creemore	25	17	17		25	17
Opportunity to live in a small, rural community						
St. Jacobs	24	6	24	24		24
Creemore			8	8	67	17
Opportunity to preserve an historic building						
St. Jacobs	29	12	1	12	6	24
Creemore	8		50	17	8	17
Potential to maximize my financial returns						
St. Jacobs	8			29	53	12
Creemore			25	8	50	17
Opportunity to work in a community with like-minded people						
St. Jacobs			24	41	41	12
Creemore				33	58	8
Potential to share my knowledge or skills with others						
St. Jacobs	6	6	18	18	35	18
Creemore			17	33	42	8

This question was an important part of the survey to help understand why the buildings have changed in each community. The results suggest why buildings in St. Jacobs may not have been as



well protected as they have been in Creemore. The majority of respondents feel that maximizing their financial returns is more important than the opportunity to work in an historic building, to conserve one, or to even live in a rural community. The opinions portrayed from St. Jacobs are likely due to the fact that no participants in St. Jacobs actually live in the village. The difference is in one's desire to conserve the aspects of the community that give it heritage value.

This section looked at various characteristics and opinions of the business/building owners to determine if these factors impact the historical built environment, and if so, in what way. It has been found that the majority of characteristics and opinions of business/building owners are different for Creemore and St. Jacobs. Survey respondents in St. Jacobs are more disconnected from the buildings they work in than those in Creemore. In addition survey respondents from St. Jacobs are much more focused on tourism and desire more tourism than do the respondents in Creemore. These factors influence the shape that the built environment takes on and may threaten the heritage value of the building.

It is important to understand how policy interacts with the public's views of the various elements surveyed. As policy guides the growth and shape of the community it is the key tool in controlling change. Findings from the policy review will allow for a better understanding of how it has influenced the current built form and how it has worked with or against the public's view of appropriate growth.

### **5.3 Public Policy**

Public policy plays an important role in the growth and appearance of communities. It is hypothesized that policy has played a larger role in the conservation of buildings with heritage value, in Creemore than in St. Jacobs, as Creemore has more buildings of heritage value. A variety of documents was reviewed, first using content analysis to help support information collected from the

surveys. These documents are described in Chapter 3 and include various provincial and municipal acts and policies. Each was reviewed to understand the principles guiding heritage protection, the role of tourism and what type of development is encouraged from the provincial to the municipal level.

There is a long history of legislative efforts to guide the protection of cultural heritage. In 1972, The United Nations Education, Social and Cultural Organization (UNESCO) created the World Heritage Convention (WHC) to protect and manage heritage around the globe. Once Canada became a member in 1975, it began to produce Provincial Acts showing its obligation to protect and manage the cultural landscapes of this nation.

### **5.3.1 Ontario Heritage Act**

The Ontario Heritage Act (OHA), originally passed in 1975, is the guiding legislation for heritage conservation in the Province of Ontario. While the Act encourages municipalities to conserve their heritage, it does not require them to do so. Shipley (2000) notes that the Act follows an approach that was common in the 19<sup>th</sup> century. This approach is sometimes referred to as “three legs of the stool” and advocates “1) identification of heritage resources, 2) protecting those resources by imposing a process to review proposed changes and if necessary preventing alterations that compromise heritage value and 3) providing financial assistance” (394).

The OHA offers three statutory mechanisms for the conservation of built heritage: the conservation of individual properties of cultural heritage value or interest, Heritage Conservation Districts, and heritage easement agreements. The OHA gives municipalities and planning approval authorities the ability to protect heritage through their Official Plans. Through the OHA, official plans are able to have the following provisions: architectural design guidelines, heritage property listings and designation provisions, heritage conservation easements, recognition/role of municipal heritage committee, and grants and loans for heritage conservation (Ministry of Culture, 2006). Part IV of the

Act is concerned with the designation of individual properties as being heritage resources, while Part V of the Act revolves around the designation of Heritage Conservation Districts. To designate individual buildings or districts, the OHA makes municipalities pass a by-law containing a standard set of information including legal description of the lot, value statement and a list of character defining elements.

Many academics and professionals have criticized the Ontario Heritage Act since its creation. Denhez (1978) explains that during the time the OHA came into effect, Canada's limited background of legislative standards made it difficult to build new architectural or heritage conservation legislation. Its inadequate protection laws, and lack of provincial and municipal power to actually implement change, were criticized (Fram, 2003). Shipley (2000) notes that the original Act allowed individual property owners to exempt their property from the provisions of heritage district designation. Additionally, it did not give power to stop demolition, even if the building was designated.

Due to the weak legislative power of the OHA, it was amended in 2005. The passing of Bill 60 provided the 2005 Ontario Heritage Act with more power to identify, conserve and protect cultural heritage resources. Today, the Act endows municipalities with the power to prevent demolition. Now not only are most heritage designations made at the municipal level, but also community groups and stakeholders have greater negotiating power.

### **5.3.2 Ontario Planning Act**

The Ontario Planning Act offers a legislative framework for land use planning in Ontario. As all land-use decisions require consideration of planning legislation, it is a vital document for the conservation of heritage. Section 2 of the Act identifies matters of provincial interest and includes the conservation of significant features of architectural, cultural, historical, archeological or scientific

interest. Section 3 of the Act allows the province to devise policy statements on matters of provincial interest. The Provincial Policy Statement offers a framework for long term planning and provides policy direction to municipalities and approval bodies that make decisions on land use planning matters.

The Planning Act permits municipalities and approval authorities to include cultural heritage conservation policies, objectives and approval procedures in their Official Plans. These can include, but are not limited to, demolition control by-laws, interim control by-laws, subdivision development agreements, and financial incentives like Community Improvement Plans (The Ministry of Culture, 2006).

### **5.3.3 Provincial Policy Statement**

The Provincial Policy Statement (PPS) (2007) supports heritage conservation and offers direction for provincial and municipal organizations. The PPS is issued under Section 3 of the Ontario Planning Act and provides direction on land use planning and development while recognizing the interrelationships between economic, environmental, and social factors (OMMAH, 2007). Section 2.6 is concerned with the conservation of cultural and built heritage resources. Section 2.6.1 specifies, “significant built heritage resources and significant cultural heritage landscapes shall be conserved” (OMMAH, 2007). Section 2.6.3 ensures that mitigative measures are taken when development and site alteration occurs on property adjacent to a protected heritage property to ensure the conservation of the resource. Additionally, The PPS suggests that significant cultural heritage landscapes and resources shall be conserved and further states that any development on or around a protected heritage property must be done in a way that is conducive to the conservation of the identified heritage resource.

### **5.3.4 Places to Grow: Growth Plan for the Greater Golden Horseshoe**

The Growth Plan for the Greater Golden Horseshoe, published in 2006, is a twenty-five year plan devised by the Government of Ontario to encourage complete communities, vibrant downtowns, growth that protects farmland and green spaces, multitude transportation, and age- friendly housing options. Although the Region of Waterloo is scheduled by the province to receive additional jobs and residents as per the Places to Grow Act, the growth is projected to occur in designated growth centers, namely Uptown Waterloo and Downtown Kitchener. As a result, St. Jacobs will not experience an inordinate increase in growth and is not subject to the policies of this plan. Similarly, Simcoe County is expected to receive growth in the growth centre of Downtown Barrie. With that being said, Creemore is not regulated under the Places to Grow Act. However, it is important to acknowledge that the influx of residents to the urban areas surrounding St. Jacobs and Creemore will have an impact on the growth in the towns.

### **5.3.5 The Waterloo Regional Official Plan**

Provincial policy concerning the protection of heritage resources guides the development of local plans that set out more specific policies for the area. A review of the Regional Official Plan reveals that the conservation, protection and use of cultural heritage resources are important principles of the Region. The Regional Official Plan (ROP) begins with a “Vision for a Sustainable and Livable Waterloo Region”, highlighting that livable communities have a unique sense of place and character that is associated with their cultural heritage elements. The identification, conservation and adaptive reuse of historical buildings are acknowledged as important contributors to achieving this goal. This is expressed in section 2.D.1 as a principal of the “General Development Policies”. Chapter 3 of the ROP is centered on the ‘livability’ of Waterloo Region with the overarching goal of creating vibrant urban and rural places (Region of Waterloo, 2006). Section 3.G.1 states that the

Region and area municipalities will identify cultural heritage resources and that such resources will be conserved by the provisions of the Heritage Act, the Planning Act, the Environmental Assessment Act, and the Municipal Act. This section further states that the Region will prepare and update a Regional Implementation Guideline for Conserving Regionally Significant Cultural Heritage Resources in accordance with the Ontario Heritage Act. Additionally, the policy states that area municipalities will identify cultural heritage resources by establishing and maintaining a register of properties that are of cultural heritage value or interest to be compiled into a region-wide inventory. The Plan indicates that a Regional Heritage Planning Advisory Committee will assist the Region in the implementation of the policies in this plan and encourages area Municipalities to do the same. The ROP implies, then, that it is the duty and of area municipalities to identify heritage resources so that proper steps are taken to ensure their future viability.

The ROP is quite elaborate in ensuring the viability of heritage resources in the event of new development. The policy indicates that area Municipalities are to include policies in their Official Plans that require a ‘Cultural Heritage Impact Assessment’ in support of proposed development that is on, or adjacent to, designated properties or properties of interest, listed on the Municipal or Regional Heritage Register (Region of Waterloo, 2006). In the event of a new development on, or adjacent to, a cultural heritage resource of regional interest, the Region will strive to conserve the resource intact by incorporating it and its surrounding landscape into the proposed development in a manner that does not compromise its heritage value, while ensuring the development is visually compatible with, yet distinguishable from, the resource (Region of Waterloo, 2006). If the resources cannot be conserved, reuse or adaptive reuse, of the building or its heritage elements, is encouraged.

The ROP further states that an ‘Arts, Culture and Heritage Master Plan’ will be developed by the Region and Area Municipalities to help foster community identity, to increase public awareness and support for the arts, culture and heritage resources and to improve accessibility to these resources.

Chapter 6 of the ROP pertains to the conservation of the countryside and deals primarily with the conservation of natural and agricultural heritage. The heritage policies of the ROP are wide ranging and cover many aspects of heritage protection.

### **5.3.6 Township of Woolwich Official Plan**

The Township Official plan indicates that Area Municipalities are to implement the goals, objectives and policies of the Regional Official Plan, in a way that recognizes the distinctive local needs and circumstances through a more detailed official plan. Policies pertaining to the Village of St. Jacobs are found in the Township of Woolwich Official Plan (OP) (2010).

The Township of Woolwich Official Plan first speaks to heritage when defining the value and goals of the plan. The Plan values the Township's diverse cultural heritage, including the Old Order Mennonite community (Township of Woolwich, 2010). One of the goals of the Plan is the protection, conservation or rehabilitation of its heritage resources (Township of Woolwich, 2010).

The Official Plan designates the land use of the Village of St. Jacobs as "Urban Settlement Area", consistent with the Regional Official Plan (Township of Woolwich, 2010). According to the Plan, urban settlement areas contain a variety of residential, commercial, service, recreational and industrial uses (Township of Woolwich, 2010). Chapter 7 begins with general policies applicable to all settlement areas within the Township of Woolwich. Broad design principles are offered which speak to creating a high quality public realm with streetscapes and buildings that promote interaction amongst the community, supporting the natural environment, encouraging public safety and integrating uses and housing types within the community (Township of Woolwich, 2010). The general guidelines for residential areas speak to design and location of buildings, encouraging pedestrian-friendly streetscapes through prominent building fronts, porches, and detached or rear yard garages.

The Plan also contains “Settlement Plans” for each of the settlement areas. “Settlement Plan - St. Jacobs Settlement Area” discusses policies that pertain to development, growth and land uses in this area (Township of Woolwich, 2010). One of the goals (7.17.2) for the settlement area is for the conservation and maintenance of heritage and natural features (Township of Woolwich, 2010). The Urban Design (7.7.13) principles aim to ensure that, through form and structure, new development will reinforce the traditional development pattern of small town Ontario (Township of Woolwich, 2010).

This area is further broken down indicating that the study site for this research is designated “Core Area”. The Plan states that Core Areas shall be primarily commercial, service and office land uses, but it also allows for mixed residential/Core Area developments. The Plan recognizes the strong tourist industry that exists within this area and encourages a broad range of commercial uses to suit their needs. Most important to this research is policy 7.17.6.2f, which states “Buildings and structures designated under the Ontario Heritage Act, shall be conserved where feasible in redevelopment of the Core Area” (Township of Woolwich, 2010). Additionally, it encourages streetscape and façade improvements through sidewalks, lighting, seating and signage enhancements along the streets.

Chapter 12, Heritage Policy, expresses the Township’s desire and intent to support heritage preservation. Firstly, the policy supports the works and objectives of the Waterloo Regional Heritage Foundation and further states that it will consider passing by-laws under Provincial legislation to prevent the demolition and alteration of buildings with historical value. The Township is committed to maintaining a list of heritage buildings or structures and will support public or private initiatives to restore or conserve heritage resources. Lastly, the policy states that development within the Township must conform to the Heritage Conservation Policies of the Regional Official Plan.



### **5.3.7 Township of Woolwich Zoning By-Law**

The zoning by-law dictates the types of development that are and are not permitted in certain areas of the Township. The by-law also provides specific provisions for items such as setbacks, densities and parking. The lands within the research area of St. Jacobs are designated as “Core Commercial (C10)” under the 2009 Township of Woolwich Zoning By-Law. The Core Commercial designation allows for a vast array of uses consisting of retail, art galleries, clinics and medical offices, commercial entertainment or recreational facilities, dwelling units, personal service shops, parking lots or studios. The by-law states the maximum building height is 10.5 metres and specifies a minimum rear yard of 4.5 metres. Additionally, there are off street parking requirements for businesses within the commercial core area. Parking is to be equal to half of what is required for each specific use in the by-law. This promotes less car traffic and fewer parking lots in the downtown while encouraging walking or alternative forms of transportation.

