Town of Pelham

HERITAGE MASTER PLAN

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PREPARED FOR:

The Town of Pelham

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with

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TABLE OF CONTENTS

Part A Introduction

1 Making a Case for Heritage Master Planning 3

1.1 What is "Heritage"? 3
1.2 Why Make a Heritage Master Plan? 4
1.3 What are the Plan's Terms of Reference? 7
1.4 What is the Study Method? 9

Part B Strategies for Making the Most of Pelham's Heritage Resources

2 Valued Aspects of Pelham's Past 13

2.1 Introduction 13
2.2 The Land 13
2.3 First Peoples 14
2.4 A Place of Refuge 20
2.5 Making a Place 22
2.6 Agriculture Ascendant 24
2.7 Part of an Urban Region 26

3 Types of Heritage Resources to be Considered 31

3.1 Introduction 31
3.2 Defining Heritage Resources 31
3.3 Identifying and Conserving Heritage Resources 33
3.4 Built Heritage Resources 34
3.5 Cultural Heritage Landscapes 37
3.6 Archaeological Resources 41

4 Groupings of Heritage Resources 43

4.1 Introduction 43
4.2 Twelve Mile Valley 45
4.3 Canboro Road Corridor 46
4.4 Northwest Quadrant 47
4.5 Southeast Quadrant 48
4.6 Chippawa Creek 49

5 Heritage as Seen Through Local Eyes 51

5.1 Preliminary Observations 51
5.2 From Values to Themes 53

Part C Options and Recommendations

6 Strategies for Improvement 57

6.1 Introduction 57
6.2 Improve Heritage Resource Inventory and Evaluation 58
6.2.1 Summary of Current Situation 58
6.2.2 Strategies for Improvement 61
6.2.3 Proposed Inventory and Evaluation Process 63
6.2.4 Determination of Archaeological Potential for the Town of Pelham 65
6.3 Enhance Heritage Resource Management Capacity 69
6.3.1 Summary of Current Situation 69
6.3.2 Strategies for Improvement 70
6.4 Develop Heritage Policies 77
6.4.1 Summary of Current Situation 77
6.4.2 Strategies for Improvement 79
6.4.3 Proposed Heritage Policy Initiatives 81
6.5 Use Heritage to Spark Community and Economic Development 82
6.5.1 Summary of Current Situation 82
6.5.2 Tourism as an Economic Driver 83
6.5.3 Strategies for Improvement 89
6.5.4 Proposed Cultural Tourism Development Strategy 93

Part D Heritage Master Plan Goals, Objectives and Action Plan

7 The Role of Heritage in Pelham`s Future 97

7.1 Introduction 97
7.2 Heritage Master Plan Objectives and Action Plan Steps 100
7.2.1 Build the Knowledge Base 100
7.2.2 Manage and Enhance Heritage Resources 103
7.2.3 Leverage Heritage for Local Benefit 109
7.3 Priority Projects and Time Line 113

Appendices

Appendix 1 - Mapping
Appendix 2 – Sample inventory/field survey templates (built heritage, cultural heritage landscapes)
Appendix 3 – Sample evaluation sheets
Appendix 4 – Proposed OP policies and implementation process (archaeological)
Appendix 5 – PEC Gastronomy case study
Appendix 6 – Public consultation
Appendix 7 – References

Users' Guide

Frequently Asked Questions

WHAT IS A HERITAGE MASTER PLAN?

- It guides the Town's plans for finding, assessing, conserving and celebrating heritage resources.
- It encourages development that respects the heritage character of Pelham.
- It recommends policies for inclusion in the Town's Official Plan.
- It provides priorities and timelines for the Town's actions in heritage conservation.

HOW WILL IT AFFECT MY PROPERTY?

- It is an overall plan for the entire municipality and will not directly affect individual properties.
- It ensures that new development is compatible with existing settings.
- It guides growth in ways that avoid negative impacts on existing properties and communities.

WHO PREPARED THE PLAN?

- It was prepared by a consulting team hired by the Town.
- The team included heritage planners, architects, tourism and economic development consultants, historians and archaeologists.
- The plan was guided by a steering committee composed of the municipal heritage advisory committee, Planning staff, and representatives of Council.
- Comments from the public (via interviews and surveys) influenced the plan.

HOW WAS THE PLAN PREPARED?

- It followed terms of reference provided by the Town.
- It reflects current Provincial, national and international best practices in heritage planning.
- It was reviewed at regular intervals by the steering committee.
- It culminated in a final report for adoption by Council.

WHAT WILL HAPPEN AFTER THE TOWN ADOPTS THE PLAN?

- The recommended action plan and time line provide a list of immediate and longer term projects to implement the plan.
- The study steering committee can become the implementation committee responsible for carrying out the plan's recommendations.
- It contains ways to monitor the effectiveness of the recommended projects.
- It leads to changes in the way heritage is managed by the Town, and to revised policies in the Town's Official Plan.
- It encourages partnerships with other agencies and groups to act on its recommendations.

Part A

Introduction

1 Making a Case for Heritage Master Planning

1.1 What is "Heritage"?

The starting point for any discussion of heritage is an understanding of what a community values. Canadian communities are made up of many things – buildings, landscapes, social customs and routines, natural features, memories – that together help define that community's character. What "heritage" means in this context is the essence of the place: what makes Pelham distinct from anywhere else? Or, put another way, is the Comfort Maple the only way to symbolize Pelham's identity?

Defining heritage

"Heritage" is also a term often assumed to be synonymous with "rare" and "expensive", both terms associated with the elites in any culture. In this Plan, and in other documents produced under current Canadian federal and Provincial heritage legislation, "heritage" also includes the ordinary and everyday; those components of normal life in a community that may seem commonplace but are essential to its distinctive character. Especially in rural areas that may lack the concentration of highly significant heritage resources found in many cities, conserving the "vernacular" is important if that community is to understand, keep and enhance its identity.

"Heritage" as applied to places was once defined almost exclusively in terms of architectural history, with heritage significance being the extent to which the buildings (usually in isolation from their context) were of note for their style, design, construction, architect or detailing. These narrow definitions of heritage and significance have now been broadened. In Ontario, both under the umbrella planning legislation stated in the Provincial Policy Statement, and under the specific heritage legislation stated in the Ontario Heritage Act, heritage now encompasses much more than buildings, and significance means much more than architectural value*.

In a nutshell, "heritage" is now defined in terms of "cultural heritage resources" which include buildings (and other structures), landscapes (including individual gardens as well as entire urban or rural districts) and archaeological resources (including artifacts as well as buried objects). The criteria by which heritage significance is defined include not only their excellence as designs or surviving examples of a building, landscape or archaeological resource type, but also their intangible value as places of work, recreation, and solace.

** The Provincial Policy Statement (2005) provides clear definitions of the elements of a place that can be considered of heritage value: it also defines "significance" as applied to such elements. See Section 2.6 of the Statement for policies on cultural heritage and archaeology, and Section 6.0 for definitions of key terms such as "archaeological resources", "built heritage resources", "cultural heritage landscape", and "significant". See the Ontario Heritage Tool Kit for discussion of heritage resources, including criteria for determining significance.*

In summary, many more elements of a community have now been recognized as having value to that community's "sense of place", and as having a crucial role in defining that community's character.

Conservation and development

Another aspect of heritage planning relates to the ways in which heritage mediates between "conservation" and "development". Those two terms are often seen as being in opposition to each other. However, communities today are beginning to plan for a sustainable future, one in which growth is managed within a broader cultural and environmental context. Supported by the policies of the Provincial Policy Statement, this emerging approach to municipal planning places heritage conservation within a growth management framework so that heritage conservation becomes a way of managing change in ways that support community values. By emphasizing the special character of its settings and community activities, Pelham can capitalize on its heritage in ways that make it an attractive place in which to stay, return to, or invest in.

Heritage master plans

What is a "Heritage Master Plan"? Although there is no standard definition, past experience shows that such a plan puts heritage resources in the spotlight and demonstrates the benefits of conserving and enhancing them. For local residents, it is a call to action; for visitors, it is an introduction to the Town's character; for municipal staff, it is a guide to managing heritage activity. For them, as well as for volunteer groups and private property owners, it provides a framework for the many actions required to conserve, enhance and promote heritage within Pelham. Overall, the Heritage Master Plan provides a vision of the future in which heritage is an integral part of the municipality's long term planning policies and its daily actions.

1.2 Why Make a Heritage Master Plan?

Timing

This project is opportune because it addresses two related but seemingly opposing issues. On the one hand, there has been a steady pressure on the community's stock of heritage settings from development spreading outwards from larger communities in the region. On the other hand, the Town is improving its policy tools, most notably through ongoing growth management planning and in responses to the Province's "Places to Grow" initiative. These two issues of loss and response, seen in the light of strengthened Provincial policies for heritage resources found in the Policy Statement and Heritage Act, need to be addressed in a comprehensive and effective way. A Heritage Master Plan is the proper vehicle for doing so.

Economic benefits of culture

There are other reasons why now is a good time to undertake this Plan. The Niagara Region is becoming a major tourism attraction as well as a desirable place in which to live and work. One of the reasons for this is a growing consensus, in Canada and around the world, that culture is an essential part of what makes a place worth living in and worth visiting. If properly identified and managed, culture (which includes heritage) can be the key to a community's future. Certainly the recent initiatives by the Province of Ontario to foster community cultural planning, driven by the hope of benefitting from the "creative economy", have shown that this is an important trend. Heritage master planning supports cultural planning and is an integral component of it.

Planning rationale

The premise behind providing strategies for conserving local heritage resources is simple: it is important for a community's identity, as well as for its culture and economy, to ensure that a community expresses continuity with its past. Without knowledge of the ways in which Pelham developed, and appreciation for what has been accomplished in building the community, planning for the future happens in a vacuum.

There are six main components for a conservation strategy: compilation of local natural and cultural history; inventory and evaluation of existing cultural heritage resources; cultural heritage resource conservation and development objectives; assessment of place character; recommended strategies and policies for conservation and interpretation of cultural heritage resources, and; economic development opportunities resulting from cultural heritage resource conservation and interpretation. Each of these components is an integral part of a Heritage Master Plan.

Change management

A Heritage Master Plan is the best way for a community to identify its cultural heritage resources and both protect and celebrate them. It is the means by which community character can be defined and the key elements of that character conserved. The Pelham Heritage Master Plan is both a response to current challenges in conserving heritage resources and a description of aspirations for a preferred way of treating such resources in the future. The Plan offers an opportunity to identify what is important, maintain and improve it, and derive economic and social benefit from it.

In essence, the Plan is a means of managing change in ways that support the meanings and values that Pelham residents have for their municipality. This process primarily involves changes to the physical setting but also includes impacts on a full range of cultural heritage resources such as artifacts or cultural practices and other such intangibles. Especially in a rural municipality, it is often the ways of life centred around farming and other rural activities that are essential to local character, and there is less emphasis on the physical settings that support such activities.

Preparing a Heritage Master Plan involves seeing all kinds of heritage resources as assets, and not as liabilities or things of little importance or value. Once heritage resources are acknowledged as being important to the future development of Pelham, then change can be managed in beneficial ways.

The Heritage Master Plan deals with two kinds of change:

- *quantitative*, in the retention of material heritage resources, and;
- *qualitative*, in the enhancement of local quality of life as a result of what happens to heritage resources.

Communal values

Planning for heritage resources focuses on the conservation and enhancement of such resources, and thus involves controls on market forces that, in some cases, if left unchecked, would cause the degradation or loss of heritage resources. This does not mean that such resources must remain exactly as they are and that no change can occur. On the contrary, development is certainly encouraged, but only certain kinds of development are recommended as being "heritage friendly" and therefore suitable for the alteration of heritage resources or for construction in heritage settings. Such an approach to development is relatively new in Canada and requires a higher degree of creativity than would be needed to build a standard development on a cleared site.

As in any sort of planning, not just for heritage, a key issue to resolve is the balance between the rights and needs of individual property owners and those of the citizenry as a whole. The holistic nature of the Plan helps achieve this balance. Generally speaking, heritage planning involves building community-wide consensus as to the proper relationship between individual and collective values, rights and responsibilities as applied to heritage resources. Discussions around heritage matters seek to clarify the specific resources that local people value, to identify them, and to describe them in ways that can be translated into planning policies and development guidelines. Consensus can be reached if the majority of local residents see the benefits of heritage planning, both as individuals and as a community. And as will be shown in this Plan, heritage conservation and enhancement has the ability to spark community pride and foster economic growth.

Accordingly, heritage planning is not a top-down exercise imposing policies on the community at large. Because heritage plans involve a discussion of cultural values, by necessity the discussion must include the opinions and suggestions of the resident population. It should also include an assessment of what local character has been in the past, and of the ways in which that character has changed over time, and why. The following document does this.

Purpose

In summary, the Heritage Master Plan has several purposes. It is both a *vision* document, to start a process of consensus building around heritage values, and a *policy* document, to foster Council's decisionmaking and staff's implementation. It is both a *process* – of making aware and building consensus – and a *product* – of strategies, policies, and actions in the form of pilot projects. Once in place, the Plan encourages the community as a whole to look at Pelham in new ways so that both residents and visitors appreciate local history and are motivated to enhance the best elements of the local setting.

1.3 What are the Plan's Terms of Reference?

Town goals and objectives

As stated in the project request for proposal, the Town of Pelham has initiated this Plan in order to achieve the following three goals:

1. *Assist the Town and the Heritage Pelham Advisory Committee in the development of ongoing identification and evaluation of the historical significance of properties, cultural landscapes and archaeological resources.*
2. *To clarify and define the appropriate role for the Municipality with regards to the conservation and enhancement of heritage tourism opportunities.*
3. *To identify to the public the importance and value that the Town places on our heritage assets and to clarify the support that the public can expect in their efforts to preserve, enhance and promote these assets.*

Deliverables to achieve the first of these goals include an assessment of current conservation activities, a thematic outline of Pelham's history, establishment of criteria, guidelines and policies for evaluating the heritage significance of cultural resources (including an assessment of the existing inventory and recommendations for future completion and maintenance of the inventory), and policies and procedures for the Municipality to conserve heritage resources.

The second and third goals are to be met by assessing the ways in which the Municipality currently works with local heritage groups, identifying ways in which the Municipality can establish a co-ordinated approach to addressing heritage conservation and interpretation, recommending a plan of action for this task as well as for funding, identifying Municipal financial and human resource requirements resulting from the Plan, assessing heritage tourism potential (product and market readiness), providing an evaluation of the economic benefits of heritage conservation and development in Pelham, and developing a strategic plan for creating linkages with other regional bodies for enhanced interpretation and marketing of cultural heritage resources.

This is to be a ten year plan containing a detailed implementation strategy and a monitoring and evaluation plan with which to measure the Plan's effectiveness.

Provincial and federal policy goals

The Heritage Master Plan is guided by the heritage policies of the Ontario government and by national and international best practices in heritage planning. These include, but are not confined to, guidelines from the *Ontario Heritage Tool Kit* and the federal *Standards and Guidelines for the Conservation of Historic Places in Canada*. Having said that, there are no specific guidelines for preparing such plans, and thus each heritage master plan is a specific response to a single community.

In the case of Pelham, the study team used an approach to heritage planning that drew on a number of sources. It is modelled on Canadian precedents, especially the Heritage Master Plan recently prepared by members of this study team for the City of Cambridge. It is also modelled on local initiatives to promote heritage planning. As stated in the study terms of reference, the Heritage Master Plan is the culmination of several efforts by the Town and its residents to start planning for heritage. Beginning with the Pelham Historical Society's Historical Calendars, which provided text and illustrations on various aspects of Pelham's history for each month of the year, the volunteer Local Architectural Conservation Advisory Committee (LACAC) initiated several projects that began creating an inventory of local heritage resources, focused on buildings. Commemoration of the Town's 150th anniversary in 2006 sparked renewed interest in local history. Local historian Catherine Rice has been instrumental in creating the calendars, in writing articles on local history for the local newspaper, and in assembling an historical archive in the Pelham library. Local authors also published histories of life in Pelham in the early-mid-20th century, the most prolific and prominent of which has been Dorothy Rungeling.

The Niagara Escarpment Commission, the Regional Municipality of Niagara and the Town have also initiated planning policies that address heritage conservation. The Niagara Escarpment Plan (2011), Section 2.12, deals specifically with the conservation of heritage resources, and Plan purpose and objectives, as well as policies throughout the rest of the Plan, encourage conservation of natural resources and development of land uses that are compatible with the Escarpment's natural and cultural heritage character. This is relevant to Pelham because the Niagara Escarpment Commission Plan Area includes the northeast quadrant of the Town of Pelham, with all of Effingham and portions of North Pelham and Fonthill east of Cream and Centre Streets and north of Tice Road, thus encompassing most of the Twelve Mile Creek watershed as well as portions of the Fonthill Kame.