### **5.3.8 The County of Simcoe Official Plan**

The County of Simcoe Official Plan (2007) is the broadest of the municipal plans that influence the development of Creemore. The Plan designates the land use of Creemore as Settlements (County of Simcoe, 2007, section 3.5). The purpose of this designation is to allow for growth and development in these Settlement areas creating an economically viable centre. However, with growth the Plan acknowledges the importance of protecting and enhancing the County’s natural and cultural heritage, listing this as part of its growth strategy. A goal of the Plan is the protection, conservation and enhancement of the County’s natural and cultural heritage.

Section 4.6 of the Plan deals with cultural heritage conservation. It defines cultural heritage as, “significant built heritage resources, archaeological resources, and cultural heritage landscapes” (County of Simcoe, 2007). The Plan strives to protect heritage resources a number of ways. First, it

states that the County will work with local municipalities to develop and uphold an inventory of cultural heritage resources designated under the Ontario Heritage Act, including heritage resources of community interest or significance. This is supported by the Plan's suggestion to develop a local heritage committee. Additionally, the Plan encourages sites with significant cultural heritage resources to be zoned in a way that ensures the conservation of the resources in accordance with Section 34(1) 3.3 of the Planning Act. Unique to this Plan is that the County encourages locally specific criteria to be developed by municipalities to properly deal with cultural heritage resources.

Section 4.6.3 of the Plan speaks to development proposals, requiring new development to observe the heritage policies of the County Plan thereby ensuring compatibility and conservation of the municipality's built heritage resources and cultural landscapes. Additionally, section 4.6.7 of the Plan allows for incentives to be offered by local municipalities to developers in exchange for the protection of significant cultural heritage resources. These are permitted through increased densities or density transfers.

Appendix Six of the Plan, "Cultural Heritage Resource Conservation Guidelines for Simcoe County" provides the County with an extensive plan for the conservation of cultural heritage resources, proving its commitment (County of Simcoe, 2007). These guidelines highlight the importance of the conservation of cultural heritage resources in their context as they offer a sense of community and place. The County-wide inventory of cultural heritage resources, as suggested by the Plan, is to consist of, but is not limited to: inventories devised and upheld by municipalities, data on potential and known archeological sites, archaeological potential maps that identify areas for further assessment, heritage resources of the County, provincial or federal interest or significance (County of Simcoe, 2007). In addition, the conservation guidelines provide information on the establishment of local heritage committees, stewardship of heritage properties, Municipal Cultural Heritage Trust Funds to allow for financial assistance towards conservation efforts, and conducting municipal plan

reviews. The guidelines offer criteria for determining the archaeological potential, the impact on built heritage resources and cultural heritage landscapes, the cultural heritage significance, the archaeological value or interest, as well as the architectural and/or historical value or interest.

### **5.3.9 Official Plan of the Township of Clearview**

The Official Plan of the Townships of Clearview (OP) (2002) sets out goals, objectives, land use, transportation and servicing policies to direct the growth and long term planning of the Township to create the most desirable living environment for present and future residents. The Plan guides municipal decision-makers on such things as implementing zoning criteria and municipal by-laws, assessing development applications and plans of subdivision/condominium as well as amendments to this Plan or to the zoning by-law. This Plan is in accordance with The County of Simcoe Official Plan as per regulations of Section 27(1) of the Planning Act.

The OP has quite extensive policies pertaining to the identification, conservation, management and promotion of the community's cultural heritage resources. Cultural heritage is first mentioned in Section 2.0 as a factor of the Municipal Growth Strategy. It states that in recognition of the value of heritage resources, an objective of the plan is to foster development that complements the historical form and function of the area through planning control that will identify and protect heritage resources. Cultural heritage is also identified as a social need and as an important component of community identity.

Chapter 8, Development Policies, contains numerous policies surrounding the protection of heritage in the face of new development. Section 8.14, Heritage Conservation, offers detailed evaluation criteria for the municipality's creation of a heritage inventory, the designation process for heritage resources, and ways in which the heritage conservation objectives of the Plan should be implemented. The Plan states that Council cannot pass a by-law to develop or redevelop a site

containing an identified heritage resource until the owner has surveyed and assessed the value of the resource, assessed the impact the proposed development will have, and indicated the mitigate methods proposed to reduce negative impact on heritage resource.

Chapter 4 deals with commercial land use policies, which the study area for this research is subject to, according to Schedule A of the OP. The Plan states that the expansion of the Township's commercial base is directed to the primary settlement areas such as the town of Creemore. The plan aims to enhance the commercial cores while maintaining the historical, small-town character of the established residential neighbourhoods (4.7.1). The uses permitted in this land use designation are broad, ranging from retail establishments, offices, banks, hotels, eating establishments and recreation facilities to gasoline and motor vehicle dealerships. The development principles of the commercial areas speak to maintaining dense form, encouraging residential mixed into commercial buildings, and parking requirements. In addition, it highlights the importance of new development to complement and maintain the character of the area.

Furthermore, Heritage Conservation Districts and Heritage District Plans are discussed. These may be devised to protect heritage resources in the face of development applications. As well, with regard to the commercial nature of this research's study area, the Plan suggests that the rehabilitation and new development of commercial areas should maintain the historical built form, particularly in terms of the scale of development and building materials.

#### **5.3.10 Clearview Township Comprehensive Zoning By-law**

The lands in the study area for Creemore are designated as either commercial or residential with one parcel of land being designated institutional according to the Township of Clearview Zoning By-Law (2011). Lands along Mill Street are given Commercial General (C1) and Prestige Industrial (MP). Most of the buildings within the study area of this research are designated General

Commercial. This designation allows for a variety of uses typical of commercial areas such as halls, personal service shops, offices, restaurants, medical centers, art galleries, hotels and taverns. Only one lot along Mill Street is zoned Prestige Industrial, which is to allow for the Creemore Spring Brewery. This designation permits light manufacturing, printing or publishing establishments, offices, recreational facilities as well as breweries and wineries. Additionally, ancillary retail outlets are permitted to allow the sale of goods produced on the premise.

The zoning provisions for Prestige Industrial designation are quite different from the Commercial General designations. The minimum lot area for Prestige Industrial is 2 hectares. This is much greater than the lot area permitted for Commercial General, which is only 450m<sup>2</sup>. Additionally, the height limit of the principal and accessory building located on a Prestige Industrial lot is much greater than for a Commercial General, allowing 18 m for each. The maximum height for the primary building on a Commercial General lot is 14m, while the accessory building may only be 10m high.

Additionally, in Schedule C2 of the By-Law, the subject lands are overlaid with a Historic Downtown Commercial Area designation. This requires that, despite other parameters in this by-law, the parking and loading spaces provided or available on the lot at the time the by-law is adopted, shall remain the same even if commercial use changes, as long as GFA remains the same. Reconstruction or renovation of commercial uses may expand the total commercial gross floor area by up to thirty percent without having to provide additional parking or loading spaces. Increases of more than thirty percent require the applicant to follow the provisions of the By-law. Cash-in-lieu of parking is required if parking or loading space is not feasible. New developments in this area are required to have a landscape buffer. Finally, commercial uses that are exempt from the parking provisions are entitled to 100 percent lot coverage.

### **5.3.11 Clearview Township Strategic Plan**

The Clearview Township Strategic Plan (2008) establishes the view and direction for the Township to help guide Council on actions and decisions for the future. The Plan consists of the community's vision, the Township's mission, goals, strategic actions and implementation and monitoring. This is an extra piece of policy put in place by the municipality, which the Township of Woolwich does not have. Relevant sections of policy will be discussed here.

A pertinent goal of the plan is community heritage, "preserving and sustaining Clearview Township's natural cultural and built heritage" (Township of Clearview, 2008). The Township has listed the desired outcomes of this goal, which include: communities which reflect their historical character, protect green space, agriculture recognition and support, a thriving and growing number of cultural events, waste diversion programs, energy self-sufficiency as a community priority and awareness of and support for the environment (Township of Clearview, 2008). To reach this goal, the Township has put forth five actions: 1) develop a program for sustainable management of natural resources, 2) devise an inventory and preservation program for historical buildings, structures and sites, 3) develop environmental policies, 4) work with partners to protect and enhance environmental resources, 5) promote and support the Townships' cultural events (Township of Clearview, 2008). This Plan offers another layer to help guide Council when making decisions concerning heritage.

The policy findings discussed here are important for this research as the regional and municipal plans ensure proper use of land and suitable growth of the communities. As both villages are growing tourist destinations, planning policy is required to control land use change and conflict. By analyzing policy, one can see the how a community wishes to change and grow. Policy offers local officials tools to ensure that they are able to maintain and enhance the resources that attract tourists for future generations. The next section will compare how the region and county plan and the two township plans policy differ in their protection of heritage resources.

## **5.4 Impact of Policy on St. Jacobs and Creemore**

Although regional and municipal plans throughout Ontario are somewhat similar, as they are influenced by provincial policy, as plans become more locally specific they become quite different. The policies reviewed for St. Jacobs and Creemore consist of more broad regional or county plans as well as more specific township policy and zoning by-laws. The analysis of these policies first indicates how the region or county wishes to grow and then how the smaller townships wish to grow. Ultimately, the policy is the force of change for the community. The differences will be discussed beginning with the regional and county plans, followed by the township plans and then the zoning by-laws.

### **5.4.1 Regional and County Official Plans**

The Region of Waterloo Official Plan and the County of Simcoe Official Plan have some key differences, which are summarized in Table 10. Both plans include the protection of heritage as a goal of the plan; however, Simcoe fails to include the identification of resources. The establishment of heritage advisory committees and the preparation of inventories of designated properties or those of interest are also included in both Plans. However, Simcoe County seems to be much more locally-focused. Simcoe suggests that all municipalities prepare a register, while the Region of Waterloo mandates the region and municipalities to do so. Likewise, Waterloo mandates the establishment of a regional and municipal heritage advisory committee, while Simcoe County only encourages municipal ones.

The County of Simcoe OP includes much more detail on the way that municipalities can protect their heritage, than does the Region of Waterloo's OP. Simcoe encourages locally-specific criteria to be used in the evaluation of heritage resources, recognizing the varying meaning of heritage to different groups of people. Simcoe's Plan includes provisions for the creation of specific zones,

land use designations and incentives to help protect heritage resources. In addition, detailed guidelines are offered to help municipalities identify and protect heritage resources. The Region of Waterloo mandates a Cultural Heritage Impact Assessment for any new development on, or adjacent to, a designated property or one of heritage interest. This can be a very powerful tool and one that Simcoe County may wish to adopt. Simcoe does not require this, but does require that if any resource is to be altered or removed due to new development, that full documentation through scaled drawings and photos are provided.

**Table 10: Comparison of Heritage Protection in the Region of Waterloo Official Plan and County of Simcoe Official Plan**

<b>Ways in which Policy Protects Heritage</b>	<b>Region of Waterloo Official Plan</b>	<b>County of Simcoe Official Plan</b>
Goal of Plan	It is identified that heritage contributes to the livability of the Region, therefore, its identification, conservation and adaptive reuse is a goal of the Plan.	To protect, conserve and enhance natural and cultural heritage.
Identification of Resource	Region and Area Municipalities are to identify and conserve heritage in accordance with provincial policies.	N/A
Maintain Register	Region to prepare and maintain a register of designated properties or those of interest.	County to work with local municipalities to develop and maintain inventory of designated properties and those of interest. County will have a register consisting of municipality's inventories.
Establishment of Heritage Advisory Committee	Regional and Municipal committees are mandated.	Municipal Committees are encouraged.
Monitoring Impact of New Development	Cultural Heritage Impact Assessment is required for new development on or adjacent to a property with designated buildings or those of interest.	New development should respect heritage policies and ensure compatibility and conservation.
Documentation of	N/A	If a heritage resource is to be



Resources		removed, measured drawings, photos and documentation of it in its surroundings is required.
Other Plans Mandated	Arts, Culture and Heritage Master Plan	N/A
Evaluating Resources	N/A	Encourages locally-specific criteria to be devised.
Creation of Specific Zones	N/A	Zone sites with significant heritage resources in ways that will prevent demolition.
Incentives for Protection	N/A	Municipalities may offer increased density or density transfers.
Heritage Protection Guidelines	N/A	Provided in Appendix Six of Plan.

### 5.4.2 Township Plans

The municipal plans for Woolwich and Clearview are more detailed, but key differences are found in the management and use of heritage resources. Table 11, summarizes the findings from the Township of Woolwich Official Plan and the Official Plan of the Township of Clearview.

**Table 11: Comparison of Heritage Protection in the Township of Woolwich Official Plan and Official Plan of the Township of Clearview**

<b>Ways in which Policy Protects Heritage</b>	<b>Township of Woolwich Official Plan</b>	<b>Official Plan of the Township of Clearview</b>
Value	OP values Townships' diverse cultural heritage.	N/A
Goal	A goal of the OP is the protection, conservation and rehabilitation of heritage.	N/A
Land Designation	Land within study area designated Urban Settlement Area and Core Area.	Land within study area designated as Commercial.
Urban Design	Traditional form of small town Ontario is encouraged. Implementation Plans may be used and zoning by-laws amended to achieve goals.	The scale and building materials of new development shall be in keeping with the heritage nature of the area.
Heritage Protection	Township will consider passing bylaws under provincial legislation to prevent demolition and alteration	Council may designate buildings, purchase designated properties or those of interest, arrange for sale of

	of buildings with historical value.	designated properties, or enter into easement agreements.
Inventory	Township is committed to preparing and maintaining an inventory of designated properties and those of interest.	Detailed evaluation criteria for the establishment of an inventory of designated properties and those of interest.
Growth Strategy	N/A	Aims to foster development that complements historical form and function.
New Development	N/A	May require developer to prepare inventory for area and to assess impact of new development while also indicating proposed methods to mitigate negative impacts.
Advisory Committee	N/A	Local Architectural Conservation Advisory Committee
Evaluation Criteria	N/A	Specific criteria for historical, archeological, architectural value and/or interest.
Heritage Conservation Districts and Heritage District Plans	N/A	Permitted in Plan.

The Township of Woolwich Official Plan reads very much like the Region of Waterloo Official Plan, stating goals and objectives, of which heritage is a part. The Township of Clearview plan does not begin with goals and objectives, like most plans. Instead it begins with a section on how to use the plan and how the plan relates to other relevant plans for the Township. However, the first real section of policy, “Municipal Growth Strategy” does state that the goal is for growth in the community to complement the historical form and function of the area. Both policies discuss design criteria and the preparation and maintenance of a heritage inventory.

There are some key differences between the Township of Woolwich OP and the OP of the Township of Clearview. These become evident when offering detailed tools to protect heritage. Woolwich states that the Township will consider passing by-laws to prevent demolition, or alteration of heritage buildings. This is an important legislation and is not found in the Clearview Plan.

Clearview permits numerous site plan control by-laws to be issued for varying types of land uses, from open space to waste disposal industrial, but nothing for heritage.

In addition, the following are permitted in the Clearview OP and not in the Woolwich OP. The creation of Heritage Conservation Districts and Heritage Districts Plans are encouraged in the Plan. Specific criteria are given for determining architectural, historical archeological value and/or interest. A local heritage advisory committee is encouraged. Furthermore the Plan gives Council the following four options to protect heritage: designating a structure or building, pass by-laws to allow for the acquisition of a property, dispose the sale of a property, or enter into an easement agreement or covenant with the owner of a designed property. Lastly, in the event that a resource is removed or altered due to new development, the developer may be required to prepare an inventory of resources in a given area and to assess the impact of new development while also indicating proposed methods to mitigate negative any impacts.

This section has reviewed the differences in the two Township official plans. Overall, more detail and provisions for protection are offered in the Official Plan of the Township of Clearview. However, there are some strong policies in the Township of Woolwich Official plan, such as the passing of by-laws to prevent demolition or alteration to heritage buildings that should be adopted by Clearview.

### **5.4.3 Zoning By-Laws**

Zoning By-Laws control how the land is used, where buildings or structures can be located on the land, the size and type of building or structure as well as lot sizes, setback requirements and parking standards. Essentially, the zoning by-law puts the general policies pertaining to land uses of the official plan into effect. The Township of Woolwich and the Township of Clearview zoning by-laws for the subject lands are compared in this section.

The Township of Woolwich and the Township of Clearview zoning by-laws allow for very different uses in the study area for this research. In Creemore, the land within the study area boundaries is designated Commercial General (C1) and the site of the Creemore Springs Brewery is designated Prestige Industrial (MP). In St. Jacobs the land within the study boundary is designated Commercial Core (C1). The majority of uses are typical of a commercial downtown area including office, clinic, however, as seen in Table 12, there are far more uses permitted in St. Jacobs than in Creemore.

The other zone provisions outlined in the two by-laws are also quite different, with the Township of Creemore having the more restrictive laws guiding development. The Township of Woolwich Zoning By-Law only offers minimum rear yard and maximum building height parameters. The Township of Clearview Zoning By-Law requires many more property standards including, minimum lot area, lot frontage, front yard, rear yard, interior side yard, exterior side yard as well as maximum front yard and lot coverage at 65 percent. An anomaly in the restrictions is the height by-law. The maximum height of the principal building in Creemore is 14 metres, or two storeys. In St. Jacobs, the maximum height of the main building is a bit lower at 10.5 metres. It is interesting that taller buildings are permitted in Creemore; however, both villages' requirements allow for two storey buildings.

**Table 12: Uses Permitted as per the Zoning By-Law of the Township of Woolwich and the Township of Clearview**

Uses	Permitted in Creemore, Prestige Industrial (MP)	Permitted in Creemore, Commercial General (C1)	Permitted in St. Jacobs Commercial Core (C1)
Light manufacturing, processing, repairing, fabricating and assembly	√		

operations			
Business, professional and administrative offices	√	√	√
Printing or publishing establishments	√		√
Broadcasting and communication establishments	√		
Wineries and Breweries	√		
Research establishments	√		
Indoor recreational facilities and fitness clubs	√	√	√
Meeting hall and assembly hall		√	
Retail Use		√	√
Service Shop		√	√
Personal service shop		√	
Government, business or professional offices		√	√
Restaurant other than a drive-through or drive-in restaurant/ Establishment for Dispensing of Refreshments to the public		√	√
Farmer's market		√	
Medical centre and clinic		√	√
Fitness centre		√	√
Veterinarian clinic		√	
Laundromats and dry cleaning establishments		√	√
Convenience store		√	
Hardware store		√	√
Art gallery		√	√
Boutique		√	

Financial service establishment		√	√
Data processing centre		√	
Public information centre		√	
Place of amusement		√	
Place of entertainment, but not an adult entertainment business		√	√
Nightclub		√	
Tavern		√	
Funeral home or crematorium		√	√
Hotel or inn, but not motel		√	√
Commercial training school		√	√
A Retail or Wholesale Commercial Enterprise			√
Museum or Library			√
Auditorium or Stadium			√
Business Machine Sales and Services			√
Commercial Entertainment or Recreation Facility conducted entirely within an enclosed building but not including a Video/Pinball Game Amusement Centre			√
Dental, Medical or Optical Laboratory and Supply			√
Day Nursery or Nursery School			√
Dwelling Unit or Units in a building, the street floor frontage of which is used for a permitted commercial or office use			√
Hairdresser, Barber or Beautician		√	√
Interior Decorator			√

Parking Lot			✓
Showroom or Wholesale Outlet			✓
Club – Private			✓
Studio		✓	✓
Senior Citizen's Centre			✓
Taxi Stand or Office			✓
Travel Agency			✓

The Village of St. Jacobs's downtown contains more stores and venues than one finds in Creemore's, which may be due to its less restrictive zoning by-law. This allows a wider variety of businesses to locate in the area. In St. Jacobs, the Commercial Core zoning by-law designation allows for uses that are not permitted in Creemore, such as, showroom and wholesale outlets, business machine sales and services, auditoriums, dental, medical or optical laboratory and supply, parking lots and day nurseries, to name a few. Some of these uses are more in line with the uses permitted in Creemore's light industrial zones, rather than commercial zones. In addition, Creemore is subject to more restrictive lot provisions than St. Jacobs. These uses, along with the lot provisions, allow for the form and development of the historic downtown to take on a different appearance.

### **5.5 Public Sector Initiatives and Public Opinion of these Initiatives**

A review of newspaper articles and public notices from the Townships offers greater background on the transformation of the villages through time. In addition, it reveals forces of change that are expressed through the public's opinions. Small towns have seen economic decline and prosperity, depending, in part, on the types of development permitted by the official plan and zoning by-law, which are subject to public opinion. External forces may also influence the growth or decline

of a community. The reuse of heritage for economic prosperity and the development of lands to accommodate a growing population and tourist industry are discussed here from the view of the public in the context of St. Jacobs first, followed by Creemore. This review reveals that public opinion is another powerful force that may either protect or compromise heritage resources.

### **5.5.1 St. Jacobs**

The Region of Waterloo (ROW) has a Heritage Planning Advisory Committee (HPAC), which helps to identify and promote heritage resources throughout the Region. A review of the Committee's meeting minutes from January 13, 2011 to May 12, 2011 offers a broad overview of the Committee's current heritage initiatives and goals for the year.

The three priority initiatives for 2011 are: Intensification and Stable Neighbourhoods, Education, and Heritage Tax Incentives (ROW HPAC, January 2011). Brainstorming on the Intensification and Stable Neighbourhoods initiative led to discussions on the planning and financial tools that can be used such as, Urban Design Guidelines, Community Improvement Plans, Heritage Property Tax Relief, and Density Bonusing or Limitations (ROW HPAC, May 2011). HPAC will advise Municipal Heritage Committees on the above tools during the Area Municipal Official Plan review (ROW HPAC, May 2011).

At the April 2011 meeting, Ken Hoyle, a landscape architect from Cambridge, addressed Council and suggested establishing a municipal fund, employing a Regional Adaptive Reuse Facilitator, encouraging alliances and cross discipline discussions, as well as community activism as ways to conserve and value built heritage (ROW HPAC, April 2011). These suggestions have yet to see results, but are important. The Committee is also looking into successful heritage initiatives in other cities, including the City of Burlington's Agricultural Heritage Credit Program, as well as the



2008 Renew Newcastle project that devised creative spaces in empty places in the central business district of Newcastle, Australia.

The review of HPAC initiatives is impressive and some conclusions can be drawn. The Committee has identified areas where policy is lacking, such as urban design guidelines, but more importantly, it identifies heritage property tax relief and density bonousing. It is important that the Regional Heritage Committee advises municipal heritage committees, especially in circumstances where the municipal committee is not as extensive, as in St. Jacobs. However, these policies must be executed specifically for each municipality as heritage and the resources that define them are locally-specific.

The Village of St. Jacobs has seen much less new development than in previous decades; therefore, development has not been the subject of recent newspaper articles. A brief look at past developments provides context for the kind of growth that has taken place in the village, reasons why it has happened, and its effect on the community. Mitchell (1998) believes that the process of creative destruction began in 1975 with the opening of the Stone Crock Restaurant, the first investment by the primary investor in the village. Following that, the Snider Mill was converted in 1975, the Stone Crock Bakery was opened in 1977, Benjamin's Restaurant and Inn in 1987, Synders Merchants in 1988, followed by the Riverworks Mall in 1989 (Mitchell & de Waal, 2009). All of these buildings remain the same today, with the exception of the Riverworks Mall.

In 2006, de Waal completed an archival newspaper search of *The Independent* and the *Kitchener-Waterloo Record*. Her findings indicate that three major developments since the late 1990s have impacted the built heritage of the village (de Waal, 2006). In 1996, the Samson building was constructed at 1396 King Street North, requiring the demolition of the existing building. The two-storey brick building containing high-end clothing retailers was not built in a style sensitive to the historical architecture of village. In 1997, the primary developer, who also runs Stone Crock and

Benjamin's Restaurant, opened Vidalia's Market Dining, now called Jacob's Grill. This two-storey development took place on the site of the old fire hall on King Street. The Riverworks building, located at the north end of the study area, underwent a major renovation in 2005. Although the renovation was largely to its interior, this was the first renovation since 1989 (de Wall, 2006). Another development that was not discussed in her research is the semi-detached building located at 1360 and 1366 King Street North, currently occupied by clothing and kitchen product retailers. There is limited information available for this development and the Samson building as the proposed changes were in conformity with the Official Plan and Zoning By-Law. No public process was required and as Township Staff noted, there are no design guidelines.

The initial growth in the village sparked larger developments in the Market District, and areas just outside of the town. These developments for the most part have been controversial. While they are not part of this study's research area, they are still important for this research as spillover effects and "urban encroachment" have impacts on the heritage resources of the study area (McClinchey & Carmichael, 2010). The following developments, outside of the research area, have the potential to affect the form and size of future development, and heritage tourism resources in the study area: St. Jacobs Outlet Mall, Tim Horton's, Best Western St. Jacobs Country Inn, St. Jacobs Country Playhouse, and the Retail Power Centre. Details on these developments are provided in Table 13.

The public's opinion of these developments demonstrates their vision for the future of the community. The public voiced concerns that the Tim Horton's coffee shop would not fit with the uniqueness and small town character of the village (The Independent, 2002 in de Waal, 2006). As part of the Site Plan Agreement, Township Staff requested, but did not mandate, that a "country feel" storefront be designed instead of the standard storefront to maintain the feel of St. Jacobs (Township of Woolwich Staff, 2010). As the zoning for the site was light industrial and allowed the

development, resident opposition carried little weight and the development was passed by Woolwich Council (The Independent, 2002 in de Waal, 2006).

The Retail Power Centre, initially proposed in 1996, received tremendous opposition from the public, including the City of Waterloo, Waterloo Uptown Business Improvement Area, First Gulf Developments, Concerned Citizens of Woolwich Inc, and Hudson’s Bay and Zellers (de Waal, 2006). The development faced what was expected to be a long and costly Ontario Municipal Board (OMB) hearing. Instead, many of the major appellants received cash settlements from King/86 Developments Limited and did not appear in court (The Independent, 2002 in de Waal, 2006). The Retail Power Centre received OMB approval in 2003 allowing a 305,000 square foot, two-phase development. Restrictions were placed on the size and number of retail, service, commercial, apparel and mass general merchandise units and the developer had to pay the City of Waterloo \$1,000,000.00 and the UpTown Waterloo BIA \$725,000.00 (City of Waterloo, 2002). Township planning staff required a few minor architectural and aesthetic changes to the site plan, such as adding a clock tower (Township of Woolwich Staff, 2011). In 2010, King/86 Developments Ltd joined the Elmira BIA for an annual membership fee of \$10,000 (Kannon, 2011a). The Wal-Mart opened in 2009 and this development has been heavily criticized on the Wonderful Waterloo (2010) website where contributors have said the “Wal-Mart is never busy”, smart centres are “a horrible trend” and the developer is “disconnected from the site”.

**Table 13: Significant Development Outside of Research Area**

<b>Development</b>	<b>Year Built</b>	<b>Approximate Distance from Study Area (km)</b>	<b>Details</b>
St. Jacobs Outlet Mall	1994	3	Barn shaped, housing over 30 factory outlet stores.
Best Western St.	1997	3.9	Built in international second-empire

Jacobs Country Inn			style.
Tim Horton's	2002	0.65	International franchise.
St. Jacobs Country Playhouse	2005	3.4	Built to preserve traditional turn-of-the-century Mennonite style.
Retail Power Centre	2008	3	Anchored by one of the largest Wal-mart's in Waterloo Region, designed to be compatible with local architecture.