The Region's "Smart Growth" initiative includes in its planning principles the containment of urban growth and the fostering of sense of place. The Regional Niagara Policy Plan seeks to balance urban growth with conservation of natural resources and recognizes the importance of heritage resources in local quality of life and creation and maintenance of distinctive communities. In Pelham, the Community Improvement Plan for the downtowns of Fonthill and Fenwick (November, 2009) emphasizes the character of each place and provides preliminary urban design guidelines and proposes incentive programs to spark compatible development. Subsequent urban design guidelines for both downtowns (July 2010) address in more detail what constitutes compatible development in an existing setting. Finally, the draft East Fonthill Secondary Plan and the new Official Plan of the Town of Pelham both contain detailed policies for compatible development and heritage conservation. Also in 2011, the newly elected Town Council prepared a Strategic Plan outlining that Council's priorities for their term in office. In that Plan, "preserving our heritage" was one of the primary goals.

1.4 What is the Study Method?

There is no standard approach to heritage planning; it involves a wide range of approaches, some substantive, some instrumental, but following common practices in the preparation of planning reports. The Heritage Master Plan is contextual in that it covers the entire municipality in space and, because it deals with elements of the past as they affect current and future action, in time. The substantive elements are addressed in the form of technical recommendation and pilot projects, with instrumental elements being the recommended planning tools to implement them, all within an overarching set of objectives.

The study process involves research using historical, economic, and market data, and previous studies. As part of this Plan, the study team conducted interviews, augmenting the information gained from these with comments from the steering committee, driving and walking tours through the various parts of Pelham, and any comparable heritage planning processes from other communities. The Town's planning administrative assistant was the project manager who, with the lead consultant, was responsible for liaison with the steering committee and the public. Interview subjects were suggested by the steering committee.

The methodology for this study was based on a three-fold approach: archival/field research; interviews/surveys, and; discussions with Town staff and the study steering committee.

The archival research included reviews of existing studies and publications, local histories and oral histories, all of which formed the background to a thematic history of Pelham (an overview of the main historical trends that defined the ways in which the municipality grew, and which constitute Pelham's heritage character).

We reviewed Town policy documents, procedures and programmes. We toured Pelham, both as part of a guided tour with the Town's planning staff and on our own.

Our consulting team worked closely with Town staff and members of the steering committee, initially to confirm the study scope, then to identify a list of interview subjects and to develop a public consultation process. Comments from each steering committee meeting have informed the study.

The heritage planning process is intended to influence the draft Official Plan in several ways. The Heritage Master Plan is reliant largely on the existing information upon which the current Official Plan is based, such as the current inventory of heritage resources, existing historical and archival material, and for broader trends, the Town's research to define demographic, social, economic and cultural trends in the municipality as a whole. The Heritage Master Plan focuses on the heritage resource component of those larger trends and suggests ways in which heritage conservation can contribute to policy objectives in those other areas. The Heritage Master Plan also informs the Town's emerging response to the Province's "Places to Grow" policy by identifying areas of heritage character and suggesting ways in which intensification of existing urban areas can be accommodated in a heritage-supportive fashion. Areas of heritage character may then become subject of further planning analysis in the form of Secondary Plans, special policy areas, urban design plans, or Heritage Conservation Districts. Guidelines for enhanced heritage planning as part of Site Plan Control are also addressed. Overall, the intent of the Heritage Master Plan is to find ways to enhance and implement the heritage policy tools found in the Official Plan.

The key components of the Heritage Master Plan are:

- a broad assessment of the municipality's heritage resources;
- identification of areas of distinct heritage character within Pelham;
- expressions of heritage meanings and values held by the community;
- identification of heritage tourism development opportunities;
- recommendations for improving the Town's process for inventorying and evaluating heritage resources; and
- strategies and policy recommendations for better managing, funding and marketing the heritage resources.

Part B
Pelham's Heritage Resources

2 Valued Aspects of Pelham's Past

2.1 Introduction

The following text provides an overview of Pelham's history, from the period of the last Ice Age to the present. Although by no means a comprehensive account of the past, it describes events and trends that influenced the buildings, landscapes and cultural activities evident today. In passing, the history notes the ways in which local people and visitors viewed Pelham at different stages in its development, as a way of identifying cultural values through time. Summarizing the history are a series of themes and sub-themes that attempt to capture the meanings and values for place that emerge from historic accounts, and from discussions with local residents today. These themes, and the places and activities associated with them, form the basis of the Heritage Master Plan.

2.2 The Land

Pelham sits atop the Niagara Escarpment, its lands sloping gently to the west and south towards Welland Creek, and more sharply away to the north east and east. Its height above the surrounding region offers panoramic views from the pinnacle at Fonthill and the land sloping away in all directions contains springs which feed the waters of the surrounding drainage system. Structurally, Pelham is situated within the Haldimand Clay Plain physiographic region of southern Ontario (Chapman and Putnam 1984: 156–159). The Haldimand Clay Plain physiographic region, an area of approximately 3,500 square kilometres, comprises the majority of the Niagara Peninsula south of the Niagara Escarpment, the limestone bluffs of which channelled early settlement, especially in the Short Hills, along Twelve Mile Creek.

In the last Ice Age, the region was entirely submerged by glacial Lake Warren and features predominantly glaciolacustrine clay overburden; however, the depth and even the presence of this clay overburden varies from place to place, and there are many relatively distinct sub-areas of the region (see Appendix 1: Pelham Surficial Geology). Predominant native vegetation at time of settlement a mixed hardwood/coniferous climax forest of American Chestnut, White Pine, White and Red Oak, Beech, Sugar Maple, Black and White Ash (Cruickshank, 1887: 290). The best growing soil is in the area flanking Canboro Road between Fenwick and Fonthill, in the Fonthill Kame, and is optimal for fruit production. Generally speaking, the municipality's soils are Class 1-3 for agricultural suitability, the highest rankings possible (see Appendix 1: Pelham Soil). According to early accounts of Pelham (Cruickshank, 1887), it was indeed "one of the finest agricultural and fruit districts in Canada" (ibid. 290), an accolade that remains true to this day.

2.3 First Peoples

While Pelham was certainly occupied for thousands of years by hunter-gatherer groups, no permanent agricultural villages have been found within its jurisdiction. The following research conducted by Archaeological Services Inc. provides a comprehensive overview of the municipality's pre-contact archaeological resource potential.

Pre-contact Cultural History and Documented Sites

The land encompassed by the Municipality of Pelham has a cultural history which begins approximately 11,000 years ago and continues to the present. As there tends to be less widespread awareness of the depth of this pre-contact settlement history, or general knowledge of the societies that inhabited Ontario prior to the onset of Euro-Canadian settlement, a brief review of the pre-contact history of the study area is necessary in order to provide an understanding of the various natural and cultural forces that have operated to create the archaeological sites that are found today. The chronological ordering of this review of the study area's pre-contact history is made with respect to three temporal referents: B.C.—before Christ; A.D. — Anno Domini (in the year of our Lord); and B.P.—before present (1950).

Paleo-Indian Period (9,000 B.C. 7,500 B.C.)

While the arrival of Paleo-Indian hunting bands in Ontario has not been accurately dated, it is thought that they arrived sometime after the draining of several large meltwater lakes which isolated southern Ontario until approximately 12,500 years before present. Radiocarbon dates from other North American Paleo-Indian sites suggest that the earliest sites found in Ontario date between approximately 11,000 and 10,500 years B.P.

Given the tundra-like or taiga-like environment that prevailed during this period and the location of their hunting camps, we postulate that their economy focused on the hunting of large Pleistocene mammals such as mastodon, moose, elk and, especially, caribou. Of particular interest in this regard is the frequent location of Paleo-Indian sites adjacent to the strand lines of large post glacial lakes. This settlement pattern has been attributed to the strategic placement of camps in order to intercept migrating caribou herds.

Evidence concerning Early Paleo-Indian (ca. 9,000 to 8,500 B.C.) peoples is very limited since populations were not large and little of the sparse material culture of these nomadic hunters has survived the millennia. Virtually all that remains are the tools and by products of their chipped stone industry, the hallmark being large, fluted spear points, including the Gainey, Barnes, and Crowfield types. Fluted points are distinctive in that they have channels or grooves parallel to their long axis and usually on both faces of the tool. These grooves are created by the removal of long, thin, singular flakes from the base of the point.

While bands of this period no doubt travelled throughout the Niagara peninsula, they do not appear to have repeatedly or intensively occupied the area. Indeed, no major sites have been documented in the Niagara peninsula, although isolated finds of fluted projectile points occur, including one within Pelham, which was found on Fifteen Mile Creek, east of Vineland Townline Road (AgGu-17).

Archaic Period (7,500 B.C. 1,000 B.C.)

The Archaic period is commonly divided into three sub periods: Early Archaic (circa 7,500 6,000 B.C.), Middle Archaic (circa 6,000 2,500 B.C.), and Late Archaic (circa 2,500 1,000 B.C.).

The transition from the Paleo-Indian period to the subsequent Archaic period (ca 10,000 B.P to 3000 B.P.), occurred at about the same time that deciduous forest was beginning to cover southernmost Ontario. Few Early Archaic sites have been investigated since their presence, as with the previous Paleo-Indian period, is often documented on the basis of isolated projectile points. Little is therefore known about their economy.

Nine sites identified as Early Archaic components have, nevertheless, been found within Pelham. These include two isolated finds (AgGu-54 and AgGu-54) and seven more substantial sites that may represent short-term camps. Four of the camps (AgGt-36 and AgGu-44, 67 and 156) are located near interior wetland areas associated with headwater tributaries. These locations may have constituted good deer habitats, especially during the winter months and appear to have been repeatedly occupied through time. The remaining larger sites (AfGt-152, 182 and 186) are located along the north shore of the Welland River near O'Reilly's bridge. These sites also show evidence of regular use during later periods and represent a seasonal reliance on the rich resources that the river offered, as well as its role as a travel corridor.

Archaeological data suggest a broader, more adaptable subsistence base for later Archaic foragers. Their annual subsistence cycle involved small interior fall and winter hunting camps near wetlands and headwater streams, which were situated to harvest nuts and animals attracted to mast producing forest, and larger spring and summer settlements, which were located near river mouths and lakeshores in order to garner rich aquatic resources. Exposures of high quality chert on the shoreline of Lake Erie provided an additional attraction to the lake during the warmer months as this material was critical for toolmaking. While the small fall and winter camps would have been used by single families, the larger spring and summer settlements would have been occupied by many families residing together and strategically exploiting seasonal concentrations of resources (e.g. spawning fish).

The majority of identified Middle Archaic (AgGt-18, 19, 20, 21, 22, 56, AgGu-46, 50, 67, 68, 69) and Late Archaic (AgGt-9, 18, 33, 34, 44, 91, AgGu-45) sites represent small interior settlements, although continued occupation along the Welland River is also evident (e.g., AfGt-144).

Many of the sites in the Pelham area that consist of non-diagnostic isolated finds or scatters of small quantities of chert debitage, both inland and riverine, are likely associated with seasonal movement across the landscape during the Middle and Late Archaic periods.

Woodland Period (1,000 B.C. A.D. 1650)

The Woodland period is divided into four sub-periods: Early (1,000 B.C. 400 B.C.), Middle (400 B.C. A.D. 600), Transitional (A.D. 600-A.D. 900) and Late (A.D. 900 A.D. 1650). Moreover, the latter sub-period, which witnessed the fluorescence of Iroquoian society in the Great Lakes region is divided into the Early, Middle and Late Iroquoian stages.

Early and Middle Woodland

The Early Woodland period differed little from the previous Late Archaic period with respect to settlement subsistence pursuits. On the other hand, this period is marked by the introduction of ceramics into Ontario and may be characterized as a time of increasing social or community identity. This latter attribute is especially evident in changes to, and elaboration of, mortuary ceremonialism.

The analyses of Early Woodland cemeteries have provided evidence of ritual burial behaviour such as the application of large quantities of symbolically important red ochre to human remains. In addition, these cemeteries often contain grave offerings of art indicative of prevailing social and spiritual perspectives. Much of this art is often fabricated from exotic raw materials such as native copper from the western end of Lake Superior and, as in the case of certain ground slate figurines, it often displays a considerable investment of time and artistic skill. Moreover, the nature and variety of these exotic grave goods suggest that members of the community outside of the immediate family of the deceased were contributing mortuary offerings.

Thus, social integration during the Early Woodland period appears to have increased and expanded relative to earlier times.

The Middle Woodland period similarly represents a continuation of an earlier lifestyle with certain notable changes. For example, in some areas of Ontario the influences of complex societies based in the Ohio Valley are exhibited, especially in the realm of mortuary ceremonialism. Most notable are the burial mounds constructed in the vicinity of Rice Lake, although there are also examples spread out along the south shore of Lake Ontario between Burlington Bay and St. Catharines.

The basic continuity of the Early and Middle Woodland subsistence-settlement systems with those of earlier times is reflected by the discovery of a few isolated finds or small camps in Pelham (AgGt-17, 45, 75) and the recovery of Early or Middle Woodland diagnostics from other multi-component sites (e.g., AfGt-152, AgGu-48, 50).

Transitional Woodland

The most significant development of this period was the introduction of tropical cultigens such as maize and squash to southern Ontario populations, initiating a long and gradual transition to food production away from reliance on naturally occurring resources. This incipient agriculture of the Transitional Woodland period also seems to have led to a re-orientation in settlement patterns for some areas, as sites, which appear to have been more intensively occupied and subject to a greater degree of internal spatial organization, were increasingly located on terraces overlooking the floodplains of large rivers. The Transitional Woodland period is poorly represented in Pelham, as only one small camp (AgGt-117) and two isolated finds (AgGu-77, 79) have been reported. The core area of Transitional Woodland settlement was the Grand River, the north shore of Lake Erie and the west end of Lake Ontario, although related developments are also seen in the southeast part of the Niagara Peninsula.

Late Woodland

The Late Woodland continued the revolutionary changes in the settlement subsistence regime of eastern Ontario's Native peoples. As the most populous group and the most involved in the development of this new life style, Ontario Iroquoian society often forms a distinct focus of Late Woodland archaeology; hence the Late Woodland period is often subdivided into an Early (A.D. 900 A.D. 1300), Middle (A.D. 1300 A.D. 1400) and Late Iroquoian Period (A.D. 1400 A.D. 1650).

Early Iroquoian

Early Iroquoian society is best viewed as a continuation of the important transitional stage between Middle Woodland hunting and gathering society and later, fully agricultural Iroquoian society. Villages tended to be small, palisaded compounds with longhouses—large (30m long, 7m wide and 7m high) wooden house structures constructed by covering a cedar sapling frame with large sheets of elm and cedar bark.

These structures usually housed a woman, her daughters and their families—the Iroquoian extended family. These extended families formed the basis of community socio-politics and, to a lesser extent, inter-community integration. While villages were typically located on sandy soils to facilitate corn horticulture, camps and hamlets were strategically placed to continue with the traditional exploitation of naturally occurring food resources. Indeed, while corn appears to have been an important dietary component at this time, its role was more of a supplement than that of a staple. Early Iroquoian society is thus best viewed as an important transitional stage between earlier hunting and gathering populations and later, fully agricultural Iroquoian societies.

Middle Iroquoian

The Middle Iroquoian period marks a stage in Iroquoian cultural evolution characterized by fully developed corn/bean/squash agriculture and a more fully integrated village political system based on extended kinship. Widespread similarities in pottery and smoking pipe styles also point to increasing levels of inter-community communication and integration.

In many cases, it appears that Early Iroquoian communities may have actually coalesced at the beginning of the fourteenth century precipitating these dramatic changes in the economic, social and political spheres that mark the onset of the Middle Iroquoian period. While there is not yet substantial evidence, it would also seem that villages and village networks were in conflict, with each other, and/or together against Algonquian-speaking peoples to the west. Whatever the causal factors, some villages became more heavily palisaded and some household groups (and longhouses) became larger. These developments may also have been due, in part, to a general increase in population over Middle Woodland levels.

Late Iroquoian

Settlement and subsistence patterns appear to have remained relatively stable during the Late Iroquoian period. The most noticeable changes occurred in the socio-political system. Indeed, by the fifteenth century, certain village households became larger and more variable in membership than others within the same community. This trend peaked around the turn of the fifteenth century with some longhouses reaching lengths of over 120 metres with three or more extensions evident. Some villages attained a size of over four hectares. This trend may reflect changes in the fortunes and solidarity of dominant lineages within villages and/or the movement of families between allied communities. During the sixteenth century, however, longhouses became more regular in size, perhaps as clans became more important than lineages. Clans are groups in which membership is defined by kinship through one parent and which provide mutual security, governance, marriage regulation through exogamy and social institutions, religion and ceremonies, property regulation and social control. The members of a clan often trace descent to an original ancestor, often a mythical figure or animal.

Since clan membership cut across related communities, this aspect of kinship was an important source of tribal integration. When European explorers and missionaries arrived in Ontario at the beginning of the seventeenth century, Iroquoian villages were under the direction of various chiefs elected from the principal clans. In turn, these villages were allied within powerful tribal confederacies. Unfortunately, intertribal warfare with the Five Nations Iroquois of New York State during the seventeenth century, exacerbated by the intrusion of Europeans, resulted in the dispersal of the three Ontario Iroquoian confederacies. Indeed, by 1650 the Neutral were involved in a full-scale war with the Seneca, who were assisted by the Mohawk.

The termination of the Neutral occupation in the eastern Niagara Peninsula probably took place between the fall of 1650 and the spring of 1651, as suggested by a statement in one of the Jesuit Relations, written by the missionaries who resided with the Huron-Wendat to the north in Simcoe County:

> *The Iroquois have not waged so pitiless a war against us for a year, as we had feared. They turned their armies against the Neutral nation whither they sent the bulk of their forces. They met with success, and captured two villages on the frontier, in one of which there were over sixteen hundred men. The first was taken toward the end of Autumn; the second, at the beginning of spring. Great was the carnage, especially among the old people and the children, who would not have been able to follow the Iroquois to their country. The number of captives was exceedingly large, - especially of young women, whom they reserve, in order to keep up the population of their own villages. This loss was very great, and entailed the complete ruin and desolation of the Neutral nation; the inhabitants of their other villages, which were more distant from the enemy, took flight; abandoning their houses, their property, and their country; and condemned themselves to voluntary exile, to escape still further from the fury and cruelty of the conquerors. (Thwaites 1896-1901:xxxvi, 177-9)*

According to seventeenth century accounts, the Neutral who were not killed or adopted by the Seneca abandoned their lands and joined remnant Huron-Wendat and Petun peoples at Sault St. Marie. By 1670, the Neutral were no longer referred to as a distinct cultural entity in the historical documents and the Five Nations Iroquois were likely using the area for hunting and fishing although their main settlements remained in New York State. For the most part, the Niagara Peninsula was left unoccupied, and by the time of Anglo-American settlement, former corn fields had succeeded to forest.

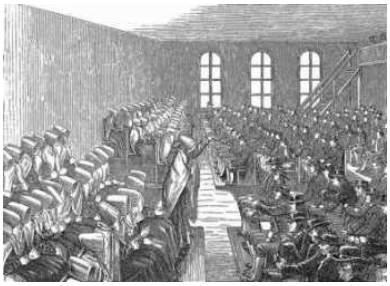
Based on the inventory of documented sites, it appears that the extensive clay plains of the mid-peninsular area may have prevented Iroquoian peoples from establishing villages in this area, although there are a few small components that may represent the traces of parties travelling between the major clusters of large settlements in the Hamilton-Brantford-Grimsby area to the west and the Fort Erie-Port Colborne area to the east.

Reported Late Woodland/Iroquoian components in Pelham are restricted to a small interior camp (AgGu-52) and isolated finds of projectile points on other interior sites such as AgGu-46 and at AfGt-152 on the north bank of the Welland River, which had attracted human settlement, on a seasonal basis, for millennia.

In summary, the majority of archaeological material from the pre-contact period represents the remains of small camps occupied for short periods of time as people moved throughout their territories on a seasonal basis. The sites found along the north shore of the Welland River, which form a more or less continuous swath of lithic debris in those few areas that have been subject to detailed investigation, may represent locations where groups would congregate seasonally to exploit seasonal resources.

The river would also have served as the primary east-west travel corridor through the region, which may also account for a greater density of archaeological sites along its shores (see Appendix 1: Pre-contact Potential Without Soils).

2.4 A Place of Refuge



SOCIETY OF FRIENDS IN PHILADELPHA
(SOURCE: PHILADELPHIA-REFLECTIONS.COM)

This part of Upper Canada, because of its proximity to what became the United States of America, offered an obvious destination for those wishing to escape persecution, either because of political loyalties or religious beliefs. Following the American War of Independence, refugees loyal to the British Crown – the United Empire Loyalists – came across the border at the Niagara River and proceeded inland. The Township of Pelham was first surveyed in 1784 (Jackson 1976, 67), immediately in advance of the arrival of United Empire Loyalists, which began circa 1784. The initial wave of these settlers consisted primarily of veterans of Loyalist regiments, such as David Secord, who was a major in Butler's Rangers during the Revolution and was one of the first Justices of the Peace in the Township. He reportedly built and operated one of the first grist mills in the Niagara Peninsula in the vicinity of Effingham, likely in 1789 (Tweedsmuir Village History [...]; Cruikshank 1887).

Along with the Loyalists was another significant group which came for reasons of religious belief. These were members of the Quakers, or Society of Friends, who began to settle in Pelham in the late 18th century. Given their emphasis on community and maintenance of strong ties between Quaker families and communities, it is believed that various Quaker families travelled together to Pelham from the American colonies and once established, paved the way for more families of the Quaker religion to settle in the area. Recognized as an industrious people, the Quakers can be credited with much of the Pelham's early progress. An example would be Samuel Beckett, who arrived in 1793 from Philadelphia, settling in the vicinity of Effingham on land purchased from David Secord. By the following year he had built a sawmill and this was followed by other businesses. The area eventually became known as Beckett's Mills, until it was renamed Effingham in the mid-19th century.

Pelham may also have been a place of refuge during the War of 1812. Although there is no record of any military action occurring in the municipality itself, the Niagara Region was the main theatre of action throughout the war. As a result, it is probable that troops and supplies moved through the area at various times during the conflict and that its valleys and woods provided refuge for residents and militia evading the American forces. The War did have one lasting effect on Pelham, however. Due to its strategic position near the US border and elevation above the rest of the region, the area around Fonthill attracted the military's attention in the tense period following the cessation of hostilities. The British government surveyed the defences in the Canadas and the three senior officers delegated for this task rode through the Niagara region in 1825.

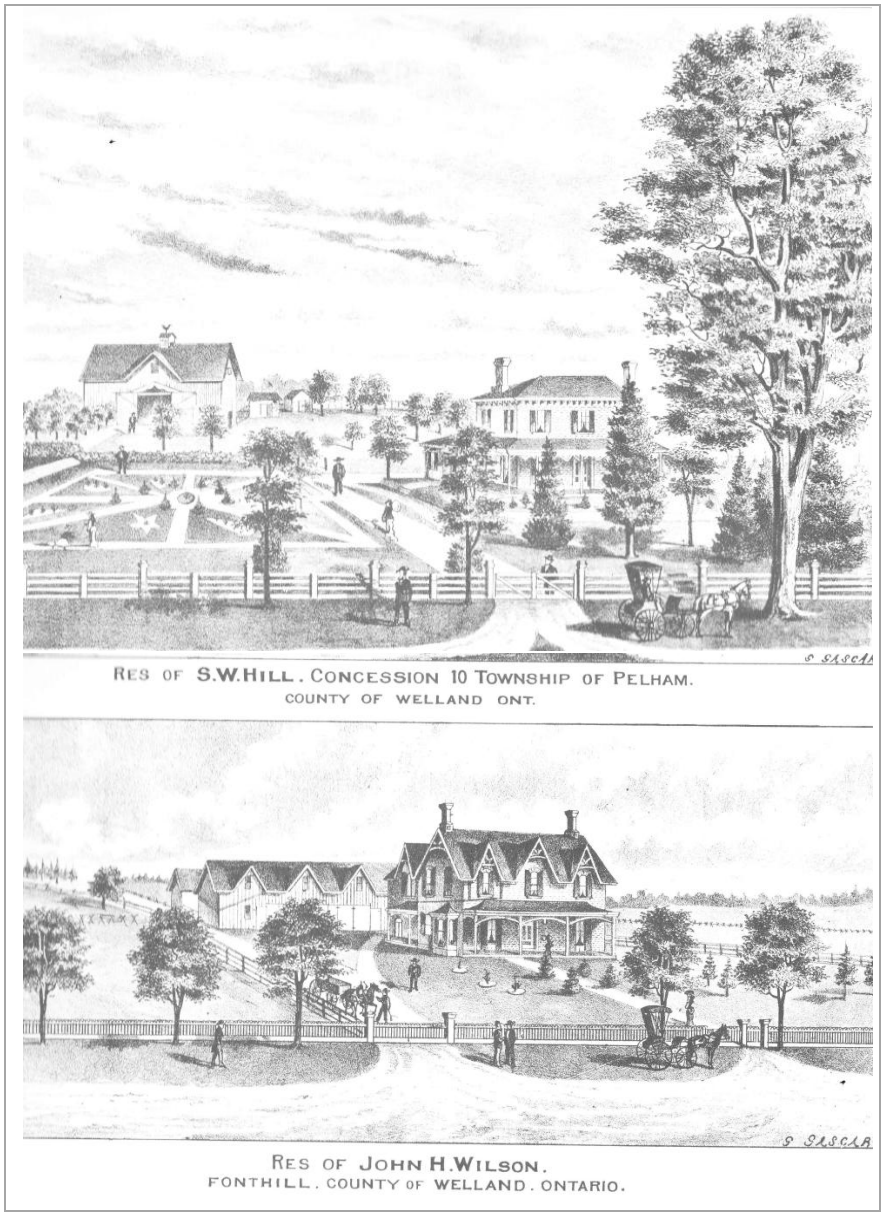
As a result of their tour, they recommended to the Duke of Wellington, Master-General of the Ordnance, that the highest part of the Short Hills was perfectly suited for a fort and, soon after, the Ordnance Department proceeded with plans. The site, known then as "The Wellington Heights", and locally as "The Mountain", was surveyed and work proceeded as far as developing design plans and acquiring 400 acres of land in the area. But the necessity for a great fortification in that location waned as threats further east, at the mouth of the St. Lawrence, came to the fore, and it was Fort Henry in Kingston, not this fort, that was built to withstand future American adventures. The fort, had it been built, would have been located where Lookout Point Golf Course is now located, with views on a clear day to Lake Ontario and the Niagara River. The land remained under government ownership until the 1860s when the British government withdrew its garrisons, and Ordnance lands were sold off (Green 1938, 156).

Refuge in the area also figured in the history of the Rebellion of 1837. Samuel Chandler, a wagon maker from neighbouring St. John's (Thorold Township), led William Lyon Mackenzie to the United States after his failed attempt to seize power in Toronto in December 1837. In 1838, Samuel Chandler and 38 men and two women took refuge in the Short Hills, where they were captured, charged for their involvement in the Mackenzie Rebellion, and deported for life to Tasmania. Chandler reportedly escaped, returned to Pelham in 1841, but thereafter moved south (Duquemin 2001).

Proximity to the American border also made the Niagara region, including Pelham, a destination for African-Americans escaping slavery. Although accounts are not detailed, there is strong anecdotal evidence to suggest that Pelham was a part of the Underground Railroad and that several African-Americans settled in the area and were active in local farming activities.

In modern times, Pelham has also been seen as a place of refuge from the stresses of urban life, or as a place in which to start a new life. In the period following World War II, and increasingly in recent years, Pelham has attracted both visitors and residents because of its predominantly rural character.

Dutch families moved into the area following that war and have been instrumental in establishing greenhouse operations and nurseries. New residents have relocated from nearby urban areas to live in the country. From horse farms to subdivisions on the edge of existing communities, Pelham offers a contrast to the larger places that rim the Niagara Peninsula.



2.5 Making a Place

The first settlers were pre-occupied with survival. The period up to the War of 1812 saw initial clearing of the land, where settlers were learning the farming trade and ways of the land, growing just enough to sustain their own households. Once the land was cleared, wheat became the dominant crop.

Oats, Indian corn and potatoes were other important crops raised by the farmers of Pelham. Early mill centres were established to process grain and enable building in the municipality, and early roads linked farms to mills. The first mill centre appears to have been developed at Twelve Mile Creek in the Short Hills, at Effingham Road. Grist mills and saw mills were among the earliest industrial endeavours by the early settlers because they were required to process the grain that had been harvested and facilitate the construction of buildings and further industries in the area. Otherwise settlers were forced to waste valuable time and money to travel great distances along bad roads for these services. Conditions for these settlers did not substantially improve until the peace and stability that followed the War.

The initial wave of settlers focused on the northeast of the municipality, in the area around the Short Hills and Twelve Mile Creek, where the steep incline of the topography suited the establishment of water-powered mills. By contrast, the low gradient of the Welland River (formerly Chippewa River) meant that the water flow was weak and thus mills (and early settlement) were not attracted to the southern part of the municipality (Brehaut 1968: 13). This was despite the fact that one of the earliest roads travelling east-west through this area followed the banks of the Welland River (based on a review of historic mapping from the early nineteenth century), but in a subsistence economy, access to this route would be of lesser importance than the establishment of vital agriculture-related industries.

Where road access was of advantage was across the part of the municipality that had the best soils, and that was the part between what became the settlements of Fonthill and Fenwick. The Canboro Road, (sometimes "Canborough", or the "Great West Road"), was the route along which settlements were established, initially centred around coach stops/inns, but also around early institutions. The road may or may not have been continuous, since historic mapping suggests that the Canboro Road was not actually surveyed and improved as a road until the 1840s. Improvement did not necessarily entail high quality. As of 1887, the Stone Road in North Pelham which ran northerly to St. Catharines was the only macadamized road in Pelham, the rest being 'turnpikes', and not the easiest to travel during wet weather seasons (Cruikshank 1887: 293).

How early these routes were established is not clear: did they pre-date or follow settlement? While there is no specific historical reference indicating that the Canboro Road was an old "Indian Trail", Lundy's Lane (to the east) and the Talbot Road (to the west) both connect with the Canboro Road and are known to be old trails. Another early trail taken over by early settlers is the Pelham Stone Road which linked to the Mountain Road (now Pelham Rd?), also an old "Indian Trail", which followed the escarpment to the east and west from Pelham and reportedly circled around the Short Hills to meet up with Lundy's Lane at Fonthill (Brehault 1968: 14).

2.6 Agriculture Ascendant

After the War of 1812, local conditions improved significantly. Despite the ongoing threat of repeated aggression from the United States, the rest of the 19th century was undisturbed by war and Pelham, along with the rest of the region, was able to consolidate and expand. The inherent advantages of the area continued to attract settlement. This period saw the arrival of more settlers, increasing the population from 776 inhabitants in 1817, to 2,253 inhabitants in 1850. Settlement centres were established and those that already existed matured, industry increased (3 grist mills and 6 saw mills in 1817 to 4 grist mills and 8 saw mills in 1850) (Cruikshank 1887), and farming becoming more generalized once initial land clearing was complete.

From about the mid-19th century, the agricultural economy of Pelham Township was based on stock-rearing and grain-growing (McClellan 1955:32). Specialized farming, such as growing fruits and vegetables and the Fonthill Nursery, was considered secondary in the economy at that time. By 1900, however, stock-rearing and grain farming were in decline due to poor markets and increased competition from the Canadian West. However, development of urban centres in the vicinity of Pelham, namely Welland, St. Catharines, and Niagara Falls, created a market for specialized farming. Strawberries and raspberries were the main crops produced in Pelham up until the 1930s, after which peaches, pears, plums, and cherries have become the most produced crops (Lamb 2000, May).

Supporting these farms were a series of small settlements. The largest, Fonthill, was surveyed in 1843 and is closely associated with a visionary by the name of Dexter D'Everardo, who came to the Niagara region in 1834 and became successful through investing in real estate and operating businesses, and by taking a number of public office positions.

Aside from his work in public office, as an entrepreneur he established the Land Registry offices in Fonthill, built the Concert Hall, helped to establish a library, and was a partner in the development of the Fonthill Nurseries. By 1853, he had created some of the key components of a larger town. He was County Registrar by then and seemed poised to realize his dream of having Fonthill become the County Town.

But it was not to be. That designation was given to Welland, his businesses failed, and he later died in obscurity. Others continued to build up Fonthill, however, some having begun before D'Everardo's time. One of the earliest recorded buildings to be located at Fonthill is the Fonthill Inn, located at the site of a tavern likely built before 1830 by Jacob Osborne. The community at that time was known as Osborne's Corners. The Inn later became a temperance hotel, and subsequently used for various commercial operations. Fonthill became a separate municipality in 1922 (Lamb 2000, preface).