Developments like these set the precedent for future growth. While the above developments are not located in the study area, they will affect the village. In May 2011 the media reported King/86 Developments Inc. is seeking Official Plan and Zoning By-Law amendments to allow for more flexibility on the size and type of businesses that can be located in their Power Centre development (Kannon, 2011b). Concerns have been voiced regarding the size and type of development permitted for the entire Township and how it will impact Elmira and Uptown Waterloo (Kannon, 2011b), which would have a large impact on the Village of St. Jacobs. No concerns have been raised regarding the architectural style of future developments.

St. Jacobs is currently attracting a different type of service than typically seen in the Village. In January 2010, Waterloo-based Quarry Integrated Communications moved to the Riverworks Building. Quarry leased 24,000 square feet from Mercedes Corporation, to house their 90-person staff, which required eleven retailers to move out. Most retailers had a positive outlook regarding their required relocation, stating that they are “excited about the prospects of people actually working in St. Jacobs...that it will bring some activity into the village” while another retailer said that “Quarry’s arrival will help people realize that St. Jacobs is not a remote community, nor is it exclusively dedicated to tourism” (Simone, 2009). Jenny Shantz, Leasing and Development Manager of Mercedes Corporation, said that they needed to “rebalance the commercial uses in St. Jacobs ...

with almost 100 percent retail in the core and hardly any services” (Simone, 2009). Not only did Quarry feel that the village was a great fit for the company, but also so was the existing Riverworks building. Ken Whyte, Quarry President, said that the building is in “keeping with the company’s brand and image...a lovely character with the old reclaimed brick and wood beams” (Simone, 2009, par 7). The majority of the renovations were undertaken in the interior of the building.

The St. Jacobs Country, owned and managed by Mercedes Corporation, continues to write media releases and promote the area as Ontario’s rural tourism “capital” (St. Jacobs Country, 2011). The village is often cited in promotional articles as a cultural attraction with unique historical buildings, entrepreneurial expertise and authentic rural character (St. Jacobs Country, 2011). Most recently the publicity in St. Jacobs has shifted to focus less on the rural character of the area and more on the more on the unique products offered in its rural setting (St. Jacobs Country, 2011).

### **5.5.2 Creemore**

A brief history of significant developments in Creemore is presented first, followed by a discussion of the more recent developments that are taking place. Newspaper articles and public notices are used to gain detail and public opinion on each development.

Vanderwerf’s (2010) search of archived newspapers revealed that investment in the reuse of heritage began as early as 1982, when a resident wrote to the paper asking that the local jail be re-opened as a visitor attraction. The request was made again in 1983, this time asking council to sell him “North America’s Smallest Jail,” so that he could open it to the public. The council agreed, and the jail was subsequently re-opened to visitors shortly thereafter (Donnelly, 1983).

The opening of Creemore Springs Brewery in 1987 was the largest entrepreneurial investment in Creemore at the time. The Brewery, which opened in a building that formerly housed

the May Hardware Store (Circa 1894), was started by John Wiggling (Purple Hills Arts and Heritage Society, 1998). According to the Purple Hills Arts and Heritage Society (1998) “the Brewery has made a huge contribution to the Village of Creemore...has brought not only carloads of tourists, but busloads” (p139) which has helped revitalize the troubled local business sector. Not only did more businesses open in Creemore, but also the business composition changed, as many “mom and pop stores...were replaced by shops appealing to those people who came to see the brewery. And so today’s version of downtown Creemore was created and continues to evolve...” (Craig Simpson, 2007, 2).

The Creemore Springs Brewery continues to be a topic of conversation as it plans its expansion after being bought by the Molson Coors Brewing Company in 2005. An article in the Toronto Star noted resident opposition to the planned expansion of Creemore Springs Brewery and their plan to take their fight all the way to the Ontario Municipal Board. Molson’s argued that the gradual expansion will allow the brewery to produce 150,000 hectolitres more beer per year. Molson’s wants the brewery to remain in Creemore as they believe it is “good for the village and the village is good for us” (Rubin, 2011). However, to remain competitive, the brewery must expand. Paul Vorstermans, the spokesperson for the group filing the appeal says “it’s a quality-of-life issue...with the noise and smell” which will increase drastically as production becomes “24 hours a day, seven days a week” (Rubin, 2011). Ken Ferguson, Clearview’s Mayor feels “keeping the brewery in town is crucial for the village’s future” as it creates jobs, and attracts enormous amounts of tourists (Rubin, 2011).

The request to add two additional residential lots to the expansion plan, now totaling 5 lots, sparked more controversy at the end of March 2011. Jim Dymen, the planner representing the Brewery, argues that the required Official Plan Amendment (OPA) and Zoning By-Law Amendment (ZBA), to permit industrial uses, will create a better buffer between the brewery and the adjacent

neighbourhood. While the OPA and ZBA were approved by Council in 2010, Vorstermans disagrees, stating that it is a “large-scale industrial development in an area that’s too small to accommodate it” (Gennings, 2011). With century-old homes in the near vicinity he wonders why “the integrity of a residential area is being sacrificed for the profits of a billion dollar company” (Gennings, 2011)? John Wiggins, founder of Creemore Springs Brewery, worries that the “disproportionate size of the brewery could threaten that synergetic relationship and turn a wonderful asset into a liability for both” (Rubin, 2010). The OPA and ZBA were appealed to the OMB by local residents with a prehearing set for October 2011. Little has been said on the style of the expansion, if it will maintain the character of the original historic building or not.

Another initiative that has sparked controversy in the Township of Clearview, while not within the study area, is a 498-residential unit development proposed by Alex Troop’s company, Alliance Homes. Troop plans to keep with the heritage style of the community, building Victorian-style homes, one third of which will be single family, while the rest will be a mix of townhomes, semi-detached, four-plex and six-plex units. In addition, a 75-unit senior citizen’s apartment with 200 square metres of commercial space is proposed. Council appointed a planner from The Planning Partnership, one of the “few firms in Canada that specializes in overseeing architectural control guidelines,” which neither the Creemore Area Residents Association (CARA) nor Alliance Homes objected to (Bayshore News Staff, 2008). After five public meetings with more than 300 people in attendance at each, and a “Planning Forum for Future Development” Council still has not come to a decision. As such, Alliance Homes and CARA fought the development at the Ontario Municipal Board.

The OMB hearing sparked controversy in the town as the majority of residents appealing the case has recently moved to the area or only lived there part-time (Bayshore News Staff, 2008). One article noted that CARA is “backed by an influential number of Torontonians with weekend or

retirement homes in Creemore” who locals have said have properties on “Snob Hill” (Contenta, 2007). The Creemore Area Ratepayers Association believes that the development “is not in character with the village” (Rusk, 2006). CARA insists that the project be scaled back to 224 units, including the 75 retirement units, with 65% being single-family homes, as per the Official Plan requirements. While CARA is not against development, they feel it should be “sensible in size, harmonious with the village in its layout and architectural design” (Ontario Municipal Board, 2008). CARA suggested that the development not be built on Future Development Lands, which would ensure it was more proportionate to the size of Creemore and in line with the number of housing units required in the OP (Ontario Municipal Board, 2008). The OMB approved the development of 498 units in April 2008, as it was deemed consistent with Provincial Planning Policies and the County and Township Official Plans, while also offering diversified housing options for residents.

While Troop’s proposal is the largest the Township has seen, there have been many other development applications. Clearview councilors suggest that the 8,000 new home applications that were received in 2007 are due to the provincially-lead 720,000 hectare Greenbelt placed around the Greater Toronto Area. In addition, the projected population forecasts for the Township of Clearview indicate that there will be an increase to 667,000 by 2031, a growth of 245,000 people (Contenta, 2007). Land prices have also jumped from \$10,000 per acre in 2005 to \$46,000 per acre in 2007 (Contenta, 2007).

These developments in the Township have the potential to affect the heritage resources of the area. The approval of a large development, like the one described above, will impact the type and size of future development in the Township. The proposed expansion of the Creemore Springs Brewery may set the precedent for other industrial businesses to open close to the downtown core. The proximity of these developments to the downtown commercial core of Creemore will likely have a host of effects, both positive and negative, on the heritage resources in the area.



## 5.6 Promotion

A content analysis was completed for the St. Jacobs and Creemore websites, [www.stjacobs.com](http://www.stjacobs.com) and [www.creemoreontario.com](http://www.creemoreontario.com), and brochures. This analysis allowed the researcher to identify what features of the town are promoted to guests who may visit the site before and during a trip to the town. The use, or lack thereof, of heritage or heritage materials in their promotion of the village may explain why Creemore's heritage structure is more intact, than in St. Jacobs. The researcher looked for the words "heritage", "history", and "historic" and observed the context in which they were used. St. Jacobs' promotional material is discussed first, followed by that of Creemore.

The Village of St. Jacobs website is quite extensive and well-developed. The website is owned and maintained by the Mercedes Corporation. The content analysis revealed that the words "heritage", "history", and "historic" were not found on the home page. There is a link on the home page for a "then and now" section which leads to some information on the history of the town. The terms heritage and historic are used under "exhibits in the village" and state that "we're proud of our heritage" encouraging visits to the local exhibits that are filled with "local lore and historic displays" (St. Jacobs Country, 2011). The section for "museums, galleries and exhibits" offers visitors the opportunity to take part in the history of the village through the Mennonite Story exhibit, the model train panorama, as well as the Maple Syrup Museum of Ontario. The term historic is used again to describe the meeting facilities offered in the town stating that both "modern and historic venues" are available (St. Jacobs Country, 2011). The visitor and heritage information centre that is located in the Town is also promoted.

The website also advertises the ways in which visitors can experience the Village's heritage and history. The website highlights horse drawn carriage tours through the Village, as well as travel

on the Waterloo Central Railway's heritage equipment (from 1914) that takes passengers from Waterloo to St. Jacobs with a stop at the Farmer's Market.

The most informative section of the website that relates to heritage is the "then and now" section. This page offers a brief description of the development of St. Jacobs and highlights a few prominent heritage buildings, (Benjamin's Restaurant & Inn, The Mill & Village Silos, 28 Albert Street, St. Jacobs School House Theatre, The Steiner House and Blacksmith Shop) as important historical buildings.

Creemore's official website is not as extensive as that of St. Jacobs. The website is owned and operated by the Creemore Business Improvement Area (BIA), a group of independent businesses located on Mill Street. Similarly to the St. Jacobs's website, the words "heritage", "history", or "historic" do not appear on the home page. The website has a section for local events and festivals, local businesses, directions and a photo gallery. The "about us" section provides some quotations regarding why others have enjoyed the town, highlights its charm, small town ideal, Victorian houses, and its beauty (Creemore BIA, 2009). The website offers limited information on the history of the town and its historical buildings.

Another website for the village, while not the official site, is [www.creemore.com](http://www.creemore.com), owned and operated by Creemore Echo Communications. This website offers much more detail about the Village and is likely more valuable for anyone planning to spend time in the area and as such should also be evaluated.

This site offers detail about the historic nature of the Village. The "about Creemore" section opens by describing Creemore as an "historic village" and highlights that it is "home to North America's smallest jail" (Creemore Echo Communications, 2011). Station on the Green is highlighted as it features a "heritage railway design and acts as a community focal point- it is the newest landmark in historic Creemore" (Creemore Echo Communications, 2011). The website describes the

once industrial town, which now has a popular brewery and numerous shops and services, as offering “old fashioned personal service” (Creemore Echo Communications, 2011).

In both St. Jacobs and Creemore brochures are produced and distributed as a popular form of promotional material. In both towns these brochures are produced by the private sector. As it is done privately, by organizations dependent on tourist dollars, it reveals what features of the villages these organizations feel best promote the towns and attract visitors. The content analysis identifies what role built heritage plays in the advertising of the villages.

St. Jacobs Country also publishes a brochure to help inform visitors of the attractions of the area, discussing restored 19<sup>th</sup> century buildings, cultural and historic exhibits, in the Village. The brochure also includes information and advertisements for St. Jacobs Farmer’s Market, St. Jacobs Country Playhouse, Drayton Theatre, St. Jacobs Schoolhouse Theatre and St. Jacobs Outlets. A map of the village is provided, however, only selected businesses are labeled with their business’s name, most are labeled as “shops”.

The Creemore Business Improvement Area Association is quite active and does more than maintain a website. It has been publishing brochures about the village since 1987. Brochures available in both St. Jacobs and Creemore were analyzed as they offer additional information to the website.

While the general look of the Creemore brochure remained the same until the early 2000s, it has been up- dated every few years for content. An analysis of the 1998 Creemore Brochure titled “Step back a century at this charming valley of the Mad & Noisy Rivers” displays a sketch of the Town jail, North America’s smallest jail, on the cover. The brochure encourages visitors to experience Creemore’s small town tradition, turn of the century atmosphere, heritage, historic time pieces and even suggests visitors “step back in time” (BIA, 1998) to see the architecture of the grand homes, churches and stores.

In 2003, the current BIA redesigned the brochure and titled it "...a secret country hideaway, just a stone's throw from the city". The brochure tells visitors about the atmosphere of a small town with country roads, breathtaking views and local eating and drinking establishments. This brochure contains a list of all the businesses with their phone numbers and locations on a map of both the local area indicating where each business is, and the surrounding area. This is the only brochure to have a local map. Neither of the words heritage or history are mentioned in the text of this brochure.

The third brochure, designed in 2006, showcases a water painting of tree lined Mill Street with "Follow your heart" on the front cover. The text of this brochure encourages visitors to discover Creemore's heritage, to feel the turn of a century atmosphere and it mentions architecture two times (BIA, 2006). Furthermore it suggests that Creemore is the "icon for the Ontario Village" (BIA, 2006).