Next to the west along the Canboro Road is Ridgeville, which had a post office and was noted for its various industries, including a brick yard, sand and gravel extraction, saw mill, cooperage, and the first telephone exchange. Pelham Centre is very close by to the west and was settled early, having the first town hall and first school: it is also the site of Hillside Cemetery which contains the graves of some of Pelham's pioneer families. The first township hall was built at Pelham Centre in 1848, replaced by the present building in 1888. From here the township was administered until 1970, when the Village of Fonthill was amalgamated with Pelham Township to become the Town of Pelham (Hansler 1993: 117; Lamb, pers. comm.). Further west is Fenwick, site of the former Agricultural Fair which featured horse racing, western shows, and exhibited products of local farmers. The fair closed in 1939, the buildings were dismantled and land turned over to private ownership. Of particular note is the Haney family, prominent pioneers in the area.

Aside from the series of settlements along the Canboro Road, there were scattered settlements to the north and south. North of the road, Sanderson's Corners, at Effingham Road and Sixteen Road, was a small hamlet that existed here between 1792 and 1898. It at one time had a general store, grist mill, Disher's saw mill, and the Disher Hotel. The Disher Hotel was located on a coach road between Diffin's Inn at Fenwick and Swayze Inn to the north (Hansler 1993: 21.) The area that would become Effingham was purchased by Samuel Beckett from David Secord in the early 1790s. A grist mill was already in place, and a saw mill was soon built by Mr. Beckett. The settlement became known as Beckett's Mills, and became quite successful with the establishment of another grist mill, a pottery, a distillery, a tannery, blacksmith shop, and general store, among others. A post office was established by George Redpath, of England, who renamed the community Effingham in about 1867. North Pelham was also an important local centre, with a church, cemetery, and a variety of commercial and industrial enterprises, including the nearby brickyard.

To the south, Elwood Chantler was a respected resident whose property was the site of a small community and included a post office, a general store, a blacksmith, a sawmill and the Chantler railway station on the Toronto, Hamilton and Buffalo line.

By the end of the 19th century, Pelham was fully developed as a farming community. In common with other inland areas across southern Ontario, it was a landscape dominated by large farms, woodlots, and wetlands. Settlements were at crossroads or along major through routes. It was a rural countryside, connected to the surrounding region by a road network but largely self-contained. As described by Cruickshank in 1887 (ibid. 291), "Pelham contains no large towns or business centres, but the Dominion can boast of no finer farming country. The homesteads and villa residences which dot its expanse are of no little taste and elegance." What this suggests is a setting dominated by agriculture and both economically and culturally distinct from the urban and suburban development found along the lakeshores.

2.7 Part of an Urban Region

It was during the 20th century that the most significant changes to Pelham occurred. They were the result of the availability of, and access to, urban services. Thanks to major improvements in the local and regional transportation network, Pelham was no longer a self-contained rural municipality surrounded by growing cities: it was an extension of these places.

The process had begun well before the turn of the century. The early road network included routes that traversed Pelham and connected it to the rest of the region. And improved transportation of another sort posed the first threat to local industry. The First Welland Canal was completed by 1829.

Once established, the canal not only traversed the Peninsula but also began to attract new industries due to its constant, reliable water power. This in turn created significant competition for the various mills and other industries that had been established throughout Pelham, and these companies began to either relocate or simply close down. Early mill centres, such as Effingham, began to decline. Further, the success of the canal in neighbouring communities effectively began to draw people to those parts of the Niagara Region, further reducing the population of Pelham.

Aside from road improvements that continued throughout the 19th century, the most significant change was the introduction of rail and inter-urban streetcar service. First was the Toronto, Hamilton and Buffalo line, built through the south part of the municipality in 1896 with a station on Church Street in Fenwick, and a station on the Chantler property (the passenger service ended in 1987). A spur line was constructed northerly to service Ridgeville (the spur closed in 1935). Interurban service began soon after with construction of the Niagara, St. Catharines and Toronto Railway, which opened in 1907 (it operated until 1959).

The line from Thorold to Fonthill opened in 1907, and by 1911 extended south to Port Colborne via Welland. Use of this railway peaked in the 1920s, transferring Pelham high school students to Welland and bringing in workers to the Pelham canneries and nurseries. It was used throughout the wars, but ridership declined following the war. When it closed in 1959, it was the only interurban service left in Canada (Pelham Historical Society Calendar 1977).

Of all the changes affecting Pelham, the rise in motor vehicle use had the greatest impact. Owning an automobile became more common and widespread by the mid-20th century and road improvements kept pace. Gravel roads were paved, major routes widened, and what had been quiet rural routes used by horse and buggy became busy thoroughfares serving automobile and truck traffic. Car ownership and good roads enabled people to live in one community but work and shop in another community. Fonthill in particular experienced this trend, with subdivisions developing around the historic core of the settlement and especially to the south. Adding to the mix was the construction of Niagara Central Airport, built during World War II for use by the air force. It continues in use as the Welland Airport.

Improved access and a more urban focus in social and cultural life affected the local economy, but not to the extent that local agriculture was seriously affected. Pelham was still a predominantly rural municipality based on farming, and local agricultural practices evolved rather than collapsed in response to changing markets. A major economic feature was nursery operations. The largest was Fonthill Nursery, established in 1837, and thriving after 1860 because of good management and an international sales network. By 1887, the farm occupied 400 acres and employed 175 people, with offices in Toronto and the United States (McClellan 1955: 33).

Other nurseries developed in the area, including Brown's Nurseries to the north of Ridgeville, at the top the Fonthill Kame. This nursery thrived throughout the early 20th century, but in 1953 it was sold to Arthur Shantz and was converted into a fruit farm (Pelham Historical Calendar 1980, July)). There were, and still are, many other nurseries, of a smaller scale, throughout Pelham.

Agricultural produce was not simply exported: it had value added to it locally. By the early 20th century, Pelham had several canneries to process local fruit. The first was established in the 19th century, and appears (as early as 1884) in the Ontario Business Directory as the Fonthill Canning and Fruit Drying Company. This company was established by Alandis Crowe and was first located on Cream Street, and later moved to Canboro Road (it closed in 1929). In 1912, the largest cannery in the area was established at the north end of Fonthill on Pelham Street by Dominion Canners (later Canadian Canners). This site offered fresh water from the creek, electrical power (which was recently installed at the village), and a spur line from the N S & T which also serviced Railton's gravel pit. The cannery produced canned tomatoes, cherries, peaches, pears, and beans (it closed in 1958). The last cannery in Pelham to operate was the Daboll's Cannery on Effingham Street just north of Tice Street. The Daboll Canning Factory was established by Harry Daboll in 1923 in response to increased demand for canned products and he built a new canning plant by 1926 (it closed circa 1970 (Tweedsmuir Village History [...]: 21).

Other forms of agriculture did prosper during this period and continue to this day. Dairy, grain and market gardening are prevalent towards the southern limits of the Town, along the Welland River. Dairy farms are found along the Pelham Stone Road, and poultry raising also assumed greater importance towards the latter part of the 20th century (McClellan 1955: 34). Alongside these trends was an expansion of greenhouse operations that concentrated on flower production. Established by Dutch immigrants who arrived after World War II in the southwest part of the municipality, these operations now represent one of the largest industries in the area (Pers. Comm. Mary Lamb).

Aside from agriculture, the geological formations underlying as well as comprising the rich soils of Pelham also supported extraction industries. Early versions of these included brickworks on Tice Road, the source of material for many of the residential and institutional buildings in the area. Most important have been gravel quarries, some dating to the early 20th century. While some remain in operation atop the Fonthill Kame, a few have been closed and converted to golf courses (such as Peninsula Lakes Golf Course, ca. 1980) or have been restored as agricultural land.

Pelham today still has a strong agricultural economy, but much of the income local people receive comes from enterprises located outside the Town. New residential development and improved roads have allowed many people to live in Pelham but commute to work elsewhere. There are also a significant number of retirees in Pelham for whom the rural setting fosters an escape from the working world.

Local businesses continue to serve the local population, but tourism is becoming increasingly important as the Niagara Region promotes its wineries, scenery and cultural offerings. Many components of what had been a thriving local economy are now gone. The two early railway companies ceased operations starting in the 1950s, though a main line is still in use, Fonthill Nursery closed in 1968 and is now a subdivision, the Brown Nursery is now a gravel pit, the Canadian Canners factory has been converted to apartments (Pelham Historical Calendar 1985). Aside from farming, jobs for Pelham residents are in the service sector and are increasingly found in nearby St. Catharines, Welland or Niagara Falls.

Has this changed the sense of place in Pelham? Local author Dorothy Rungeling has been both a witness and active participant in the changes that have taken place throughout the 20th century and into the 21st. She recalls the benefits of a self-sufficient, thrifty farm society, where a trip to Welland was an excursion, and the Fenwick Fair was an annual highlight (Rungeling, 2001). As in many other rural cultures during that time, the sense of community was strongest when reliance on nearby cities was less viable, and less important. But even with the major changes experienced by local residents since the early 20th century, the Town retains its primarily rural physical character. As to whether this physical character also reflects local culture, it is too soon to tell.

3 Types of Heritage Resources to be Considered

3.1 Introduction

In a rural municipality, heritage resources tend to be those associated with rural life. In Pelham, which has traditionally been a farming community, the farm landscapes assume importance. Buildings are features within this landscape, most commonly in the form of farmhouses and associated structures such as barns and sheds. Where concentrations of buildings exist, such as in the hamlets and villages, a sense of countryside prevails in views down streets and between buildings, and in the generous amount of planting that is found on and around individual properties. With few exceptions, urban settings are rare.

New urban development is changing this setting, with suburban expansion of existing settlement areas and construction of new buildings in the countryside. One of the primary purposes of a heritage master plan is to sort out those elements of the current setting that have heritage significance and distinguish them from those that do not. The goal for future planning is to have development that contributes to the municipality's heritage character.

As has been seen in the thematic history, there are certain types of heritage resources that stand out as being central to Pelham's history and, thus, should be considered as a high priority for conservation. These resources provide representative examples of Pelham's past and can help interpret that past, as well as provide prototypes that can guide new development.

The Town's current inventory of heritage resources is a good start in the identification and evaluation process. Added to this is a preliminary assessment of the ways in which local people, as well as visitors, perceive Pelham's heritage (Section 5, below, explores these comments more fully).

3.2 Defining Heritage Resources

Thanks to improvements to federal and Provincial planning guidelines and legislation, there are now standard ways of determining what is - and what is not - a heritage resource. The federal government, in the Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010 revised edition) gives an overall definition by stating that "the term "heritage" can cover a wide range of physical things from a railway station to a garden to a painting, and non-physical things such as traditional knowledge and language" (p. 4). All of these things are, in a sense, an "inheritance" from previous generations.

There are *material* heritage resources, such as buildings and artifacts, and *associative* heritage resources, such as community festivals and streets named after pioneer families. Heritage resources can also be *moveable,* as in the case of furnishings and documents, or *immoveable,* as would be the case with buildings and monuments. All of these resources are products of human endeavour, and thus are "cultural" heritage resources.

The Province of Ontario has also advanced its ability to identify and conserve its heritage resources through upgrades to the Provincial Policy Statement and the *Ontario Heritage Act*. Both policy documents substantially increase the powers of the Province and municipalities to conserve heritage resources and elevate heritage conservation to a Provincial priority along with other key planning policies. These legislative changes are augmented by such area-specific planning polices as "Places to Grow" and the Niagara Escarpment Plan, both of which encourage heritage resource conservation within the context of growth management policies for the urbanized region surrounding Toronto.

Once the types of resources being considered for heritage conservation have been identified, the process for their assessment and management is provided in guidelines found in the *Ontario Heritage Tool Kit* (2006). The list of resources to be considered for their cultural heritage significance includes (p. 6 in Heritage Property Evaluation):

- residential, commercial, industrial, agricultural or industrial buildings;
- monuments, such as a cenotaph, public art or a statue;
- structures, such as a water tower, culvert, fence or bridge;
- natural features that have cultural heritage value or interest, such as a landmark hill or stream
- cemeteries, gravestones or cemetery markers;
- cultural heritage landscapes, such as battlefields or the sites of significant events;
- spiritual sites, such as First Nations vision quest sites, or Chautauqua grounds;
- building interiors;
- ruins;
- archaeological sites, including marine archaeology;
- areas of archaeological potential; and
- built/immovable fixtures or chattels attached to real property.

This comprehensive list shows that heritage can involve much more than buildings and, in doing so, can encompass many more aspects of a community's setting and everyday lives than would a narrow focus on architectural history. As a result, the broad range of cultural heritage resources is more inclusive and, thus, more appealing, to the general public. Shared affection for special places in Pelham is the starting point for more formal efforts to conserve and celebrate such places.

Such a long list of cultural heritage resources is somewhat unwieldy to use in the context of a municipal heritage master plan. As a result, this Plan will use the three main categories found in the Provincial Policy Statement and which can include the sub-types and both material and associative resources found in the above list:

- built heritage resources;
- cultural heritage landscapes; and
- archaeological resources.

3.3 Identifying and Conserving Heritage Resources

Municipalities, as well as higher levels of government, make lists of properties that have potential heritage significance. In Ontario, the list, or municipal register, of cultural heritage properties is the first step in initiatives to conserve such resources. The primary form of conservation is designation of a property on the list, using Section 29 of the *Ontario Heritage Act*. Designation requires evaluation of the property's "cultural heritage value or interest" using criteria prescribed in Ontario Regulation 9/06, followed by passage of a municipal by-law designating the property and registering that designation on title (the designation may also be placed on municipal, Provincial and federal registers of cultural heritage properties).

The process for preparing an inventory and evaluation in Ontario is now clearly laid out and is found in the Provincial Ministry of Tourism, Culture and Sport's *Ontario Heritage Tool Kit*. Essentially, it is up to municipalities to find properties for inclusion on the list, and the work of compiling the inventory is usually undertaken by volunteer members of the Municipal Heritage Advisory Committee, assisted by other local heritage groups and by a municipal heritage planner, where one exists (if there isn't one, then planning staff provide assistance). The process normally involves two steps: identifying properties that have potential heritage significance and adding them to the municipal register; and designating those properties deemed to have high levels of heritage significance, under a municipal by-law using Part IV of the *Ontario Heritage Act*. Criteria for listing on the register are not specified in the *Tool Kit* but those for designation are, and thus the criteria for designation should be used as the basis for any determination of heritage significance. The criteria, given in Regulation 9/06, cover the three main categories of heritage significance: physical or design value; historical or associative value; and contextual value. Properties may be designated under the *Ontario Heritage Act* if they meet one or more of these criteria. Evaluations need to be based upon archival research and site analyses, and there must be included a written description of the "reasons for designation" in response to the prescribed criteria.

3.4 Built Heritage Resources

A map showing the current inventory of built heritage resources is found in Appendix 1. What the map shows is a pattern of development along the road network, with a few structures located any distance away from the road right-of-way. Buildings are more closely packed within existing settlements. This development pattern is typical of rural municipalities.

The Pelham Historical Society has compiled an inventory of "historically significant buildings" (2007) in which are identified the main categories of built heritage present in the community. These include:

- schools
- inns, hotels and taverns
- churches
- buildings in Fonthill
- buildings in Fenwick
- buildings in other areas of Pelham

Many older buildings of interest are single family residences – farmhouses – with some commercial and institutional buildings within settlement areas. Evidence of former industrial activity is scarce, since most of the former mills and canneries are no longer standing. More enduring are the churches and other community buildings which either continue in their original function or have been converted to commercial or residential uses.

The following review groups these buildings into the standard categories of industrial, institutional, commercial, agricultural and residential buildings, as well as structures.

Industrial

The industries that supported Pelham's agricultural activities are largely gone now. Certainly the early mills, factories and brickyards were redundant by the mid-19th century and their buildings have disappeared. The former Fonthill Canning Factory has been converted into apartments while the former Dayboll Canning Factory at 1910 Effingham Road continues as an industrial use (slate company). The last remaining train station, the former N.S. & T. Station, has been moved into the Town storage building.

Institutional

In Fonthill, the former post office is now a retail store, the former registry office has been largely demolished, although parts of it remain within a row of stores. A former bank is now converted to retail uses, the former fire hall is now a retail mall, and the former community uses in the upper floor of the building at 4 Highway #20 West have moved.

A former community hall in Fenwick, initially on the second floor of a mixed use building, is now a private home, and the former community hall upstairs in the former Yagers' Green Lantern restaurant is now a commercial/residential building. Also in Fenwick, the current home for model railroad enthusiasts is in a relocated Pelham Evangelical Friends Church on Maple Street. The former post offices in Effingham and Pelham Centre are now private homes, while the Ridgeville post office has been converted to retail space.

Almost all of the older school buildings have been converted to private homes, while the larger ones, such as the former Pelham Secondary School, have been converted into apartments. The exception noted in the inventory is Pelham Centre School, which has been extensively renovated but continues in use.

Churches in Pelham are still in their original uses and locations, with some exceptions. The aforementioned Quaker church in Fenwick is one example, while the former Glad Tidings Church of God in Fonthill is now a retail store, and the former Knox Presbyterian Church on Canboro Road is an apartment building.

Commercial

Most of the older commercial structures of historical significance remain in commercial use. The inherent flexibility of commercial buildings means that they can accommodate a wide variety of commercial uses – most of them retail stores – within the original structure. In most cases, however, the original structure has been substantially altered by changes to the cladding and to the layout of the ground floor. It is often difficult now to discern the original design under layers of added material and signage, or to understand the original style of the building facade once windows and doors have been enlarged, moved or replaced.

The commercial cores of Fonthill and Fenwick remain largely intact, while smaller hamlets such as North Pelham have only remnants of their former commercial centres, and there is nothing left of the old centre of Effingham aside from traces of old foundations.

Agricultural

Since Pelham remains a largely rural municipality, many of the older farmhouses remain in use as part of an ongoing farm operation. Most have been significantly altered, but a few remain largely intact. There are also former farmhouses that have been absorbed within the urban boundaries of Pelham's settlement centres and have continued as single family residences but within an urban or suburban context. Similarly, many of the farm outbuildings have been altered or replaced over time and there are very few examples of such buildings from more than a century ago.

Residential

Farmhouses make up many of the buildings in this category, but so do the houses included within the settlement areas. What is emphasized in a rural municipality such as Pelham is that many of the houses are referred to by the names of the original - or most long-standing – owners, and thus serve as ways of commemorating some of Pelham's founding families. Their importance as heritage resources is thus associative as well as physical.

Structures

The Fenwick flagpole is a well-loved community landmark, as was the O'Reilly Bridge across Chippawa Creek, now preserved as a fragment made into a memorial mounted on a plinth along River Road near the crossing point and new bridge. Also of potential heritage value are some of the structures associated with the airfield, if any survive from the WWII period. The reconstructed bandshell in Fonthill recalls an earlier structure of considerable importance to the community and commemorates the 150th anniversary of Fonthill. War memorials and cemetery monuments also qualify as historically significant structures. More recent structures associated with the 20th century economic and cultural history of Pelham, such as greenhouses and roadside fruit and vegetable stands, might also warrant consideration.

A more complete review of the inventory of existing built heritage resources is found in Appendix 2. The review includes reference to the range of building types included in the various inventories undertaken by the Town up to the present.

3.5 Cultural Heritage Landscapes

The 2007 Historical Society inventory does not list any cultural landscapes, since its focus was on buildings. However, the heritage character of Pelham is defined, in many ways, by its rural landscapes. In advance of additions to the inventory that address cultural heritage landscapes, this Plan will provide an overview of landscapes that have potential heritage significance.

Cultural heritage landscapes are defined in the Provincial *Tool Kit* as being "modified by human activities and.....valued by a community. A landscape involves a grouping(s) of individual heritage features such as structures, spaces, etc." This definition encompasses designed settings, such as public parks, gardens and squares, working settings, such as farmsteads, and natural open spaces, such as those found in river valleys. They can also include views and scenic routes – focal points or linear settings – and aspects of place that do not have a physical component, such as local traditional activities that occur in specific sites. All of these deserve recognition in the Heritage Master Plan.

In Pelham, cultural landscapes that are important to an understanding of local history would include typical farmsteads, public squares and parks, cemeteries, roadscapes and views, along with sites of sacred or secular value, and living traditions/cultural practices (which can include oral histories, a type of heritage resource that is not place-specific).

Farmsteads

Conservation of a typical farmstead, that being one retaining the layout common in the early-to-mid-19th century of farmhouse adjacent to a cluster of farm outbuildings, accessed by a tree-lined drive from the concession road, and flanked by fields divided by hedgerows, with a woodlot behind, is not easy as farm practices evolve. With modern industrial farming practices and changes in agricultural production, such farmsteads can be relatively rare and deserve consideration for conservation, where feasible.

Similarly, orchards and nurseries have been an integral part of agriculture in Pelham for well over a century. Loss of local canneries and juiceries has made fruit farming a difficult enterprise and some orchards have been uprooted and replaced with more commercially viable crops. Similarly, the large nurseries that once defined the edges of communities such as Fonthill have been superseded by suburban expansion.

Public Parks and Squares

Rural communities rarely have large, designed public open spaces, and Pelham is no exception. The town square in Fonthill is the only major urban open space in a downtown core, although portions of the streetscapes of Fenwick and North Pelham have widenings that can double as public gathering places. Certainly Short Hills Park offers an excellent natural heritage setting, including interpretation of the natural and cultural history of the area.

Perhaps the most special community gathering spot was the former Fenwick Fairgrounds, now part of a suburban expansion of that settlement. Some local parks, such as those in Fonthill, are also important if they have associations with important local people and events, as does Marlene Stewart Streit Park in Fonthill, and linear parks such as the Steve Bauer trail, are important for the same reasons. However, the Fonthill park has deeper historical associations. It was a village park in the 19th century, noted for its grove of chestnut trees and important for the springs from which the village gets its name. It also hosted memorable events, such as the gathering in 1853 in which the twin prospects of Universal Salvation and Endless Punishment were debated in front of a crowd of 1500 people (Pers. Comm. Mary Lamb). Even isolated natural features, such as the Comfort Maple Conservation Area, are a significant part of local history.

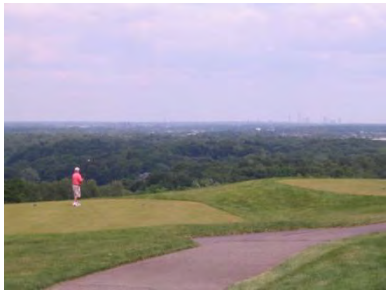
Cemeteries

Pelham is fortunate to have a variety of long-established cemeteries that have been well cared for and, in many cases, continue to be in use. Cemeteries not only provide tangible evidence of the long history of local settlement, but also their value as genealogical resources is augmented by the aesthetic value of their monuments and gravestones and the landscape value of their park-like settings. Private family cemeteries remaining on private lands can also have heritage significance.

Roadscapes

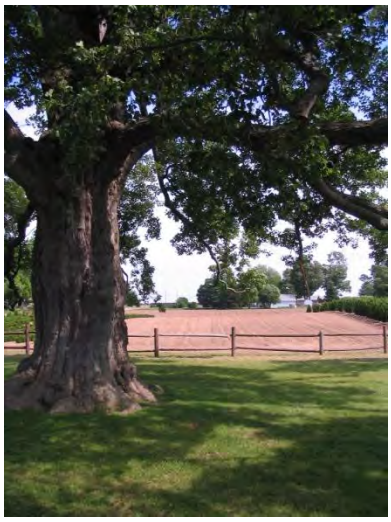
One of the defining features of Pelham's physical setting is its roadscapes. These are of three kinds: the winding, contour-following and narrow passageways through the Twelve Mile Creek valley; the concession grid, slightly skewed at intersections but aligned to the cardinal directions; and the linear community along Canboro Road. Driving or riding along these routes is one of the most pleasurable activities for residents and visitors alike, especially when the roadside trees arch over the roadway, or when the twisting roadway reveals new views around every turn.

Views



Pelham is famous for the views it offers of the surrounding region from atop the Fonthill Kame. As the highest point in the Niagara Region, the Kame offers panoramic views from several vantage points, the best being "Lookout Hill", in Fonthill north of Tice Road at the golf course. But these spectacular long distance views of the Toronto skyline and Niagara Falls are complemented by more focused distant views south down Effingham Road, for instance, and by smaller scale views along the rural roads. For example, and as noted above, the slightly skewed concession grid offers terminated vistas at every major intersection, an intriguing variant on the endless views common along the surveyor's usual road grid (and likely the result of difficulties faced in surveying the original heavily treed landscape: Pers. Comm. Mary Lamb). And the winding roads along the Twelve Mile Creek valley do not conform to the concession grid and thus offer constantly changing views, including the tunnel-like ones afforded by the Sulphur Springs Road. At the south end of the municipality, the views of Chippawa Creek contrast with the level farmland that defines the rest of that area.

Sites of Sacred or Secular Value



This category of cultural heritage landscape is rarely used but addresses a part of many communities that is often missed, and that is the elements of the everyday world that local residents inhabit and value. Sacred sites can include cemeteries and church grounds but can also include sites that can be a place of "pilgrimage", such as the site of the Comfort Maple (First Nations sacred sites would also qualify). Local streets and roads named after early settlers are an important way in which Pelham commemorates its history.

Secular sites are most often popular community gathering spots, such as parks and squares, and would have included such things as the Fenwick fairgrounds. But other gathering spots, such as community halls, are also integral to local life and help define its character. Whether or not any of these have heritage significance remains to be seen, but their mention within the Heritage Master Plan warrants further discussion in terms of policy recommendations and action plan steps.

Oral Histories

As rural communities become more urbanized and the turnover of the local population increases, it becomes harder to retain a community "memory". In Pelham, much of what is known about local history is found in accounts provided by local residents and recorded in memoirs or personal documents, such as letters, diaries, scrapbooks and photo albums. Important records of everyday life in earlier days are found in the writings of local authors such as Dorothy Rungeling, and maps made by local residents of the former layout of the downtown cores of Pelham's communities help reconstruct these settings in the minds of current residents and visitors.

The accounts found in the Pelham Historical Society's annual calendars are a wonderful melding of oral history with archival research, and the Society's archival collection in the Fonthill library is a vital source of local historical information. Ideally, any artifacts and archives now held at the Welland Museum would be available in Pelham, if suitable facilities are found. Memorabilia brought forward at such collective commemorations as the 150th anniversary of the founding of Fonthill are important. Amateur films, such as the one shot in downtown Fonthill just after WWII and on display at Keith's Restaurant, are also vital components of a local historical archive. Retrieving information now held in family archives will be an important task for the community. Records of important community events, such as the Fenwick Fair and its components such as the band and the Bishop family rodeo, are worth commemorating in some form.

Living Traditions/Cultural Practices

The traditions that endure despite changes in the local economy and population offer important insights into core community values. Parades, seasonal events, and the fundraising activities of local service organizations and church groups are often taken for granted but are nonetheless important in maintaining and enhancing community identity. Common practices, such as farmer's markets and roadside fruit and vegetable stands, along with arts and crafts fairs and sporting events, all add to the tapestry of local activities that make up local life and merit consideration as potential heritage resources worthy of conservation. Annual or regular events, such as strawberry festivals, concerts in the Fonthill bandshell, fish frys, and seasonal farm-based events are all important, while fruit picking is a reminder of a formerly commonplace commercial activity. Important local people, such as Dexter D'Everardo, Marlene Stewart Streit, Steve Bauer, and local authors such as Dorothy Rungeling, and local historians such as Mary Lamb and her volunteer colleagues, are worthy of commemoration, along with the founding families. The United Empire Loyalists are an important group associated with Pelham, as are the Quakers, escaped slaves, the Home Children and members of the temperance movement.

3.6 Archaeological Resources

The Niagara Region and the Town of Pelham has attracted human habitation from the time of the first peopling of Ontario, approximately 13,000 years ago. The archaeological sites that are the physical remains of this lengthy settlement history represent a fragile and non-renewable cultural legacy and pose unique challenges for modeling their survival.

The 2005 *Planning Act* Policy Statement defines archaeological resources (Section 6.0, Definitions) as including "artifacts, archaeological sites and marine archaeological sites." Individual archaeological sites (that collectively form the archaeological resource-base) are distributed in a variety of locational settings across the landscape, being locations or places that are associated with past human activities, endeavours, or events. These sites may occur on or below the modern land surface, or may be submerged under water. The physical forms that these archaeological sites may take include: surface scatters of artifacts; subsurface strata which are of human origin, or incorporate cultural deposits; the remains of structural features; or a combination of these attributes. As such, archaeological sites are both highly fragile and non-renewable.

The *Ontario Heritage Act* (Ontario Regulation 170/04) defines "archaeological site" as "any property that contains an artifact or any other physical evidence of past human use or activity that is of cultural heritage value or interest;" "artifact" as "any object, material or substance that is made, modified, used, deposited or affected by human action and is of cultural heritage value or interest;" and "marine archaeological site" as "an archeological site that is fully or partially submerged or that lies below or partially below the high-water mark of any body of water." Archaeological fieldwork is defined as "any activity carried out on, above or under land or water for the purpose of obtaining and documenting data, recovering artifacts and remains or altering an archaeological site and includes monitoring, assessing, exploring, surveying, recovering, and excavating."

Despite the long history of human habitation, there is scant evidence today of archaeological resources. To date, there has been little investigation of archaeological resources within Pelham. Research and mapping provided for this Plan indicates areas of archaeological potential, but there are no substantive collections of archaeological resources available for public view within the municipality, and there have as yet been few archaeological sites identified here. Further archaeological research and site investigation will be needed to determine the extent of archaeological resources in Pelham. For now, it can be assumed that there remain many areas that could contain archaeological resources from both the time of Aboriginal occupation to that of subsequent occupation by Europeans.

4 Groupings of Heritage Resources

4.1 Introduction

The diverse character of cultural heritage resources in Pelham might suggest that they are scattered across the municipality. However, the concession grid is a powerful ordering framework within which settlement occurred, and most buildings and community places are found along these routes. The other key ordering element is the natural setting, so river valleys, hills and creek shorelines also determine where development takes place. It is these collections of heritage resources, ordered in response to natural or man-made components of the setting, that constitute "character areas". The study team found clusters of heritage resources that represented important historical patterns of development in Pelham and it is these "character areas" that are identified below as being worthy of further investigation for potential conservation and enhancement.

The term has been chosen to identify bundles of diverse but related heritage resources. Instead of the word "districts", which might imply or be confused with the heritage conservation districts designated under Part V of the *Ontario Heritage Act*, the term "character areas" allows consideration of the area as a distinct entity without necessarily indicating that the area warrants consideration for heritage conservation district designation. This approach ensures that Council is not under pressure to choose designation as the only way to commemorate and conserve these collections of resources, and to allow consideration of other ways of doing so that may be available to municipalities. A flexible approach allows a calm public debate on the character of the selected area that, it is hoped, will then lead to a consensus on its heritage significance and on ways of conserving and enhancing its heritage character.

The character areas have been chosen using criteria based on the Provincial Policy Statement's definition of a "cultural heritage landscape", which is "a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves grouping(s) of individual heritage features such as structures, spaces, archaeological sites and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts. Elements may include, but are not limited to, heritage conservation districts designated under the *Ontario Heritage Act*, and villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways and industrial complexes of cultural heritage value."

The following character areas have been chosen based on field surveys, archival research, and cultural heritage resource mapping conducted for this Plan. Each area has characteristics that reflect the criteria for determining heritage significance found in Regulation 9/06. These areas are by no means definitive, since other areas may be suitable, and the general boundaries are flexible, but they are intended to begin public debate. Comments made during public consultations appear to support some of these character areas, and modifications will occur. What needs to happen now is more discussion during which residents put thoughts into words to clarify what is of value, and to begin thinking of the best ways to control changes to the valued characteristics. Each area discussed below includes the range of cultural heritage resources listed earlier. In each case, there is a summary of heritage character and of the challenges and opportunities for conserving and enhancing this character. Where applicable, the cultural assets with potential for conservation and interpretation are identified.

4.2 Twelve Mile Valley

General Comments

This area was one of the first in Pelham to be developed and gained prominence thanks to a plentiful supply of water power. Evidence of the earliest days of settlement has largely disappeared and may be available only in the form of archaeological remains. The area has strong associations with the early settler families, such as the Secords and Becketts, and with the early roadbuilding and milling activity in the municipality. It has associations also with the War of 1812 and the Rebellion of 1837. Lookout Hill, on the Kame at the top of the watershed, was the proposed site of a British fort following the War of 1812.

Heritage Character

The former settlement clusters of Effingham/Beckett's Mills and Rockway have few of the original buildings left and now appear as a series of farms, or single family dwellings on large lots, rather than as a coherent collection of buildings forming a discrete community. However, the unique topography and road geometry set the area apart from the rest of Pelham. The dominance of the natural landscape, as opposed to farmland, is evident.

Character Defining Elements

- winding, narrow roads following routes determined by the natural topography
- steep escarpments, deep valleys and rolling hills
- heritage houses on large lots

Cultural Assets

- Short Hills park
- 19th century buildings
- Sulphur Springs Drive
- sites of former industries and commercial activities (e.g. mills, canneries)
- proximity to the former community of St. John's West (Thorold)

Conservation and Development Concerns and Opportunities

The main challenge here is to retain the special rural character by preventing over-development. The opportunity is to encourage infill that keeps the dominance of landscape (e.g. by using large lots or by adding to existing building groupings) and provides buildings that suit the rural setting by using design cues taken from existing 19th and early 20th century buildings in the area.