The last brochure used in this study was published in 2008 and reads "Follow the Scenic Route to Historic Mill Street" on the cover. The same tree lined street is on the cover of this brochure, however, it is now a photograph. It is interesting that the words 'heritage' and 'historic' are displayed on the front cover. The text discusses the older buildings that make up the town and promotes Creemore's "proud history, heritage, and spirit" (BIA, 2008).

Analysis of two forms of promotional material, website and brochure, revealed what aspects of the villages are used to attract visitors. In St. Jacobs, the content analysis indicates that the Old Order Mennonite history and heritage play a significant role in what the Mercedes Corporation deems to be an attraction in the Village of St. Jacobs. It is evident that heritage buildings are a focal point as one section on the website, while not the front page, is dedicated to this. The review of the brochure indicates the importance of the Old Order Mennonite community, as much emphasis is placed on this history. However, the brochure is also very much reflective of the businesses owned by St. Jacobs Country (Mercedes Corporation), highlighting the business they are involved with. This contrasts with the brochures produced by private businesses in Creemore.

In Creemore, the official website offers very limited information on any aspect of the village. The website produced by Creemore Echo speaks more to the small and friendly community of Creemore than to any heritage buildings, or history of the Village. The BIA brochures have for the most part always highlighted the village's history and heritage. The 2003 brochure appears to be the only one to focus more on the services and shops offered in the village than the community and character of the village. The other brochures consistently highlight the village's geographic location and features, the architecture and heritage buildings, as well as the history of the Village.

## **5.7 Conclusions**

Chapter five has integrated all of the research material that relates to building form. The objective of this chapter was to understand and provide reasons for the current heritage structure of St. Jacobs and Creemore. It was found that the characteristics and attitudes of building/business owners do influence the types of businesses that develop in each village. Respondents from St. Jacobs, who are more focused on tourism development, do not value the historic built environment as much as respondents from Creemore. Additionally, in St. Jacobs, respondent's weaker relationship to their village may be a threat to buildings with heritage value. This threat is heightened by St. Jacobs public policy's lack of strength to protect the buildings.

## **Chapter 6:**

### **Relating the Built Environment to the Model of Creative Destruction**

This chapter analyzes the findings from chapters four and five, in relation to the model of creative destruction. This discussion addresses how creative destruction is used to understand the impacts of change on the built form of the two villages. Furthermore, the motivations of stakeholders (profit, preservation, and/or promotion), identified by Mitchell & de Waal (2009) are compared with the research findings to see how they affect the built fabric. The findings show that the impact on built heritage is different in the stages of heritage-scape and leisure-scape. Additionally, there are a multitude of factors that impact how and why buildings are protected or not. These findings will be explored in greater detail, starting with a review of the Model.

#### **6.1. Conceptual Changes Associated with Creative Destruction**

Mitchell & de Waal's (2009) study of creative destruction postulates that three motivations transform rural areas into landscapes of accumulation: profit, preservation, and the promotion of growth or development. As this evolution unfolds, new landscapes and identities emerge and are spatially represented. They further argue that those seeking heritage are attracted to these spaces, but as visitor numbers increase, investments can commodify heritage to such a point that the landscape is transformed away from the initial identity. The transformation of the village landscapes has taken place in both St. Jacobs and Creemore; however, it has occurred at different rates in each village. Mitchell & de Waal (2009) argue that St. Jacobs has become what they describe as a leisure-scape which will compare to Creemore, which Mitchell & Vanderwerf (2010) describe as a heritage-scape landscape.

In 2009, Mitchell & de Waal's research on creative destruction evaluated St. Jacobs for the second time. The revisit to St. Jacobs drew new conclusions for both the village, as well as for the model. Mitchell and de Wall's 2009 study concluded that St. Jacobs had progressed from Advanced Destruction into Post Destruction, with an associated landscape of "leisure-scape". This post-industrial landscape is driven by a neo-productivist mindset which reflects the "multi-functionality of the space...but is one that is driven by profit, rather than preservation" (Mitchell & de Waal, 2009, 165). The drivers of change in the Post Destruction stage are: "private sector development with little to no consideration for heritage, a reduction in preservation-minded people and attitudes, policies that encourage development." Furthermore, fewer visitors come to the community seeking heritage, many new residents have moved to the village with a positive attitude of the community as many of the long term residents who value a rural lifestyle have left (Mitchell & de Waal, 2009, 164).

Mitchell and Vanderwerf applied the model of creative destruction to Creemore in 2010. Their study placed Creemore in the stage of Advanced Commodification, as evidenced by the emergence of a post-productivist, heritage-scape (Mitchell & Vanderwerf, 2010). Mitchell and de Waal (2009) identified various drivers of change that create this stage of destruction such as large private-sector investment in commodification. In 1987, the opening of the Creemore Springs Brewery in an historic 1894 stone building marked the first large-scale private-sector investment (Mitchell and Vanderwerf, 2010). The brewery sparked life in the community; it "became a business success for local residents, and then grew into an attraction for tourists and visitors" (Simpson, 2007). Mitchell and de Waal (2009) also note that during this stage preservation-minded individuals may be actively opposing non-heritage-type investments. Town money was allocated to "beautification" initiatives and drawing tourist to the heritage-scape rather than using it for improving infrastructure. One resident voiced, "we are a small town caught in the economic no-man's-land between genuine small town life and the pre-packaged façade that we are being forced to sell" (Creemore Star, 1994, 12).

However, as predicted by the model, these actions to increase development and draw tourist to the community continued. Mitchell & de Wall (2009) state that a growing number of heritage-seekers will visit the town, and the local community, will increasingly realize the negative impacts that this can have on the rural idyll (Mitchell & de Waal, 2009). In this chapter, the drivers of change noted above will be used to help understand the transformation of the built environment.

## **6.2 Built Environment of Leisure-scape and Heritage-scape**

This section compares the present day built heritage resources in each village to see if there is a correlation between the changes identified in the model of creative destruction and changes observed in this study. In addition, the drivers of change found in this study will be compared to those found in the model of creative destruction.

The research suggests that more development, which is less sensitive to the heritage character of the area, has taken place in St. Jacobs, than in Creemore. This was revealed by a comparison of total percentages of heritage buildings in each community. The individual building evaluation found the percent of heritage buildings in each village by comparing the number heritage buildings to the number of total buildings. This revealed 55 percent fewer buildings with heritage value in St. Jacobs than in Creemore. The business survey supports this, revealing more buildings in St. Jacobs with a more recent construction date than in Creemore. In addition, the townscape assessment revealed present-day views to be more sensitive to local heritage in Creemore, than in St. Jacobs. In St. Jacobs, heritage in view scored almost as high for past views as for present views, indicating that more effort could be made to protect the remaining buildings with heritage value before St. Jacobs loses its entire built heritage. Furthermore, St. Jacobs only scored 68 percent for conserved elements evident, compared to 80 percent in Creemore. Therefore, the methods used to evaluate buildings suggest that a greater number of buildings with heritage value have been conserved in Creemore than in St. Jacobs.



The results of the building comparison correspond with the drivers of change identified by Mitchell and de Waal (2009). In leisure-scapes, such as St. Jacobs, non-heritage private sector investment takes place (Mitchell & de Waal, 2009). The business survey supports this revealing that 58 percent of business owners do not own their building, and zero respondents actually reside in the Village of St. Jacobs. Additionally, only 35 percent of respondents feel that they work in a building with heritage value, compared to 75 percent in Creemore. Moreover, the potential to maximize financial returns was ranked the most common reason to work in St. Jacobs. Other reasons one could have selected revolved around heritage and rural communities. Businesses in St. Jacobs have moved from serving those in the traditional primary sector to those catering to the tourist market. A case in point is the Mill, which after it closed was repurposed into a series of boutique stores that catered to the tourist. These actions indicate that private sector investment is less concerned with heritage conservation. This is further exemplified by the development of a Tim Horton's franchise on the outskirts of the study area that took the place of a 19<sup>th</sup> century home. In addition, further outside of the study area numerous franchises along with a big box Wal-Mart have recently been developed. Finally, the document analysis revealed that important buildings are being converted from their original purpose, diminishing the integrity of the buildings. These results support the argument that non-heritage, private sector investment is taking place. The findings reveal that these investments are not actively restoring and protecting the village's built heritage.

In Creemore, the results of the document analysis and building evaluation also correspond with the drivers of change identified by Mitchell and Vanderwerf (2010). They argue that private sector investment in commodification takes place in a state of heritage-scape (Mitchell & Vanderwerf 2010). In addition, they suggest that preservationists may oppose non-heritage-type development (Mitchell & Vanderwerf, 2010). The research reveals a number of factors that support these statements. Firstly, the proposed Creemore Springs Brewery expansion and adjacent residential

development both faced opposition from residents who were concerned that these initiatives would not conform to the village's current identity. Secondly, the business survey reveals that private sector development is taking place, but with concern for heritage. Three key businesses in Creemore, the pharmacy, meat shop and hardware store, have maintained their building and service since their inception. The owners of these businesses are investing in the Town and support the built heritage of the village. In fact, fifty percent of respondents state that the opportunity to preserve an historic building is a moderate factor for choosing to work in the community. In addition, 67 percent suggest that working in a small, rural community is an important reason for working in the village, suggesting that respect for the character of the area is important.

Overall, the findings suggest that there are more buildings with heritage value in Creemore than in St. Jacobs. Growth has taken place in both communities, which inevitably impacts the structure, look and use of buildings. However, in Creemore, while many of these buildings have transferred ownership and served different purposes, the majority of them have retained their heritage- defining characteristics. The differences in the built heritage correlate with the forces driving change identified by Mitchell & de Waal (2009) for St. Jacobs and by Mitchell and Vanderwerf (2010) for Creemore. The varying policy directing growth in each community is another factor driving change and is discussed in the next section.

### **6.3 Forces Driving Change**

Two main forces impact the conservation of built heritage in all municipalities: planning policy and the public at large. The Planning Act requires all municipalities to adopt official plans, ensure that they remain current and reflect the ideas and wishes of a multitude of stakeholders. As Official Plans are more specific to the area, they will be analyzed to determine how local public authorities view the best way for villages to grow. Furthermore, Zoning By-Laws are the ultimate drivers of change in each community as they dictate how land can and cannot be used. In addition,

influential stakeholders, such as BIA groups, or large investors, contribute to the development of a community and therefore material produced by them will be analyzed as a force of change. The impact planning policy and the public have on built heritage, and how they can influence change in the future, will be discussed.

### **6.3.1 Policy Driving Change**

The policy reviewed in Chapter 5 helps identify how the villages of St. Jacobs and Creemore will grow. Policy pertaining to Creemore, the County of Simcoe Official Plan and the Official Plan of the Township of Clearview, is compared to policy pertaining to St. Jacobs, the Region of Waterloo Official Plan and the Township of Woolwich Official Plan. This discussion focuses on township plans as they express how the provincial policy is interpreted locally, conveying the attitudes of the Town.

Policy analysis reveals that both policies pertaining to Creemore contain more integrated and forward-looking policies related to the protection of heritage than the policies pertaining to St. Jacobs. The Township of Clearview and the County of Simcoe Plans are well developed and detailed. They offer a variety of means for Council to ensure that heritage resources are protected, through designation, transfer of density, special zoning provisions, purchase and sale of designated properties, and easements. The highly detailed criteria offered to help identify and protect resources, is instrumental to the conservation of heritage. This section is an important source of information to assist the public to understand what constitutes a heritage resource. In addition, the required documentation of resources to be altered or demolished ensures that a record of the village is kept. As the building analysis and townscape assessment suggest, this comprehensive policy encourages for better protection and awareness of resources in the village

Interestingly, although the policy is well developed, staff noted the lack of utilization of these clauses, particularly the transfer of density. Although the Plan does not specify if this policy only

pertains to designated buildings, staff suggested that the limited number of designated buildings as a possible reason for its lack of implementation (Township of Clearview Planning Staff, 2011).

However, as growth pressures continue, it is imperative that policies are in place to protect buildings as they do become designated to ensure that the growth occurs in ways that are sensitive to the traditional built environment.

The policies pertaining to St. Jacobs have a broader perspective, but still have merit. A unique and important policy in the OP is the requirement of a Cultural Heritage Impact Assessment for new development adjacent to designated properties. The OP also required that an Arts, Culture and Heritage Master plan be developed. Additionally, urban design guidelines are offered; however, while highly detailed for residential uses, they are limited for industrial and commercial uses, which are required for development along the main street. In addition, the Urban Design Report required for new residential development is not required for new commercial developments. While these are important initiatives, they have limited impact on the protection of heritage in St. Jacobs. The lack of detail and focus on design guidelines for existing and new commercial development is a weakness of the Plan. The strongest policy offered in this Plan is the Township's ability to consider passing by-laws under provincial legislation to prevent demolition or alteration of buildings with historical value. However, the limited information provided on how to do this affects its execution. While it is evident that heritage is important to the Township, the OP does not ensure its protection.

The Zoning By-Law is extremely important as it regulates the use of land. Building permits are issued based on conformity with the zoning by-law. A comparison of The Township of Woolwich and the Township of Clearview Zoning By-Laws reveals that a wider variety of uses is permitted along the main street of St. Jacobs than the main street of Creemore. The uses permitted in St. Jacobs are more industrial, and less- pedestrian oriented. As well, they require a greater amount of space,

such as a parking lots, wholesale outlets, business machine sales and services, and auditoriums. This has a direct impact on the future development of the area.

### **6.3.2 Private Initiatives Driving Change**

The individual initiatives of community members have an influential role in the protection of heritage. Planning is very much a public process. In terms of heritage protection, the public has the ability to lobby governments to implement rigid policies to ensure protection. However, the level of public involvement and desire to protect heritage resources varies between communities.