4.3 Canboro Road Corridor

General Comments

This route includes examples of each phase of Pelham's historical development. Its landscape includes a tree-lined roadway with adjacent orchards, farm fields and buildings. The corridor ties together a string of communities, from Fonthill in the east to Fenwick in the west, with the hamlets of Ridgeville and Pelham Centre in between.

Heritage Character

This is one of the best of Pelham's scenic drives and the only one that offers such a variety of cultural heritage resources. Its angled alignment relative to the concession grid also indicates that it is an early settlement road, possibly following a path created by Aboriginal occupants. Its intimate scale invites appreciation at slow speed.

Character Defining Elements

- diagonal alignment, cutting across the concession grid
- component communities
- cemeteries and community buildings
- location on a south-facing side slope, restricting views to the north and opening views to the south

Cultural Assets

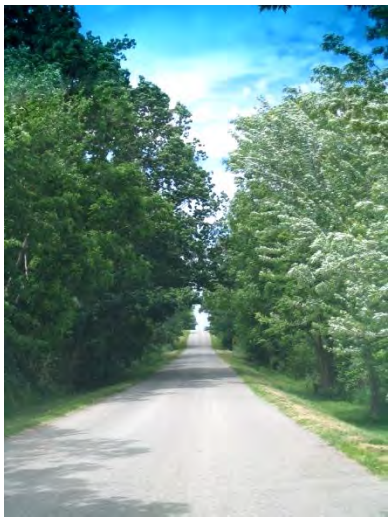
- cemetery
- town hall
- churches
- commercial downtown cores
- mature roadside vegetation

Conservation and Development Concerns and Opportunities

This setting benefits from slow traffic speeds and low-medium volumes of vehicular traffic. These and the large roadside trees and adjacent buildings provide the elements of a scenic drive and set it apart from roads that simply serve as traffic arteries. The concern here would be potential road widening that would increase traffic volumes and threaten roadside trees and buildings. Potential development of large residential subdivisions along the route could disrupt the existing pattern of different ages, sizes and types of buildings. Opportunities abound for treating this as a prime recreational drive and tourist route linking the main communities in Pelham with the city of Niagara Falls and communities inland.

4.4 Northwest Quadrant

General Comments



This is the most rural of the character areas and feels the most remote from the urban and suburban development prevalent elsewhere in the Niagara Region. Its rural roads, large woodlots and scattered houses allow the landscape to dominate. The road grid rigidly adheres to the cardinal directions, but skewed intersections add variety and make it unusual when compared to other rural areas in southern Ontario. The setting appears to be little changed from the early days of the municipality's development.

Heritage Character

Farmland dominates here, with the occasional horse operation or small hamlet adding variety.

Character Defining Elements

- roads with rural cross sections (no curbs and gutters, open ditches)
- North Pelham
- early roads (e.g. Twenty Road)
- Pelham Union
- trees arching over roadways
- gently rolling topography

Cultural Assets

- Comfort Maple
- North Pelham church and cemetery
- early farmhouses and former inns

Conservation and Development Concerns and Opportunities

This part of Pelham lends itself to rural scenic drives and bicycle touring, due to the low volumes of traffic and the rural scenery. Concerns would arise from rural subdivisions intruding upon the open, farm-based character of the landscape and the increase in vehicular traffic.

4.5 Southeast Quadrant

General Comments

This part of Pelham contains much of the suburban expansion of Fonthill and borders the developed areas of Thorold and Welland. Further west into the area, however, the rural agricultural landscape becomes more dominant. Much of the former commercial activity based on access to the railway was concentrated here.

Heritage Character

The area is less cohesive in character and is made up of several sub-areas. Quaker influences are strong south of Fonthill, near Pelham Corners, while areas to the west are bisected by the diagonal route of the former rail corridor. This area also saw some of the early occupation by escaped slaves, via the Underground Railroad.

Character Defining Elements

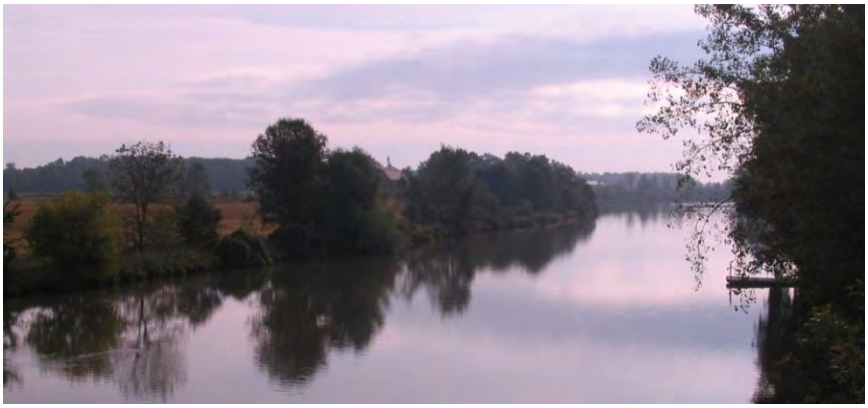
- Pelham schools and recreation grounds
- sites of the former canneries, nurseries and railway whistle stops (e.g. Chantler)
- farm buildings, fields and woodlots

Cultural Assets

- Quaker meeting house and cemetery
- former farmhouses integrated within suburban development

Conservation and Development Concerns and Opportunities

Further suburban expansion is a concern as it occupies former agricultural land. Retaining the existing rural land use patterns of farm buildings, fields and woodlots will conserve local character, as will support for farming activities. Opportunities exist to interpret the history of the Quakers, the Underground Railway and the railway system.



4.6 Chippawa Creek

General Comments

This part of Pelham is oriented to the south and east, across the creek and along its axis. Farmland dominates, against a backdrop of large woodlots.

Heritage Character

The lands bordering the northern edge of the waterway follow its irregular outline and thus provide a contrast to the concession grid. Open vistas across the creek combine with close up views of farmsteads along the scenic drive provided by River Road. The concession grid is very irregular here, with several dead ends and odd distances between north-south roads. Transportation elements, such as the roads, bridges, rail corridor and airport, are dominant elements in the landscape.

Character Defining Elements

- winding road along creek edge (River Road)
- airport
- established farmsteads
- rail corridor
- views of the creek

Cultural Assets

- monument to O'Reilly's bridge
- associations with early settlement groups and families
- components of the community of South Pelham

Conservation and Development Concerns and Opportunities

Opportunities exist for conserving elements of Pelham's transportation heritage as well as its associations with the Underground Railroad. Concerns involve suburban expansion into farmland. Retention of the airport is desirable. Conservation of the rural scenic drive along River Road is very important.

5 Heritage as Seen Through Local Eyes

5.1 Preliminary Observations

Based on interviews, workshops and archival research conducted as part of this study, several observations can be made as to local opinions about the importance of heritage in Pelham.

Some interviewees were forthright, while others were more cautious, needing time to reflect on the issues the study covers. The Quakers were not able to be actively involved but were able to comment on the contribution of their group to the history and character of the Town. The farmers were not overly concerned about the increase in new development and population but wanted ways to highlight the importance of farming and find ways of sustaining it (e.g. re-opening local canneries and juiceries).

Merchants welcomed new development but noted that many local residents shopped elsewhere and had relatively few links to the local community, since most worked outside of Pelham. They also noted the amount of wealth increasingly present in the area, especially in Fonthill and in the north of the municipality. Grade 12 students at E.L.Crossley focused on places where students could congregate in Pelham (Fonthill's fast food restaurants primarily) but had almost no contact with any other community in the municipality. Curiously, they also had almost no interest in, or awareness of, the agricultural lands that predominate here.

Comments made by local residents as part of the celebrations of Fonthill's 150th anniversary confirm this focus on local people. In the 2006 document describing the construction of the Fonthill Bandshell, the histories of families and businesses that bought bricks as part of a fundraising campaign are summarized and photographs included.

Overall, however, the dominance of agriculture as the defining characteristic of Pelham was confirmed. Comments made in the workshops showed a growing consensus as to the importance of heritage conservation in Pelham. In topic-based sessions, there was broad agreement on what cultural heritage resources existed in Pelham and, of those, which were the most important. The following is a summary of comments made during the workshops in September, 2011, which was attended by a variety of adult residents.

Favourite places included:

- Lookout Hill
- Canboro Road corridor
- downtown parks in Fonthill and Fenwick
- Twelve Mile Creek valley
- Short Hills park
- scenic roads
- hamlets (Effingham, Ridgeville, North Pelham)
- downtown cores of Fonthill and Fenwick (shops and restaurants)
- open countryside/rural landscape

Favourite buildings or sites included:

- village shops
- White Meadows farm
- airport
- Old Town Hall
- PDHS
- EL Crossley High School
- various churches
- former Quaker Meeting House/RR museum in Fenwick
- Old Fire Hall/Maple Acres Library in Fenwick
- former bank building, Fonthill
- former railway station, now in storage
- Pelham Union school house
- Comfort Maple
- Fenwick flagpole
- Quaker meeting house and cemetery
- North Pelham church and cemetery
- former schoolhouses

Favourite traditions, events, people included:

- strawberry festivals (e.g. Station #3)
- parades
- Fonthill bandshell concerts
- Pelham art show/festival
- Fonthill farmers' market
- Fenwick fish fry
- seasonal events at area farms
- White Meadows farm events
- picking fruit
- church bazaars
- Summerfest
- Canada Day events
- founding families (various)
- Steve Bauer
- Marlene Stewart Streit
- Dorothy Rungeling
- AAA Silver Stick tournaments

From this list, and from subsequent interviews and research, it appears that local people have a strong connection to the rural setting and to the small town values of community, tradition and annual celebration. Despite being part of an urbanizing region, there persist attitudes that coincide with rural settings. Pelham seems to have achieved a balance between urban amenity and rural lifestyle, in part by having urban development concentrated around Fonthill and Fenwick, leaving the majority of the municipality in rural land uses. Favourite places tend to be outdoors: there is little emphasis on buildings. The buildings that do get mentioned are often public ones that house the traditional activities and events that figure largely in local comments, or are former public buildings -now private residences – that had important roles in community life in the past. So, in summary, the things local people most value are the settings for everyday life and the symbols of community. Which of these should be the focus of conservation activity, and the means of providing economic benefit, is the subject of the following sections.

5.2 From Values to Themes

As has been shown in the foregoing sections, Pelham's heritage resources include both physical objects and cultural practices. In order to identify the resources of greatest significance to local residents and visitors, it is useful to identify the recurring themes that local history suggests. In Pelham, most of these themes address the interaction of people with place; in this case, a predominantly rural setting.

An initial review of the thematic history suggests the following themes, and their related sub-themes:

1. **Farm People/Town People**

    - Especially post-WWII, tensions between those involved in agriculture and the rest
    - People moving to Pelham for lifestyle but with urban values and associations with, and shopping patterns in, other places

2. **Specialty Crops**

    - From general farming to specialty fruits and vegetables
    - Loss of local agricultural industries (canneries) and farmland (to extraction industries and urban development)

3. **Transport Links**

    - Rail and innovative streetcar systems
    - Traditional routes (stage coaches to cars)
    - Airport
    - Improved access creating a place to pass through

4. **Modest Buildings**

    - No tradition of grand architecture
    - Even public buildings are modest (e.g. churches)

5. **Visionaries**

    - D'Everardo
    - Quakers
    - Founding families
    - Military dreams (proposed fort)
    - Temperance
    - Famous athletes, writers

6. **Traditions**

    - Fairs
    - Town-based events

Each of these thematic categories can be used as a basis for engaging the public in discussion about what is of most heritage significance in Pelham. Once refined, themes can also form the basis for municipal marketing and economic development strategies, as discussed in the next section.

Part C

Options and Recommendations

6 Strategies for Improvement

6.1 Introduction

The foregoing sections outline the range of cultural heritage resources available in Pelham. What follows is a series of strategies that harness these resources in ways that improve local culture, enhance local quality of life, improve management processes, and stimulate economic activity. The strategies have been combined under the following main categories:

- Enhancing the inventory and evaluation of cultural heritage resources
- Improving the management of these resources, for conservation and development
- Deriving economic benefit and developing cultural tourism based on these resources

6.2 Improve Heritage Resource Inventory and Evaluation

6.2.1 Summary of Current Situation

Introduction

The inventory and evaluation format proposed in this Plan includes field survey and evaluation forms. This comprehensive set of tools for assessing properties of potential heritage significance (buildings and cultural heritage landscapes) has been proposed to the Town of Pelham to assist in the development of an ongoing identification and assessment system for its cultural heritage resources.

While the policy for preserving heritage properties is clearly laid out the *Ontario Heritage Act* and subsequent amendments, the process by which municipalities identify, gather and process information on the potential heritage value of properties varies from region to region. Prior to more recent amendments to the *Act*, such as Ontario Regulation 9/06, many municipalities and municipal heritage committees (formerly L.A.C.A.C.s) resorted to subjective ranking systems that provided graded heritage values (e.g. A – Worthy of designation, B – Significant heritage value, C – Highly modified, D – Compromised). These early evaluation formats have the potential to contribute a great deal of content for updated heritage inventories, but do not meet all of the requirements of the most recent legislation.

Heritage Resource Inventory and Evaluation

In our review of the current state of the inventory and evaluation, the preliminary conclusions are that:

- There is a need for a consolidated inventory that is consistent and comprehensive.
- The compiled information appears to be a substantial platform from which to base the updated inventory and evaluations in order to meet the requirements of Regulation 9/06.

Even so, the review of the heritage resources currently in use by the municipality reveals some gaps as well as some trends. For example, the 1983 report prepared by Pelham LACAC identifies 36 built heritage resources. Of the 36 properties, all are residences except for one farm complex, one former school house now being used as a private residence, and one church. Dates are not provided in a consistent matter. Broad half-century ranges are given for dates of construction, except for 21 of them which also give approximate (circa) construction dates. But the whole municipality is represented, as the resources themselves and spread out across the Town of Pelham and represent all of the different townships and character areas, except for south Pelham.

A more recent study in 2007 by the Pelham Historical Society ("Historically Significant Buildings in Pelham") is more comprehensive. It covers a wider range of building types than did the earlier report, including schools, inns, hotels and taverns, churches, and buildings in specific areas. The recording format is also improved, with each entry providing a photograph and bullet-point information on each property. However, while many of the schools, inns/hotels/taverns and churches have dates of construction, many of the other buildings do not have estimated dates, only brief histories of use.

Generally speaking, the municipality and volunteer groups have conducted extensive inventories over the years, from 1978 to 2007, and these efforts have generated considerable information on Pelham's historic buildings, although other types of cultural heritage resources, such as cultural landscapes, do not appear to have been recorded and assessed. In each category of building type, properties have been identified as having potential for heritage significance, including approximately 150 residential structures, 25 commercial structures, 10 schools, 10 churches, 6 inns/taverns/hotels, as well as a small number of commercial/industrial buildings. The emphasis has been on residential buildings and the evaluations have tended to focus on historical/associative and design/architectural heritage attributes. Properties containing structures from the 20th century are under-represented. Structures that have since been demolished are noted, however, and this offers opportunities for interpretation as well as creation of an archival record of Pelham's built environment.

As for recording and assessment methods, each inventory was in a somewhat different format, using different templates and evaluation criteria, and all of them would need to be modified in order to comply with the current Provincial requirements, as stated in Regulation 9/06 of the *Ontario Heritage Act*. Even though the 1983 inventory provided preliminary statements of significance that approached current Provincial standards, they would not be sufficient today to designate such properties under Part IV of the *Act*. Similarly, none of the properties identified in these inventories have been plotted on a GIS platform.

Archaeological Resources

In their newly adopted Official Plan (April 2, 2012), the Town of Pelham recognizes the presence of archaeological sites as well as areas of archaeological potential within the Town. The Town also recognizes that archaeological sites and resources can be adversely affected by any future development (Section D.4.3). The Town therefore identifies the need to ensure that the nature and location of archaeological resources are known and considered before land use decisions are made (Section A.2.7.2; D.4.3.1).

There is currently no system in place, however, to facilitate the archaeological assessment process. The Town has no comprehensive mapping or database for identifying areas of archaeological potential and for rationalizing requirements for archaeological assessments in advance of development. Indeed, it now relies on the application of generic criteria supplied by the Provincial Ministry of Tourism, Culture, and Sport.