The promotional materials from both St. Jacobs and Creemore are produced by the private sector, however, the organizations are very different in each village. In Creemore, the BIA is a group of individuals who operate businesses and services in the community and is run through a governance structure. In St. Jacobs, a large company is the creator “St. Jacobs Country.” This organization does not operate through a form of governance. Both of these organizations are extremely influential in the villages’ development. These groups not only provide information to visitors, they also create a vision for the future through their marketing of the villages. In Creemore, the BIA has been very active in maintaining the beauty of the village by installing interlocking brick sidewalks, planters, garbage bins and offering guidelines for facades. While Vanderwerf (2008) revealed some residents’ negative attitude towards financial expenditures on streetscape improvements, it appears to have helped improve the streetscape. In addition, it could be argued that these investments also helped to retain the heritage character of the area through the use of interlocking bricks, stylized garbage cans and streetlights. Additionally, their promotional material reflects the importance they place on the historic nature of the village, not only describing its history, but also including the heritage buildings as an attraction.

The primary investor who has created “St. Jacobs Country” is one of the largest promoters of St. Jacobs. As this investor owns so many of the businesses in the village, its promotion and

appearance largely reflects his desires. The website and promotional material focus on the history of the village, but less on the heritage buildings and more on the narrative history and the Mennonite population. Mitchell and de Waal (2009) found that newer residents do not observe the negative impacts associated with tourism to the same degree as the long-term residents, as they are not exposed to the same degree of change. Therefore, as St. Jacobs experiences the in-migration of new residents and business owners, it is paramount that large stakeholders help increase the awareness of heritage resources and support strategies to protect them.

Strong groups have formed within both communities to help promote their village as a tourist destination. While Creemore's BIA and St. Jacobs' St. Jacobs Country are both private groups, the varying organizational structure has a tremendous impact on the way the village is portrayed. Although St. Jacobs Country is a very important organization for the promotion of the Village of St. Jacobs, its focus may become more balanced, between growth and conservation, with the involvement of individuals from a variety of businesses and interests. This would allow for a decision-making framework that involves and reflects a multitude of stakeholders.

## **Chapter 7:**

### **Recommendations for Future Development**

It is likely that both the Village of St. Jacobs and the Village of Creemore will continue to experience the in-migration of urban residents and day visitors. The tourism-based economy, and the growing trend to experience the rural idyll, requires the villages to change and adjust. However, this must be done in a way that does not negatively impact the resources that initially drew tourists to these unique destinations. Heritage conservation is not concerned with stopping change from taking place; rather, it is about managing the kinds of change that take place. In both villages, survey respondents feel that the protection of heritage buildings is important in maintaining the character of the area. This section answers the third research objective, to provide recommendations for future development.

#### **7.1 Enhanced Policy**

As policy has the most legislative power in determining the development of a community, the first recommendation focuses on its strengthening. Township plans have a large impact on the development of the area and are important as stakeholders' visions of the community are worked into these plans. While there are many factors, such as St. Jacobs close proximity to larger urban centres, (Kitchener-Waterloo), that make planning for St. Jacobs and Creemore quite different, a policy comparison for both villages was still important. After reviewing the policies that pertain to each Township, it is evident that the Township of Woolwich should enhance its policy with more thorough and detailed statements that allow for greater action and implementation. One survey respondent in St. Jacobs stated that it was too late for buildings to be preserved, highlighting the weakness of the current policies to protect heritage buildings. A large part of planning is to learn from places that are

positively dealing with similar situations. The Township of Woolwich could look to consider many of the policies found in the Township of Clearview Official Plan.

Four very strong policies pertain to Creemore and are not found in the Township of Woolwich Official Plan, or the County of Simcoe Official Plan. These include: density transfers, the ability to zone sites with heritage resources differently for increased protection, guidelines on how to identify and protect architectural heritage and the documentation of any building that is to be demolished. The Township of Woolwich OP would be strengthened and have a greater impact on the identification and protection of heritage if its evaluation and implementation strategy was more detailed and achievable. These policies should not only be adopted by the Township of Woolwich, but also utilized across the province. Additionally, it is paramount that both Townships ensure that by-laws are passed to prevent the demolition, or alteration, of buildings that have heritage value as put forth in the OHA to ensure elements of the built environment that help to create the sense of place are conserved.

While Creemore is subject to well-developed policy, it lacks weight if officials do not implement it accordingly. Planners can take a proactive approach and utilize the policy available to them to prevent the threat to built heritage resources. Both villages could host yearly policy review sessions to allow for brainstorming and knowledge sharing ensuring development continues to take the community's desired path. Ideally, secondary plans should be devised for the heritage villages of Creemore and St. Jacobs. Township Plans, which speak to large areas, cannot deal with these unique, localized issues and assets.

Zoning by-laws must reflect the development that is appropriate for the area. Additionally, zoning must be consistent with the policies of the Official Plans and updated accordingly. The Township of Woolwich should revisit its zoning by-law and carefully consider the types of development deemed appropriate for their main street. These uses should be pedestrian-oriented,



serve the needs of the community and visitors, while also maintaining the heritage character of the area, which includes the size of the development, the placement of parking, as well as the architectural style permitted. If St. Jacobs wishes to conserve the heritage buildings of the area and maintain the quaint feeling of a Mennonite Village, the uses permitted in the zoning by-law will need to reflect this.

## **7.2 Design Guidelines and Documentation**

Urban Design Guidelines offer design principles and strategies for renovations and new development to ensure better integration into the existing historical fabric. It can be observed that cities devise urban design guidelines for specific areas of a city or town. It is recommended that specific design guidelines for the Villages of St. Jacobs and Creemore be devised to help retain the heritage character of the villages.

These guidelines could deal with infill buildings and additions/renovations to existing buildings that have heritage value, or that are located adjacent to ones with heritage value. It is important that infill developments and renovations/additions take regard for the surrounding context and complement the existing built environment in terms of “building use, density and architectural detailing” in order to retain the villages’ sense of place (Brook McIlroy Planning & Urban Design/Pace Architects, 2010, 120). This includes respecting building height, massing, setbacks, and architectural design. The City of Kingston believes that through creativity this will allow “for evolution of architectural style and innovation in built form” (Brook McIlroy Planning & Urban Design/Pace Architects, 2010, 120). Additionally, urban design guidelines can take into account appropriate streetscape elements including; boulevard treatments, building material, appropriate parking standards, and street furniture.

### **7.3 Education**

For both villages, education regarding the heritage resources in the community, how to protect them, and why to protect them, is just as important as the policy that strives to protect them. None of the buildings used in this study were designated under the OHA. Therefore, many characteristics of all of the buildings could have been changed at the owner's discretion.

The business survey revealed a lack of knowledge around heritage building protection and heritage elements in both villages. In St. Jacobs, 35 percent of respondents are unsure if buildings had been adequately protected to maintain the character of the area and in Creemore, 25 percent of respondents are also unsure. Furthermore, the majority of respondents in both Villages (71 percent in St. Jacobs and 58 percent in Creemore) feel that owners should not be able to make changes that alter the heritage character of the building at their own discretion. This feeling was stronger in St. Jacobs than in Creemore where there are fewer buildings of heritage value. Therefore, despite the strong feeling against it, many buildings in St. Jacobs have been changed in ways that harm its heritage value. This is likely due to the uncertainty around what features give a building heritage value and what alterations will affect the heritage attributes.

Education on the heritage resources in the community, and how policy can be used to protect them, is required for the public, planners and all municipal employees. Additionally, the community should be educated on how to care for heritage buildings to hopefully spark appropriate renovations and repair rather than demolition. Documents in other municipalities, such as the City of Kingston's "A Guide to Heritage Properties and Designation Under the Ontario Heritage Act," are written in layman's terms and utilize pictures, which makes this knowledge very accessible. Similar guidelines could be produced for both villages to help educate the citizens.

The internet is one of the fastest and easiest ways to spread information. Creemore's website does offer some information; however, it could be greatly enhanced and made more effective. While

St. Jacob's websites focus on the Mennonite population, the history of the village is important for retaining the character of the village. A greater focus should be placed on the conservation of the heritage buildings. This would contribute to the character of the Village, which would have appeal to tourists. Links to planning policy, images of heritage resources, density transfer incentives and other relevant information should be posted on the respective municipality's website. Additionally, pictures of buildings of heritage interest could be posted to better inform community members of important buildings and styles.

#### **7.4 Increased Ties to the Community through Public Consultation**

This research finds that a stakeholder's connection to the community correlates with the extent of heritage protection. Firstly, it is evident that owning the building plays a large role in one's desire to protect it and one's knowledge of its historical value. In communities like St. Jacobs, where those working in the village do not reside in the village, education is required on the heritage elements of the building and why they are important. Secondly, living in the community creates a stronger desire to see coherent development of the community as a whole. Full-time residents tend to show a greater understanding for, and attachment to, the resources in their community than do part-time residents. Vanderwerf's (2010) research also found that a higher percentage of those who have lived in the village for a longer period of time believe that visitors do not contribute positively to the village, when compare to other cohorts (61). Additionally, attitudes towards congestion and traffic are more negative amongst those who have lived in the village longer (Vanderwerf, 2010, 61). Therefore it appears that the length of time one has lived in the village has an impact on their views of resources, and tourism impacts. With education on heritage resources and legislative policy, the protection and maintenance of the buildings and associated streetscape features could be greatly enhanced for both those who have lived in the village for a long time and newcomers.

Additionally, public consultation helps municipal planners to devise and update policy guiding development to ensure that new and renovated buildings integrate flawlessly into the existing fabric, thereby retaining the identity of the village. Visualization exercises can help all stakeholders to determine the appropriate form of development. These types of exercises should be utilized to ensure the community retains its identity.

## **7.5 Tourism Outlook**

Tourism strategies must be carefully considered so growth and change are carefully planned for to ensure proper conservation of the locales heritage attributes and sense of place. Tourism strategies must be consistent Township, Municipal and Regional tourism plans. Additionally, it should be in line with local planning initiatives to ensure that policy is comprehensive and integrated into the larger growth initiatives. Consultation with stakeholders is important as businesses help to create the experience for the tourist and residents deal with both the positive and negative aspects of tourist and tourism.

The Village of St. Jacobs must look more carefully at that ways in which tourism and growth impact the buildings if it wishes to continue to use heritage as a method for attracting tourists. The Village of Creemore will also face increased pressure for growth by both visitors and full- time residents, which must be properly planned for. The built heritage largely gives a community an identity and a sense of place. This is what ultimately draws tourists. A balance between economic growth and heritage conservation must be achieved to maintain the attractions that initially drew tourists. This can be achieved through the development of appropriate growth strategies initiated by local government. Both locales should develop a long-term tourism strategy in conjunction with planning policy.

## **Chapter 8:**

### **Conclusions and Future Research**

This chapter first reviews the research question and objectives of the thesis, the academic and applied contributions of the study, and then the conclusions. Next, implications for applied and future research are discussed. The chapter concludes with suggestions for future research.

#### **8.1 Review of Thesis**

The purpose of this study is to evaluate the impact of rural tourism on the built environment in two different landscapes identified in the model of creative destruction, leisure-scape and heritage-scape. Multiple research methods were used to achieve the three research objectives, which ultimately answered the research question. The first objective was to assess the changes that have occurred to the built environment in a heritage-scape and leisure-scape setting. Townscape assessment, individual building analysis and survey data were examined to meet this objective. This research suggests that today, more buildings have heritage value in Creemore, a heritage-scape, than in St. Jacobs, a leisure-scape. More new development that is not sensitive to the heritage character of the area has taken place in St. Jacobs than in Creemore. Therefore, heritage buildings, and the rural idyll, are compromised as villages move through the stages of creative destruction and experience the conditions associated with the landscapes of heritage-scape and leisure-scape. During the landscape of heritage-scape, community members are aware of the heritage character and the importance of the historical built environment. Here, most business owners take initiatives to maintain and even enhance the built environment.

The second objective was to provide an explanation for the current heritage structure of the two communities considered in this study. The results from the business survey were used to meet

this objective. The business survey found that no one owning a business in St. Jacobs or working in Village actually resided in the Village, which has a significant impact on defining and maintaining the heritage of the area. Both the County and Township policies guiding land use in Creemore are more detailed and focused on heritage protection than are those pertaining to St. Jacobs. In Creemore, new development that is not in keeping with the character of the village has faced great opposition. The involvement of the community to retain the heritage character of the area has had tremendous impact on the conservation of heritage resources and the enhancement of the small town Ontario feel. Thus, it is evident that the factors responsible for the change to the built environment are consistent with the model of creative destruction. Also consistent with Mitchell and de Waal's (2009) research, this study finds that non-heritage private sector investment is taking place in St. Jacobs, while private sector investment in commodification that may oppose non-heritage type development is taking place in Creemore. Furthermore, in Creemore, the debates arising from the appropriateness of the new large-scale development further speaks to Vanderwerf and Mitchell's (2010) understanding of trial by space and the community's battle to establish its identity.

The final objective was to provide recommendations for growth on the assumption that development pressures will continue to affect these villages. The research offers five recommendations: strengthen policy and enhance its implementation, devise design guidelines and ensure documentation of resources, educate community members on heritage resources and ways in which to protect them, strengthen community ties to foster greater appreciation for heritage resources and the streetscape, and devise a balanced tourism strategy to maintain the resources that ultimately draw tourists to the villages.

This study achieved its goals and objectives. The data collected suggests that the degree of impact on built heritage does vary with the conditions associated with landscapes identities of heritage-scape and leisure-scape. Additionally, it supports the concept that the various drivers of

change identified by Mitchell and de Waal (2009) for St. Jacobs, and by Mitchell and Vanderwerf (2010) for Creemore, also impact the built heritage. Although a correlation analysis could not be run on the type of data collected, it is hypothesized that the type of resident occupying the building (full-time or part-time, owner or employee), had the most direct impact on the conservation of the built heritage. The factors that cause the villages to move further through the model's stages will also affect the level of protection seen with regard to the built heritage. However, only two (advanced commodification and post destruction) of the six stages were studied.

## **8.2 Academic and Applied Research**

To date, little research combines creative destruction analysis with heritage planning, despite the popularity of utilizing heritage resources for tourist dollars. As such, this study begins to fill this gap in the literature. The model of creative destruction describes the evolution occurring in rural areas, highlighting the dynamics between social and economic impacts of tourism. The model helps to understand the impact to the rural idyll that can result from commodification of rural heritage areas. This research has extended the model, to highlight the impact on the built heritage. By identifying these impacts, and the forces driving the change, ways to mitigate them can be devised.

This study shows there is a close relationship between the forces driving change in the model of creative destruction and those driving change to the built heritage. This study used another established tool, the Townscape survey with scorecard, to take into account the entire streetscape, offering a more holistic account of each village. The impact to the streetscape with a focus on the built environment should be incorporated into the model of creative destruction as another variable to track changes.

This study should prove useful to the communities of St. Jacobs and Creemore. Not only has it evaluated individual buildings and the change to streetscape elements through time, but it has also identified reasons for change, both negative and positive. The comparison of two similar

communities, each at a different stage of development, allows for revelations to be made about why they are developing so differently. Additionally, this study clearly identifies the resources at stake and shows that they do not have to be under threat to accommodate growth. This study may prevent St. Jacobs from losing its remaining heritage resources and ensure that the village does not lose its identity. For Creemore, this study reveals the community's multiple built heritage resources while highlighting the key policy provisions and public action that are instrumental to the conservation of resources.

While this study accounted for two specific villages, other similar communities may benefit from this research. Creative destruction can be used to better understand the negative impact built heritage resources may experience when communities go through substantial change. It is hoped that this knowledge will encourage other rural communities, whose built heritage contributes to its sense of place, to undertake similar studies. The knowledge gained from multiple studies will help future places, who wish to re-image their community as a heritage destination, to protect their built heritage resources.

### **8.3 Future Research**

In the future, another study using the model of creative destruction with the incorporation of the built heritage as a variable will need to be completed for both villages. This will reveal if the villages have progressed into a later stage of destruction. This study was meant to see if there is an impact to the built environment due to the conditions associated with the stages of the model of creative destruction. As this study found that buildings are very much affected, it is paramount that further studies are completed to ensure that heritage buildings are not threatened. Furthermore, a study of the impact to the built environment should be completed for a community at each of the six stages of the Model.



Additionally, future studies should incorporate resident attitudes towards built heritage and not just those who own or work in the building. It would be interesting to see if changes to historical buildings influence the out-migration or retention of residents. The out-migration of residents was identified in the Model, but it was attributed to other variables, not to the maintenance or destruction of buildings with heritage value. This could be a variable to study. As observed in this study, although not proved, those who own buildings and who live in the community full-time tend to be more protective of their buildings, including the historical features and the general look of the streetscape. Specific data should be collected to see if there is in fact a correlation to prove this. If these types of residents leave, it is speculated that buildings with heritage value will be under greater threat.

Growth pressures in both St. Jacobs and Creemore will likely continue and it has been observed that for both communities tourism is an important economic initiative. Each community must balance growth pressures with the conservation of the community's heritage resources through good planning. The multifaceted nature of these communities requires the planner to be active and vocal. Local government must develop policy and management plans to control development to ensure that it fits with the desires and goals for growth of the community. The planner can educate the public on the resources in the community and the policy intended to protect them. The public must be aware that development and renovation is not prohibited, but must fit with the community identity and its sense of place. Through public consultation and visioning exercises, the goals of the community can be established. Then urban design guidelines can be devised, policy can be established and zoning by-laws can specify building uses, height, set backs, and lot coverage, to help ensure the character of the area remains in the face of growth. The planner must ensure that the policy implementation approach is strategic and clear, in order for the community's vision to be attained.

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## **Appendix A:**

### **Notice of Survey**

Faculty of Environment  
School of planning  
University of Waterloo

March 2011

Dear business owner/manager:

I am a second year Masters of Planning Student at the University of Waterloo conducting research under the supervision of Professor Clare Mitchell and Professor Robert Shipley on the transformation of the historical buildings in this town. As tourism levels increase, development pressures are put on the heritage buildings that contribute strongly to the character of the town that attracts tourists. As an operator within one of these buildings, your opinions may be important to this study. I would appreciate the opportunity to speak with you about your experience on this topic.

I will be conducting this research as a door-to-door survey between the hours of 11:00am and 4:00pm, on Monday April 18, 2011. Your involvement in this survey is entirely voluntary and there are no known or anticipated risks to participation in this study. If you agree to participate, the survey should not take more than approximately 10 minutes. The questions are quite general (for example, do you know the approximate age of this building?). However, you may decline to answer any questions you feel you do not wish to answer. All information you provide will be considered confidential and will be grouped with responses from other participants. Further, you will not be identified by name in any thesis, report or publication resulting from this study. The data collected will be kept indefinitely in my supervisor's office at the University of Waterloo.

If after receiving this letter, you have any questions about this study, or would like additional information to assist you in reaching a decision about participation, please feel free to contact Professor Clare Mitchell by telephone at xxx-xxx-xxx ext.xxxxx or by email at [cjamitch@uwaterloo.ca](mailto:cjamitch@uwaterloo.ca) or Professor Robert Shipley by telephone at xxx-xxx-xxxx ext.xxxxx or by email at [rshipley@uwaterloo.ca](mailto:rshipley@uwaterloo.ca).

I would like to assure you that this study has been reviewed and received ethics clearance through the Office of Research Ethics at the University of Waterloo. However, the final decision about participation is yours. Should you have comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes in the Office of Research Ethics at 888-4567, Ext. 36005 or [ssykes@uwaterloo.ca](mailto:ssykes@uwaterloo.ca).

Thank you in advance for your interest in this project.  
Yours sincerely,

Kathryn Randle  
University of Waterloo  
Faculty of Environment  
[krandle@uwaterloo.ca](mailto:krandle@uwaterloo.ca)

## **Appendix B:**

### **Survey Information and Consent**

Faculty of Environment  
School of Planning  
University of Waterloo

Dear business owner/manager:

Recently you received a letter informing you of a University of Waterloo study to be conducted in your town. As a full time Master's student in the Faculty of Environment at the University of Waterloo, I am currently conducting research under the supervision of Professors Clare Mitchell and Robert Shipley on the transformation of the built environment in your town. Tourism has long been a form of revenue for many rural communities. However, it is important to acknowledge the impacts that tourism may have on the historical buildings, which contribute to the tourist attraction of these communities.

I would like to invite you to participate in a survey because your input will help me assess the impacts that tourism is having on the historical buildings in this town. The survey includes questions about your business and the building that it is situated in.

The survey will take approximately 10 minutes to complete. Participation in the survey is entirely voluntary. You may decline to answer any question or withdraw from participation at any time by advising the researcher or not return the questionnaire. There are no known or anticipated risks to participation in this study. Your completion of the survey will indicate your consent to participate in this study. All information you provide will be considered confidential, no personal identifiers will be included with your responses. The data collected will be kept in my supervisor's office indefinitely at the University of Waterloo

If you are not able to complete the survey while I am here, simply complete it on your own time and use the postage paid, addressed envelope attached to your questionnaire. The recommended return date for surveys is before June 1<sup>st</sup> 2011. All participants who wish can receive a summary of the findings via email or mail by providing me with your email or mailing address, which will be recorded separately from the survey responses.

If you have any questions regarding this study, or would like additional information about participation, please contact me at (xxx-xxx-xxxx) or by email ([krandle@uwaterloo.ca](mailto:krandle@uwaterloo.ca)). You can also contact either one of my supervisors. Professor Clare Mitchell by telephone at xxx-xxx-xxx ext.xxxxxx or by email at [cjamitch@uwaterloo.ca](mailto:cjamitch@uwaterloo.ca). Professor Robert Shipley by telephone at xxx-xxx-xxxx ext.xxxxxx or by email at [rshipley@uwaterloo.ca](mailto:rshipley@uwaterloo.ca).

I assure you that this study has been reviewed and received ethics clearance through the

Office of Research Ethics at the University of Waterloo. However, the final decision to participate is yours. If you have any comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes of this office at 1-519-888-4567 ext. 36005 or [ssykes@uwaterloo.ca](mailto:ssykes@uwaterloo.ca).

Thank you in advance for your interest and assistance with this research.  
Yours truly,

Kathryn Randle  
University of Waterloo  
School of Planning  
[krandle@uwaterloo.ca](mailto:krandle@uwaterloo.ca)

## Appendix C:

### Business Survey

**PART I: Residential/Business History** (please place a check mark beside the appropriate answer).

1. Are you a full-time or part-time resident of this town?

☐ Full-time      ☐ Part-time

2. If you are a part-time resident, where else do you live?

3. If you are not a resident of this town, where is your home?

4. If you are a full-time resident, for how long have you lived here?

\_\_\_\_\_ Years

5. Please describe the main types of products you sell, or the services you offer.

6. Has this business always sold the same products or services in this building?

☐ Yes      ☐ No      ☐ Unsure

If no, please indicate what products or services were offered in this building in the past.

7. Please indicate which best describes your current status (Select all that apply)

☐ Owner of this building      ☐ Owner of this business      ☐ Manager/employee of this business      ☐ Live on the premises

Please answer question 8 if you are the owner of this business. If you are not, then please go to question 9.

8a. For how long have you operated your current business in this building?

\_\_\_\_\_ Years

b. Has your current business always been in this building?

☐ Yes      ☐ No      ☐ Unsure

c. If your current business was once located in a different building in this town, please provide the street address.

d. If you operated a business in another community prior to opening this one, please indicate the community where it was located.

e. What were your main reasons for opening a business in this community?

9. What features of the town make it an attractive place for a business such as this?

**PART II: Building Changes**

1. Do you know the approximate age of this building?

☐ Pre 1800    ☐ 1800-1825    ☐ 1825-1850    ☐ 1850-1875    ☐ 1875-1900    ☐ 1900-1925    ☐ 1925-1950  
☐ 1950-1975    ☐ Post 1975

2a. Do you consider this building to be a historic building?

☐ Yes      ☐ No      ☐ Unsure

b. If yes: Please list the features of the building that you believe give it historic value.

c. If no: Please indicate why you believe the building does not have historic value.

3. Do you believe the historic buildings in the community should be protected to maintain the character of the area?

☐ Yes ☐ No ☐ Unsure

Why?

4. Do you feel the historic buildings in this community have been adequately protected from demolition or alteration of their historic features?

☐ Yes ☐ No ☐ Unsure

Why?

5. Do you feel the owner of the building should be able to make alterations that change the historic character of the building at his or her own discretion?

☐ Yes ☐ No ☐ Unsure

6a. Have changes been made to this building?

☐ Yes ☐ No ☐ Unsure

6b. If yes, please describe any changes that you, or past owners, have made.

7a. What changes, if any, do you (or the owner) plan to make to the building exterior?

7b. Why are these changes planned?

### Part III: Tourism

1. How important is tourism to this business?

☐ Extremely important ☐ Very important ☐ Somewhat important ☐ Not important ☐ Unsure

2. Are tourist numbers currently adequate to sustain local businesses that rely on tourism?

☐ Yes ☐ No ☐ Unsure

3. Is there a point at which you would consider there to be too many visitors?

☐ Yes ☐ No ☐ Unsure

4. Would you like to see more tourist businesses in this community?

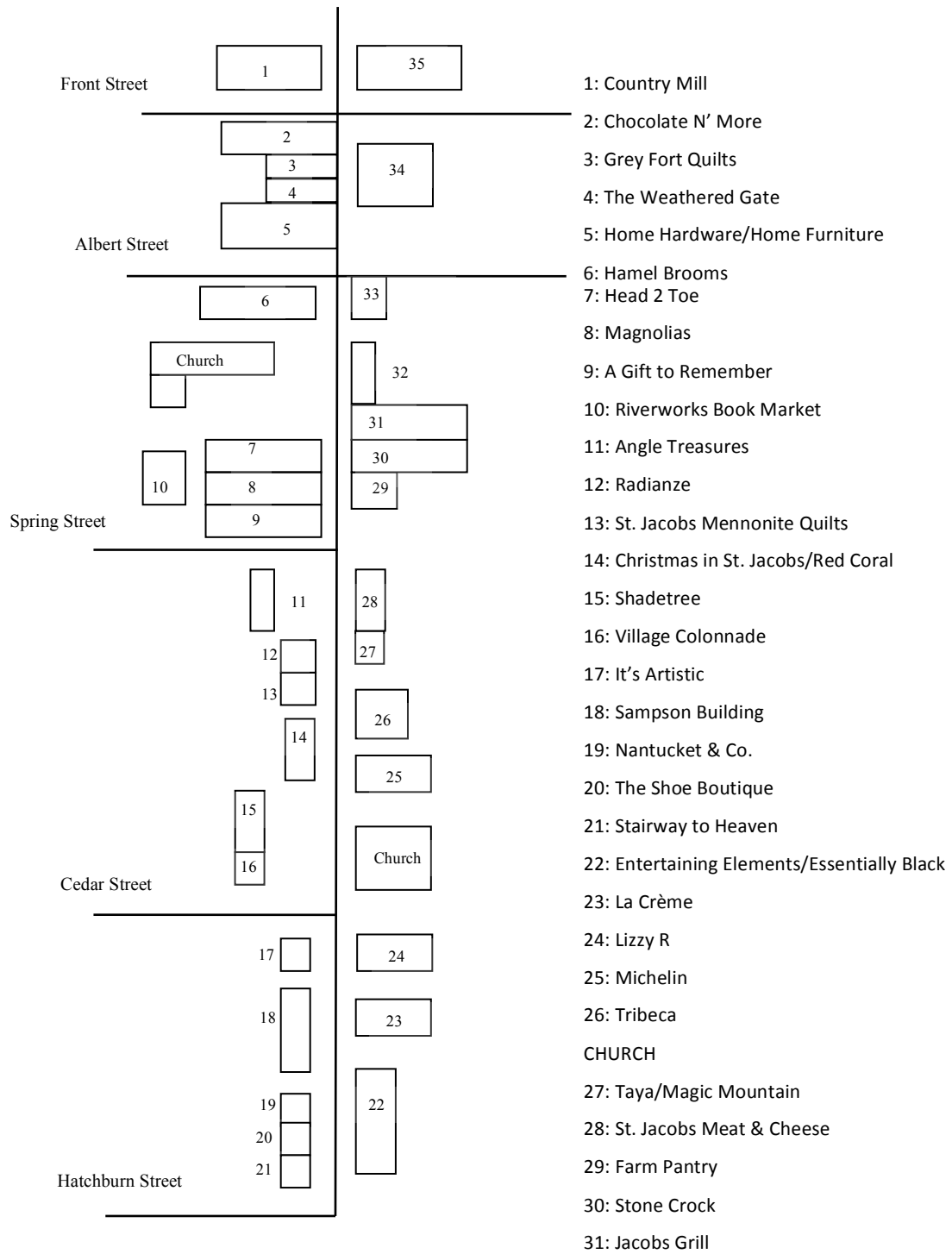
☐ Yes ☐ No ☐ Unsure

5. To what extent was each of the following important to your decision to open a business in this community (or to work here)