Since 1974 all archaeological sites for the Province of Ontario have been registered with the Ontario Archaeological Sites Database (OASD) maintained by the Heritage Branch and Libraries Branch of the Ontario Ministry of Tourism, Culture and Sport, Toronto. This data base is the official, central repository of all site information for the province collected under the *Ontario Heritage Act* (1974, 1980). An associated Geographic Information System (GIS) has also been developed by that Ministry.

Within the OASD, registered archaeological sites are organized within the "Borden" system, which is based on blocks of latitude and longitude, each measuring approximately 13 kilometres east-west by 18.5 kilometres north-south. Each block is assigned a unique four letter designator and sites within each block are numbered sequentially as they are found. The Town of Pelham encompasses lands within four Borden Blocks: AgGt, AfGt, AgGu. And AfGu.

Protecting archaeological sites has become especially important in southern Ontario, where landscape change has been occurring at an ever increasing rate since 1950, resulting in substantial losses to the non-renewable archaeological record. The most important means of protecting those sites that remain is through adoption of planning and management guidelines that are informed both by the known distribution and character of sites and by assessment of the potential location of additional sites that have yet to be discovered. The role of the municipality in the conservation of archaeological resources is crucial. Planning and land use control are predominantly municipal responsibilities and the impact of municipal land use decisions on archaeological resources is significant, especially since municipally-approved developments constitute the majority of land-disturbing activities in the Province. The primary means by which these resources may be protected is through the planning approvals process.

The inventory of registered archaeological sites that formed the initial basis for the archaeological potential model included in this report was compiled through consultation with the Data Co-ordinator of the Culture Programs Unit, Programs and Services Branch, Ministry of Tourism, Culture and Sport.

6.2.2 Strategies for Improvement

Proposed Method

The inventorying and evaluation of the representative sample, included in this report, provide the basis for an updated, consistent and comprehensive inventory of cultural heritage resources. The evaluation of seven of the built heritage resources, as well as a number of cultural heritage landscapes, shows the ways in which the method can be applied. The proposed method provides an inventory methodology, including field survey forms and photo documentation, in a standard format that can be used by volunteers, municipal staff and consultants.

The process for implementing the proposed method includes the following elements:

- Initially, compile a list of built heritage properties that have been previously identified from existing resources, including: *Historically Significant Buildings of Pelham* (2007); *Pelham's Architectural Past* (1980s); *Report Recommending the Designation of Homes Under the Ontario Heritage Act* (1983); Pelham Historical Calendars (c. 1977 to c. 2001); *Historic Pelham* (1979).
- This list should be cross referenced with the Town of Pelham's property database (i.e. Property_List_1700_1925) to ensure they still exist and that the Roll Numbers are also accounted for. *Note: Roll Numbers will be needed to legally identify any properties worthy of addition to the Register*.
- Updated field surveys should be completed for each property identified in the compiled list. A standard survey form and method should be used to ensure consistency. The one-page field survey form should be completed for each property and contemporary photographs should be taken for each, including: the front, sides and rear of the building, the context, and, close-ups of any notable building features, if possible.
- While conducting field surveys of the previously identified built heritage resources, attention should be paid to any other notable resources that have not yet been identified. Extra field survey forms should be on hand to ensure the surveyor can photograph and fill out forms for possible new additions. At the very least, possible additions should be photographed and noted for inventorying and evaluation at a later date. Arrangements may need to be made with landowners to survey properties that are set deep in the lot and are not accessible from the public right-of-way.
- Secondary research should be sufficient for producing the evaluations (including statements of value for the 9/06 criteria and character-defining elements) in order to assess the cultural heritage value for potential designation or addition to the Register.

For example, the 140 flash cards and mapping from the 1978-1981/83 summer student work can be used as a starting point. Each flash card contains varying degrees of inventory information including the following data fields:

  - lot and concession;
  - municipal address;
  - original use and present use;
  - architectural description;
  - historical description;
  - land title history (and anecdotes); and
  - undated photographs in an envelope.

- A standard for analysis of the heritage value of the resources is required. For example, the Town may decide that properties that have design, historical *and* contextual value are worthy of designation, whereas properties that have identified value in *any* of the categories may be worthy of addition to the Register. All other properties may be included in the inventory for information purposes or until a later date when more information is identified.

The inventory process could easily be completed by the Municipal Heritage Committee, volunteers, or summer students, under direction from Staff and with an afternoon or morning of orientation. Inventory identification sheets, such as the CIHB forms, can be used as references when completing field survey forms. Parks Canada's *Standards and Guidelines for the Conservation of Historic Places in Canada* (2010 edition) should be required reading, among other relevant publications.

Proposed Heritage Resources

Generally speaking, the resources that have been identified in the 1983 LACAC report are the most suitable for potential designation, with the exception of a few that have been modified over the years.

The initial review of archival sources and of resources visible in the field leads to a conclusion that there are several levels of heritage resources suitable for potential designation. At the largest scale, the heritage buildings, landscapes and areas of archaeological potential fall into five major parts of the municipality. These groupings of heritage resources have been termed "character areas" in this Plan. Within these areas are smaller areas that may merit study for potential designation as Heritage Conservation Districts under Part V of the *Ontario Heritage Act*.

The character areas are:

- 12 Mile Valley watershed (early settlement and industry, 1837 history)
- Canboro Road corridor (settlements, fairgrounds, links to wider region)
- Northwest quadrant (North Pelham, Comfort Maple, farmsteads)·
- Southeast quadrant (Quakers, railway)
- River (bridge communities, airport, railway)

At the next scale of analysis are small groupings of heritage features, or "cultural heritage landscapes". These settings are often very important in local cultural life, yet they are often unrecognized for their heritage value. The suggested list below includes some of the most prominent settings to feature in local histories.

- The fairgrounds site in Fenwick
- The former cannery/nursery sites in Fonthill
- Existing cemeteries (Most notably the cemetery on the SE corner in North Pelham)
- Southeast of Welland Road and Effingham Street
- Southwest of Canboro Road and Stella Street
- Northeast of Centre Street and Canboro Road
- Southeast of Cream Street and Melter Road
- Southeast of Ollie Street and Wessel Drive
- Maple Street / Comfort Maple Tree
- Sulphur Springs Drive
- View northeast from Lookout Street at Tice Road

The final scale is of the individual property, in this case, a building on a lot. The following list includes a representative sample of the most prominent heritage buildings in Pelham.

- 398 Canboro Road (Ridgeville) – BHR #27
- 807 Canboro Road (Fenwick) – BHR #28
- Elizabeth Drive (Fonthill) – BHR #15
- 755 Sixteen Road (Pelham) – BHR #35 (Reece's School)
- 711 Tice Road (North Pelham) – BHR #6
- 326 Welland Road (Pelham) – BHR #10
- 801 Canboro Road (Fenwick) – Former Fenwick Post Office

For a larger range of resources identified in current research, see Appendix 1: Historic Potential.

6.2.3 Proposed Inventory and Evaluation Process

Inventory and Evaluation Process

The format shown in Appendices 2 and 3 of this Plan aims to provide a streamlined approach that follows Provincial policy, while being easily accessible for execution by a wide range of individuals, including staff, volunteers and municipal heritage committee members.

Given that the inventory and evaluation will be conducted by a wide range of individuals, a check list format provides a more consistent set of results compared to other formats, such as ranking and grading systems. The field survey form (Appendix 2) represents a succinct summary of the baseline information necessary to assess the cultural heritage value or interest of a property, while fields such as the municipal roll number and status are important for creating a consistent database of information to track the resources over time.

The statements provided in the heritage evaluation summary sheets have been drafted using information obtained from the field survey forms and previously conducted research on the properties. The statements are identified as being of "value or interest" to allow the summary sheets to be used for all ranges of properties, including those worthy of designation or addition to the register.

Rather than grading the degree of heritage value for each category (design, historical and contextual values), a set of checkboxes are provided. The identified criteria pertain directly to the criteria for determining cultural heritage value set out in Ontario Regulation 9/06 under the *Ontario Heritage Act*. According to Regulation 9/06, if a property meets at one or more of the following three criteria of heritage value, it has the potential for designation under Part IV of the *Ontario Heritage Act*:

The property has design value or physical value because it,

- *is a rare, unique, representative or early example of a style, type, expression, material or construction method,*
- *displays a high degree of craftsmanship or artistic merit, or*
- *demonstrates a high degree of technical or scientific achievement.*

The property has historical value or associative value because it,

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

The property has contextual value because it,

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

The proposed format can be easily adapted to act as the basis for a variety of uses including:

- Recommendations for addition to the **Municipal Register**: Although value statements are not required in order to add properties to the Register, having statements prepared provides heritage planners with an added advantage if a 60-day demolition notice is presented that triggers a designation process.

Statements of value may also be helpful when presenting proposed additions to the Register to Council for approval by providing a level of transparency and justification. Finally, the Ministry of Tourism, Culture and Sport suggests that municipalities look to the criteria for designation set out in Ontario Regulation 9/06 under the *Ontario Heritage Act* (Criteria for Determining Cultural Heritage Value) when deciding which properties should be listed on the Register.

- **Designation By-Laws**: The requirements of a by-law to designate a heritage property under Part IV of the *Ontario Heritage Act* include: a description of place, value statements and character-defining elements. The proposed format provides the basis for this information. A formal statement of cultural heritage value or interest can be fleshed out from the succinct statements provided in the summary sheets. Also, the required character-defining elements can be derived from the statement of design and/or architectural value, as well as the notable building features identified on the field survey form.
- **Statements of Significance** for addition to the **Canadian Register of Historic Places**: The requirements of the Statement of Significance for addition to the Canadian Register of Historic Places closely resemble the requirements of a designation by-law. Similarly, these items can be drawn from the value statements in the heritage evaluation summary sheet, as well as the field survey form.

6.2.4 Determination of Archaeological Potential for the Town of Pelham

Introduction

As shown in this Plan, Pelham lacks the major architectural or landscape features that are found elsewhere in the Niagara Peninsula, but there could be cultural heritage resources below ground that may become features, if property conserved and interpreted. From the preliminary mapping and assessment of areas of archaeological potential identified in this Plan, it is apparent that there are possibilities here that have yet to be explored. Pelham's more subtle heritage character is expressed most prominently in its cultural landscapes, and it is in these settings that undiscovered archaeological resources may be found. Conservation and interpretation of archeological resources thus becomes a priority in implementing this Plan.

The general extent and variety of archaeological resources has been described in this Plan. However, strategies for working with Pelham's archaeological resources remain to be developed. The following are recommended policies and procedures for addressing these resources. The role of the municipality in the conservation of archaeological resources is crucial.

Planning and land use control are predominantly municipal responsibilities and the impact of municipal land use decisions on archaeological resources is significant, especially since municipally-approved developments constitute the majority of land disturbing activities in the Province. The primary means by which these resources may be protected is through the planning approvals process. The ultimate objective of this component of the project was the preparation of potential mapping that would assist the Town in establishing policies and priorities concerning the management of archaeological sites within its jurisdiction.

Change and growth within the Town must be guided by sound planning and management policies, all of which must be consistent with recent changes to provincial archaeological resource conservation legislation and policy. In the case of pre-contact archaeological sites, any efforts undertaken by the Town to identify and protect such sites will be viewed very positively by First Nations.

This component of the Plan was designed to compile an inventory of registered archaeological sites, to develop an archaeological site potential model based on known site locations, past and present land uses, and environmental and cultural-historical data and to identify a series of policies and practices within the development approvals process that will ensure the conservation of these valuable heritage resources within the overall process of change and growth in the Town.

Archaeological sites in the Town of Pelham represent an important heritage resource for which only limited locational data exist. While access to such distributional information is imperative to land-use planners and heritage resource managers, the undertaking of a comprehensive archaeological survey of the city in order to compile a complete inventory was clearly not feasible within the scope of this Plan. As an alternative, therefore, planners and managers must depend on a model which predicts the ways in which sites are likely to be distributed throughout the municipality. Such a model can take many forms depending on such factors as its desired function, the nature and availability of data used in its development, the geographic scope of the project, and the financial resources available. Ideally these constraints are balanced in order to produce a model of maximum validity and utility.

In the following sections, a model of archaeological site potential is developed for the Town of Pelham. A strategy has been selected which employs a descriptive reconstruction of pre-contact landscapes in Pelham together with a reconstruction of pre-contact land-use patterns informed by both known site locations as well as archaeological and ethnographic analogues (see Part A: Section 2.3 above). This information is brought together with post-contact site location data to form a list of criteria which are used to define a zone of archaeological potential on GIS-based mapping of the city. Part B (Section 8.2) presents a series of recommendations for application of the model in a planning context.

Archaeological site potential modelling can trace its origins to a variety of sources, including human geography, settlement archaeology, ecological archaeology, and paleoecology. The basic assumption is that pre-contact land use was constrained by ecological and socio-cultural parameters. If these parameters can be discovered, through archaeology and paleoecology, pre-contact land-use patterns can be reconstructed. The post-contact land-use pattern, of course, can be drawn from the archival record.

GIS Layers and Analysis

Most archaeological potential models are now developed using a Geographic Information System (in this case, ArcGIS®) to summarize and map various data sets as separate, but complementary layers. Modelling criteria are then derived through analysis of these layers, and these criteria are applied to produce a final, composite layer, which is the map of archaeological site potential within the Town of Pelham.

For the purposes of this Plan, digital data for the initial base layer was provided by the Town of Pelham. Included on this layer were: hydrographic features, including watercourses, lakes, ponds, and wetlands; the road network; and current vegetation.

The following sections provide an overview of the layers that together form the model of archaeological site potential that has been prepared for the Heritage Master Plan.

Pre-Contact Aboriginal Site Potential Layer

Throughout most of pre-contact history, the inhabitants of the Town of Pelham were hunter-gatherers who practiced an annual subsistence round to exploit a broad range of natural resources for food and raw materials for such needs as shelter construction and tool fabrication. Later Aboriginal populations who practiced agriculture appear to have used the region for hunting and fishing, choosing to establish their villages in neighbouring areas. Assuming, therefore, that access to natural resources influenced and constrained the movement and settlement of Aboriginal peoples, our goal was to understand what these resources were, how they may have been distributed, how their use and distribution may have changed over time, and how the landscape itself may have constrained movement and access to resources as well as settlement location.

The proximity of major waterways is considered to have always been a significant factor influencing land-use patterns in the Town of Pelham. The fundamental layout of the major drainage systems in Pelham has remained the same since the late Pleistocene, and the waterways have likely acted as travel and settlement corridors ever since. Throughout these waterways, stream confluences may have been routinely used as stop-over spots, leaving traces in the archaeological record. While wintertime land use would not have been constrained by access to well-drained campsites or the limits of navigable waterways, such routes would have still provided familiar, vegetation-free corridors for travel.

In light of these considerations, all watercourses and bodies of water within the Town of Pelham were buffered by 300 metres but only where the buffers crossed well- or imperfectly-drained soils. Similarly, all wetlands were buffered by 300 metres but only where the buffers crossed well- or-imperfectly-drained soils.

Historic Archaeological Site Potential Layer

The GIS layer of historical features is based largely on primary source documents including the Illustrated Historical Atlas. It is recognized that these maps did not always illustrate historic features that may be of interest, therefore, it can in no way be considered definitive and all of the mapped locations should be considered to be approximate.

With regard to the settlement centres within the Town, their boundaries were plotted using the same sources. The boundaries of these settlements, as plotted, serve to indicate those areas where most of the building activity was concentrated at the time the sources were produced. In general, individual public buildings and homes were not mapped within these centres. On the whole, however, the settlement centre overlay is indicative of the areas that exhibit potential for the presence of places of worship, meeting halls, school houses, blacksmith shops, stores, hotels, taverns, and other commercial service buildings.

All schools and places of worship that occur outside of the major settlement centres were mapped individually if their locations were shown on relevant historic maps. These features represent the earliest structures of social and economic significance in the Town and should be considered as heritage features demonstrating significant historical archaeological potential. All features were mapped as points buffered by a radius of 100 metres. All mill locations, post offices, and blacksmith shops were also mapped in this way.

Isolated rural homesteads were also incorporated within this layer. While nineteenth century maps do not necessarily provide comprehensive locational data for rural homesteads, it is anticipated that those represented on the Illustrated Historical Atlas and Tremaine maps will represent the majority of these resources. These homesteads were buffered with 100 metre zones.

Transportation routes such as early settlement roads, established by the 1870s (buffered by zones of 100 metres either side), and early railways (buffered by zones of 100 metres either side) have been mapped to draw attention to potential heritage features adjacent to their rights-of-way. Cemeteries and family burial grounds have been included in the historic theme layer due to their particularly sensitive nature and the fact that these sites may become invisible in the modern landscape. Their locations were plotted based on examination of relevant historic maps and the layer provided by the Town. The historic cemeteries were buffered with 100 metre zones as well.