	Not Important 1	2	3	4	Extremely Important 5
Potential to meet people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Opportunity to work in an historic building	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Opportunity to live in a small, rural community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Opportunity to preserve an historic building	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Potential to maximize my financial returns	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Opportunity to work in a community with like-minded people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Potential to share my knowledge or skills with others	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

**Thanks for your participation!**

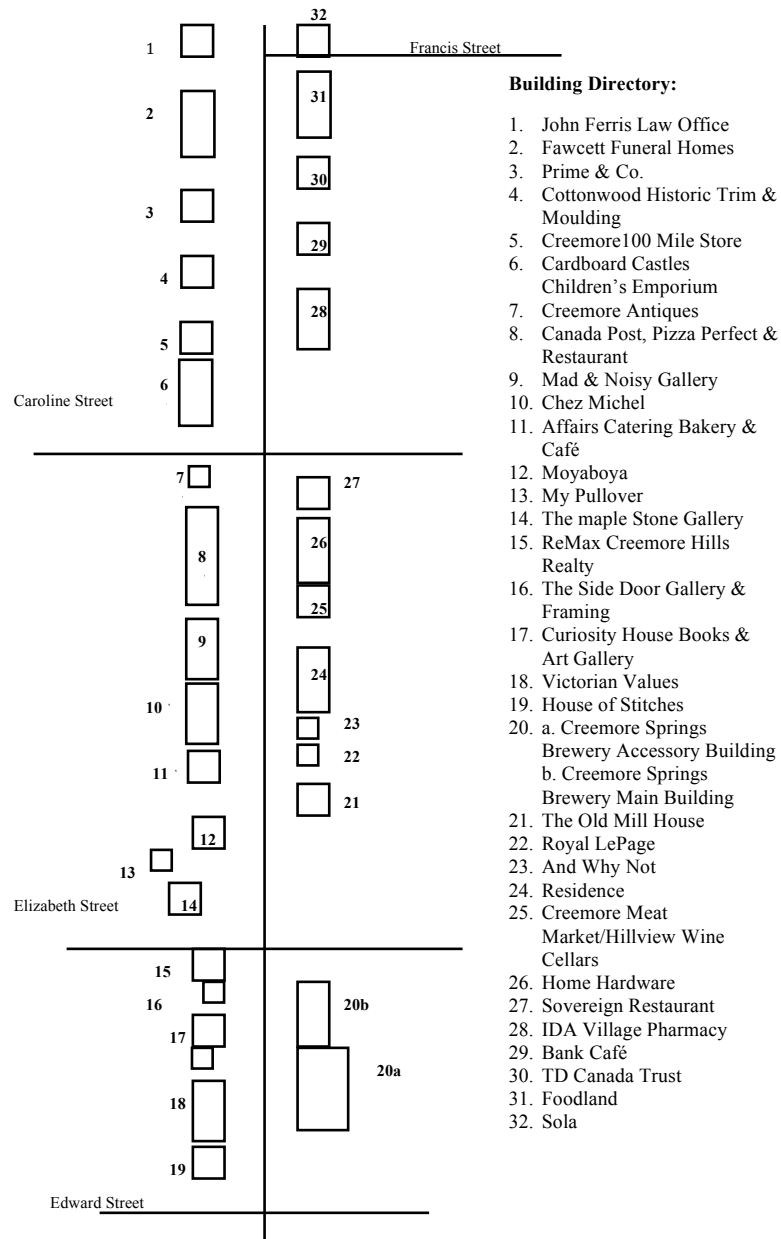
## Appendix D: St. Jacobs Survey Building Map





## Appendix E:

### Creemore Survey Building Map



## Appendix F:

### Townscape Evaluation Proforma

#### TOWNSCAPE EVALUATION PROFORMA

LOCATION:                      DATE:              TIME:

REFERENCE:                      WEATHER:

Score between 0 (absent) and 5 (excellent) for each factor (Half marks may be used)

<b>A. STREETSCAPE: QUALITY &amp; MAINTENANCE</b>	
A1 Pedestrian Friendly                      _____	A6 Sense of Threat                      _____
A2 Coherence                      _____	A7 Planting: Public                      _____
A3 Edge Feature Quality                      _____	A8 Appropriate Resting Places                      _____
A4 Floorscape Quality                      _____	A9 Signage                      _____
A5 Legibility                      _____	A10 Street Furniture Quality                      _____
<b>B. PRIVATE SPACE IN VIEW</b>	<b>C. HERITAGE IN VIEW</b>
B11 Advertising, In Keeping                      _____	C16 Conserved Elements Evident                      _____
B12 Dereliction, Absence of                      _____	C17 Historical Reference Seen                      _____
B13 Detailing Maintenance                      _____	C18 Nomenclature/Place Reference                      _____
B14 Facade Quality                      _____	C19 Quality of Conservation Work                      _____
B15 Planting: Private                      _____	C20 Quality of New Development                      _____
	C21 Neglected Historic Features                      _____

## Evaluation of Historic Townscape

## Evaluation of Present Day Townscape

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## Appendix H:

### Townscape Proforma, Creemore



#### Evaluation of Historic Townscape



Creemore - Historic									
<b>A. Streetscape Quality</b>					<b>B. Private Space in View</b>				
	Score	Out of	%	Out of 5		Score	Out of	%	Out of 5
A1-Pedestrian friendly	28.5	35	81.43%	4.1	B11-Advertising, in keeping	31	30	85.71%	4.4
A2-Coherence	31	35	88.57%	4.4	B12-Dereliction, Absence of	35	35	100.00%	5.0
A3-Edgefeature Quality	28	35	80.00%	4.0	B13-Detailing, Maintenance	28.5	35	81.43%	4.1
A4-Floorscape Quality	17	35	48.57%	2.4	B14-Facade Quality	28	35	80.00%	4.0
A5-Legibility	26	35	74.29%	3.7	B15-Planting Private	14.5	25	58.00%	2.1
A6-Sense of Threat	24.5	35	70.00%	3.5	<b>SUM B</b>	137	160	85.63	4.3
A7-Planting: Public	21	30	70.00%	3.0	<b>C. Heritage in View</b>				
A8- Appropriate Resting Places	22	35	62.86%	3.1		Score	Out of	%	Out of 5
A9-Signage	21	35	60.00%	3.0	C16-Conserved Elements Evident	30	35	85.71%	4.3
A10-Street Furniture Quality	26	35	74.29%	3.7	C17-Historic Reference Seen	0	0	0%	0.0
<b>SUM A</b>	245	345	71.01	3.6	C18-Nomenclature/Place Reference	18.5	30	61.67%	2.6
					C19-Quality of Conservation Work	0	0	0%	0.0
<b>Impression Score</b>	0	0	#DIV/0!	#DIV/0!	C20-Quality of New Development	0	0	0%	0.0
<b>Aggregate Score</b>	430.5	575	74.87%	3.7	C21-Neglected Historic Features	0	0	0%	0.0
					<b>SUM C</b>	48.5	65	74.62	3.7



#### Evaluation of Present Day Townscape



Creemore 2010 - Present									
<b>A. Streetscape Quality</b>					<b>B. Private Space in View</b>				
	Score	Out of	%	Out of 5		Score	Out of	%	Out of 5
A1-Pedestrian friendly	32.5	35	92.86%	4.6	B11-Advertising, in keeping	27.5	35	78.57%	3.9
A2-Coherence	29.5	35	84.29%	4.2	B12-Dereliction, Absence of	35	35	100.00%	5.0
A3-Edge Feature Quality	29	35	82.86%	4.1	B13-Detailing, Maintenance	29	35	82.86%	4.1
A4-Floorscape Quality	34	35	97.14%	4.9	B14-Facade Quality	30	35	85.71%	4.3
A5-Legibility	31	35	88.57%	4.4	B 15-Planting Private	30.5	35	87.14%	4.4
A6-Sense of Threat	28	35	80.00%	4.0	<b>SUM B</b>	152	165	92.12%	21.7
A7-Planting: Public	34	35	97.14%	4.9	<b>C. Heritage in View</b>				
A8- Appropriate Resting Places	35	35	100.00%	5.0		Score	Out of	%	Out of 5
A9-Signage	26.5	35	75.71%	3.8	C16-Conserved Elements Evident	28	35	80.00%	4.0
A10-Street Furniture Quality	35	35	100.00%	5.0	C17-Historic Reference Seen	19.5	35	55.71%	2.8
<b>SUM A</b>	314.5	345	91.16%	44.9	C18-Nomenclature/Place Reference	35	35	100.00%	5.0
					C19-Quality of Conservation Work	25.5	35	72.86%	3.6
<b>Impression Score</b>	0	0	#DIV/0!	#DIV/0!	C20-Quality of New Development	24.5	35	70.00%	3.5
<b>Aggregate Score</b>	632	735	85.92%	5.5	C21-Neglected Historic Features	35	35	100.00%	5.0
					<b>SUM C</b>	167.5	210	79.76%	23.9

## Appendix I: Townscape Views, St. Jacobs



View 1- King Street Looking South West Side of Street	
Historic (N1468 KPL)	Present Day (Randle, 2010)
	



View 2 - King Street Looking South, West and East Side of Street	
Historic (N1462 KPL)	Present Day (Randle, 2010)
	

View 3 - St. Jacobs, King Street, looking north from Albert St.	
Historic (N1457 KPL)	Present Day (Randle, 2010)
	

View 4 - King St looking North	
Historic, c.1909 (N1461 KPL)	Present Day (Randle, 2010)
	







View 5 - King Street looking South	
Historic (N2970 KPL)	Present Day (Randle, 2010)
 <p>When the village had a lot of trees on main street. White building on left was Oscar J. Smith</p>	

View 6 - King Street Looking South	
Historic, 1895 (N2979 KPL)	Present Day (Randle, 2010)
	



## Appendix J:



### Townscape Views, Creemore

View 1- Mill Street looking southwest	
Historic, 1920's (Blackburn, 2010)	Present Day (Randle, 2010)
	

View 2- Mill Street looking south	
Historic, 1922 or 1923 (Curran, 2006)	Present Day (Randle, 2010)
	



View 3 - Mill Street looking south	
Late 1930's or 1940's (Curran, 2006)	Present Day Photo (Randle, 2010)
 <p>A view of Mill Street South of the R.R. crossing taken sometime in the late 30's early 40's.</p>	

View 4 - Mill Street looking North	
Historic, c. 1928 (Blackburn, 2010)	Present Day (Randle, 2010)
	

View 5- Mill Street looking north (just above Edward St)	
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Historic, 1900 (Blackburn, 2010)	Present Day Photo (Randle, 2010)
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View 6 - Street looking North from Edward Street	
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Historic 1950's (Curran, 2006)	Present Day (Randle, 2010)
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View 7 - Mill Street looking south from Caroline Street
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Historic 1900's (Blackburn, 2010)	Present Day (Randle, 2010)
 <p>A sepia-toned historical photograph of a wide street in Blackburn. The street is unpaved and dusty. On the left, there are several two-story brick buildings with gabled roofs. On the right, a tall wooden utility pole stands prominently. In the distance, a horse-drawn carriage is visible on the street. The overall scene depicts a quiet, rural town in the early 20th century.</p>	 <p>A modern color photograph of the same street in Randle, 2010. The street is now paved with asphalt and has white crosswalk markings. Modern cars are parked along the sides of the road. The buildings on the left are similar to those in the historic photo but appear more well-maintained. The scene shows a more developed and active town environment.</p>

## Appendix K:

### Ontario Heritage Act Regulation 9/06

**Criteria for Designation as per OHA Regulation 9/06** "A property may be designated under section 29 of the Act if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:"

#### **Architectural Value:**

- i. Is a rare, unique, representative or early example of a style, type, expression, material or construction method
- ii. Displays a high degree of craftsmanship or artistic merit
- iii. Demonstrates a high degree of technical or scientific achievement

#### **Historical Value:**

- i. Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community
- ii. Yields, or has the potential to yield, information that contributes to an understanding of a community or culture
- iii. Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community

#### **Contextual Value:**

- i. Is important in defining, maintaining or supporting the character of an area
- ii. Is physically, functionally, visually or historically linked to its surroundings
- iii. Is a landmark

(Source: Ontario e-laws, 2006)