Known Archaeological Site Layer

There are 99 documented archaeological sites within the Town boundaries all of which were mapped and entered into the project GIS as a discrete layer. Of the 99 sites, some of which are multi-component sites*, 91 are pre-contact Aboriginal or have a pre-contact Aboriginal component and 15 are or have a Euro-Canadian component. In that the model is inductive in nature and is not constructed on the basis of the location attributes of known sites, the fact that any newly discovered sites have not been plotted will have no impact on the potential model. For site potential modeling purposes, each registered site plotted as a point was buffered by 100 metres.

**Multi-component archaeological sites are sites that were occupied for more than one period. A single site might have both a pre-contact Aboriginal component and a Euro-Canadian component, which explains the discrepancy in the site numbers presented here.*

Composite Archaeological Potential Layer

The final GIS layer, which is the map of the composite zone of archaeological potential within the Town of Pelham, was compiled by merging the zones of pre-contact archaeological potential and zones of historic archaeological potential, as defined through application of the various modeling criteria presented above. The resultant potential mapping presents an approximation of the overall distribution of archaeological resources in the Town of Pelham.

It should be noted that the composite archaeological potential layer does not distinguish between those lands upon which modern development activities have likely destroyed any archaeological resources, and those lands, such as parking lots, schoolyards, parks and golf courses, where resources remain wholly or primarily undisturbed. In these instances, a Stage 1 archaeological assessment may determine that a study area has been severely disturbed thereby negating archaeological potential.

6.3 Enhance Heritage Resource Management Capacity

6.3.1 Summary of Current Situation

Implementing this Plan will require the involvement of municipal staff as well as volunteers and consultants. Because Pelham is a small, rural municipality, it does not have a heritage planner on staff, thus administration of the Plan will require efforts from existing staff, with outside help, for the short term at least. Pelham does have the advantages of an active volunteer municipal heritage committee and an historical society, both of which have been instrumental in heritage conservation activities. Pelham is also the beneficiary of strong conservation policies in its own Official Plan as well as Region of Niagara's Official Plan.

Conservation is also promoted by the policies of the Greenbelt Plan, the Niagara Escarpment Plan, and the Growth Plan for the Greater Toronto Area. These and related plans supporting agriculture and promoting culture allow Pelham to focus on efforts specific to its own needs, knowing that the larger growth management and resource conservation issues are being addressed at higher levels of government.

However, one of the main reasons for undertaking this Plan has been a lack of understanding of the importance of heritage amongst Pelham residents. In response, the municipality and its volunteer assistants will need to be advocates for heritage, providing information as well as a concerted campaign to promote heritage as an integral part of daily life. Because Pelham is relatively small, and the pace of change is relatively slow, such efforts should be within the capabilities of existing staff and volunteer groups, but their roles will need to be clarified and their efforts will need to be co-ordinated.

Local Management Context

As noted above, the Town of Pelham does not have a heritage planner on staff. Planning staff handle heritage matters and are the liaison with the municipal Heritage Advisory Committee. The volunteer members of that Committee represent a wide range of skills, from restoration contracting to teaching. Assisting the Town and the Committee are the dedicated volunteers within the various heritage organizations, the most active and prominent of which is the Pelham Historical Society. Regionally, there is assistance available from staff at the Regional municipality, as well as from those in Provincial agencies such as the Niagara Escarpment Commission and the Ontario Ministry of Agriculture, Food and Rural Affairs. Also of potential assistance are the staff and students of Willowbank School in Queenston, a centre of heritage education in southern Ontario.

6.3.2 Strategies for Improvement

The most effective role for the Town in this effort is to act as a catalyst for public education and engagement. Staff can show by example by co-ordinating efforts amongst departments, especially by ensuring that public works and development review activities include consideration of heritage resources as part of their processes. Council can show by example by ensuring that construction projects follow a "heritage first" policy by making heritage resource conservation and adaptive reuse priorities in actions involving municipal property. The Town can be the main source of information on good conservation practice and, with the help of its municipal heritage committee and the historical society, be responsible for the Town Register of heritage properties, undertaking research, inventory, evaluation and monitoring. Members of the heritage committee also can offer free technical advice to residents wishing to make changes to heritage properties. Staff and volunteers can offer public information workshops on heritage conservation topics, and provide copy and images for distribution by various media.

The Town website can function as a portal offering links to heritage-related activities, groups and service providers in Pelham and beyond. Finally, the Town can provide public access to heritage properties it owns during Doors Open, an annual heritage-related event.

The private sector can contribute through such downtown promotion organizations as Business Improvement Associations (BIAs), in Fonthill initially, but having potential to be extended to other small centres within the municipality. Such organizations can be an effective link between the municipality and individual property owners by providing information and encouragement from fellow business people, and by sponsoring improvement projects that include guidelines for, as well as demonstrations of, good heritage conservation practice. At a more fundamental level, the development and renovation industries can accept and, ideally, promote heritage conservation as a normal part of their operations, reflecting the policies of Provincial and municipal planning legislation but also recognizing the value that heritage resources can add to their projects, if handled properly. The renovation industry can work to regulate its activities through skills training, perhaps in co-ordination with Willowbank School in Queenston, in order to provide the range of tradespersons capable of working with heritage buildings and landscapes. The industry can also support initiatives for certification of qualified contractors, and listings of these companies for public reference. And, as part of efforts to spur local economic development, both the development and renovation industries can make their needs and ideas known and work with the Town, local residents and other agencies to integrate heritage conservation within normal business practices.

Students and staff at local schools can also contribute. As seasonal employees, students can assist the Town and its volunteer groups in updating the Town Register of Heritage Properties by conducting the inventory and evaluation of heritage resources: they can also work in local museums and archives, and offer guided tours of heritage properties and routes. While in school, they can work on projects involving different aspects of heritage conservation, and contribute to heritage-related events, such as the Historica Fair. Brock University and the region's community colleges can provide undergraduate and graduate student projects that focus on aspects of Pelham's cultural heritage.

Local residents can volunteer for service on heritage committees and join the historical society. They can provide oral histories, donate artifacts, serve as volunteer tour guides, write articles for the local newspaper, and help organize and operate heritage-related events such as Doors Open. Within Doors Open, owners of heritage properties can make their places available for public access. As a whole, residents can foster a culture of conservation through individual and joint action, and encourage political support for heritage conservation through their local and regional elected representatives. They can be advocates, as well as practitioners, of heritage conservation.

Management Tools

Given the small size of the municipality, and the limits to growth established by Provincial, Regional and municipal planning controls, it is unlikely that the pace of change will require the services of a full-time heritage planner. For now, and with the information and methods provided by the Heritage Master Plan, it is likely that the Town can continue to manage its heritage resources effectively with no increase in permanent staff.

However, the means for managing the range of cultural heritage resources found in Pelham needs to be outlined. First, much of the inventory and evaluation of such resources can now be delegated to volunteers in the Heritage Advisory Committee. Using the template and guide supplied in this Plan, volunteers, assisted by Planning staff, can update and expand the inventory and add to the Municipal Register. Second, Planning staff can ensure that conservation and enhancement of cultural heritage resources becomes an integral part of day-to-day municipal operations, by liaising with other municipal departments and agencies in the course of their regular planning activities. When necessary, staff can also bring in outside help in the form of student interns and professional heritage consultants. Third, the municipality can streamline the heritage conservation and regulatory process by improving administrative efficiencies and removing barriers. In these ways, Pelham can foster a "culture of conservation" across the municipal administration, and amongst local residents. The Town can show by example.

Municipalities can promote good conservation and development practices, and do so in several ways. They can provide incentives to property owners, not necessarily in the form of actual grants or loans, but more often in the form of financial vehicles that make "heritage friendly development" attractive. These incentives include such things as:

- Reduced or eliminated fees for permits
- Exemption from development charges in a revitalization of all or portions of a property's floor space
- Exemption from, or reduction of, municipal parking, amenity and park space requirements
- Property tax exemptions or deferrals under such policies as Community Improvement Plans
- "Fast-tracked" approvals for development applications involving listed or designated heritage properties
- Fire and building code inspections made using discretionary interpretations of Provincial health and safety regulations
- Topic-based information sessions on conservation and development best practices, offered by the municipality and local professional and business organizations

Pelham can also make heritage conservation and development a more integral part of everyday life by promoting it. The municipality can foster heritage by helping to produce walking tours, helping to organize annual events, such as Doors Open and Historica Fairs (with public schools), and by contributing to the production of tourism programs that feature heritage resources. Even small things help, such as making sure that Doors Open and self-guided walking tour brochures are available at the front desk of the municipal office, and in visitor information outlets. Staff in these places should be trained to handle basic enquiries about heritage and be able to guide people to the right agency or person who can answer their questions.

Tools for the Town to use in regulating heritage activity are now more extensive, following changes to the *Act* in 2005, and to the Provincial Policy Statement (PPS), in which the Province emphatically states that significant heritage resources, including archaeological resources, shall be protected, putting the onus on municipalities to be good stewards of heritage resources. Section 2.6 of the PPS gives clear policy direction and the glossary provides explicit definitions of heritage terms. The Town will be the regulatory agency whenever a property is listed or designated under the *Ontario Heritage Act*. The process for listing or designation is straightforward and is explained in the *Act* and in the Ontario Heritage Tool Kit, available in print form or on the Ministry of Tourism, Culture and Sport's website. Several aspects of the legislation assist municipalities in addressing heritage matters. As a result of changes to the *Act* in 2005, and the subsequent Regulation 9/06, municipalities now have clear criteria for listing and designating properties, for refusing demolition of listed or designated properties, and for avoiding appeals to the Ontario Municipal Board. A municipal designation of a property now can only be appealed to the Conservation Review Board, whose ruling is advisory only: the final say rests with the municipal Council. It should be noted also that an archaeological site can be designated under Part VI (52) of the *Ontario Heritage Act* thereby affording it permanent protection.

This change in the legislation is important because it allows municipalities to list or designate a property if it so wishes, even without the owner's consent. The intent of the legislation is to favour collective values over those of individuals, and rulings by the Ontario Municipal Board have supported this interpretation. This approach applies to designation of heritage conservation districts as well as designations of individual properties. And for districts, the Ontario Heritage Tool Kit recognizes that unanimous consent may be impossible to achieve across such a wide area, so designation can proceed without it. Interestingly, the Tool Kit states that Council does not even require a majority of property owners in favour of designation if, in its judgement, designation of the district will have an overarching public benefit. The appeals process for district designations offers owners the ability to argue his or her case, and the municipality may consider forms of compensation in extraordinary cases.

In general, however, designation should be seen as a means of protecting a heritage resource because it benefits the whole community, for only by doing so will the municipality ensure that the heritage policies of the Official Plan and Heritage Master Plan will be fully implemented.

Another aspect of municipal responsibility for heritage conservation is the requirement for, and review of, heritage impact statements. The Town's newly adopted draft Official Plan (April 2, 2012) allows Council to require property owners to prepare and submit a cultural heritage impact statement when a significant heritage resources could be affected by a development proposal. Criteria for preparing and reviewing such statements are normally specified by the municipality, but there are many examples available from other jurisdictions, and they tend to be of a similar style and content. In Pelham, impact statements would be reviewed by Planning staff who have the option of involving the municipal heritage advisory committee, especially in cases where the resource, and the potential impact, are significant.

With respect to archaeological resources, a municipality is obligated, within the existing legislative framework (*Planning Act* Section 51(7)), to require archaeological concerns be addressed in connection with any planning application. In regard to municipal projects, the *Planning Act* states that, where there is an Official Plan in effect, no public work shall be undertaken that does not conform to the Plan. Heritage protection policies are appropriate in Official Plans, if developed and incorporated properly. If a municipality has a sound basis in its policies (Official Plan), it is possible to refuse applications that do not conform to heritage requirements. The Act also permits municipalities to pass zoning by-laws: "for prohibiting any use of land and the erecting, locating or using of any class or classes of buildings or structures on land that is the site of a significant archaeological resource". The Act allows a municipality to use the option of attaching a holding "H" symbol to a zoning by-law and require that as a condition of removing the holding symbol, and before development can proceed, an archaeological assessment or other matter be completed.

The *Environmental Assessment Act* (1997) applies to public sector projects and designated private sector projects. Private sector projects that are designated by the Province as subject to the Act are usually major projects such as landfills. The purpose of the Act is "the betterment of the people ... by providing for the protection, conservation and wise management in Ontario of the environment" (Section 2). "Environment" is very broadly defined to include "the social, economic and cultural conditions that influence the life of man or a community" [Section 1(c) (iii)] and "any building, structure ... made by man" [Section 1(c) (iv)]. Thus, "environment" is broadly interpreted to include heritage artifacts, structures or events.

The *Environmental Assessment Act* requires the preparation of an environmental assessment document, containing inventories, alternatives, evaluations and mitigation. It is subject to formal government review and public scrutiny and, potentially, to a tribunal hearing. Heritage studies of these major undertakings are a common component. There are also Municipal Engineers Association (MEA) Class environmental assessments for municipal projects that require similar considerations, but entail a simplified review and approval process.

The Ministry of Tourism, Culture and Sport is charged under Section 2 of the *Ontario Heritage Act* with the responsibility to "determine policies, priorities and programs for the conservation, protection and preservation of the heritage of Ontario" and so fills the lead provincial government role in terms of direct conservation and protection of cultural resources. The Minister is responsible for encouraging the sharing of cultural heritage and for determining policies, priorities, and programs for the conservation, protection, and preservation of the heritage of Ontario (Cuming 1985). These goals are generally accomplished through other legislated processes, such as those required by the Planning and Environmental Assessment Acts, rather than directly through the *Ontario Heritage Act* itself.

The Culture Services Branch of the Ministry of Tourism, Culture and Sport has the primary responsibility under the *Ontario Planning Act* and *Ontario Heritage Act* for matters relating to cultural heritage including archaeological resources. This branch has developed an "Ontario Heritage Tool Kit" that includes guides for interpreting the Ontario Heritage Act as well as InfoSheets on applying the cultural heritage and archaeology provincial policies.

The *Ontario Heritage Act* does, however, govern the general practice of archaeology in the province. In order to maintain a professional standard of archaeological research and consultation, the Minister is responsible for issuing licenses to qualified individuals. All work conducted by the licensed archaeologist must conform to the standards set forth in the most current Archaeological Assessment Technical Guidelines authorized by the Ministry of Tourism, Culture and Sport and the accompanying bulletins, including "Engaging Aboriginal Communities in Archaeology."

In changes to the *Ontario Heritage Act*, outlined in the *Government Efficiency Act* (2002), it became illegal for any person or agency to alter* an archaeological site without a license. This in effect offers automatic protection to all archaeological sites and the Region should exercise due diligence in all planning contexts to ensure that archaeological features are protected from disturbance of any nature. The penalty for altering a site without a license for an individual or a director of a corporation is a fine of up to $50,000 or imprisonment for up to one year or both. A corporation found in violation of the Act or the regulations is liable to a fine of up to $250,000.

**The term "alteration" covers unsanctioned disturbance or destruction of archaeological resources brought about by any means (i.e., either archaeological excavation, site looting, or development). More generally, it should be noted that in recent changes to the Heritage Act (Bill 179, 2002), it is now an offence to knowingly alter an archaeological site without a license.*

All reports submitted to the Ministry, as a condition of an archaeological license are reviewed by Ministry staff to ensure that the activities conducted under a license meet current technical guidelines, resource conservation standards, and the regulations of the *Ontario Heritage Act*. The regulation of archaeological activities carried out within the development context requires that all approval authorities must integrate the requirements of the *Ontario Heritage Act* within their land use planning process.

Finally, municipalities are faced with financial challenges in fulfilling their mandate. Many of the improvement strategies recommended in this Plan depend upon funding that is not currently available to the Town. Any programs that may have been available from federal or Provincial sources are either no longer available, or are severely limited in scope. Finding heritage funding within already stretched municipal budgets will always be a challenge. However, this Plan demonstrates that funding heritage activity is necessary in order to reap the considerable benefits to be gained from added value to municipal property, increased private sector investment, more tourism revenue, higher property values and improvements in local quality of life.

Some of the funding strategies the Town might consider include:

- Co-ordinating efforts by the Town, Region and Provincial Ministry to promote heritage conservation and heritage tourism and demonstrating the economic benefits of these initiatives to Council;
- Making maximum use of fundraising via corporate donations, individual donations, local charities and volunteer groups;
- Directing dedicated funds from the Town budget for marketing heritage attractions and activities; and
- Fostering heritage-friendly development through municipal actions, thus encouraging property owners to accomplish many of the objectives of this Plan (via incentives, information and demonstration projects, as discussed above).

In summary, the basic fact remains that the municipality must commit long-term funds to support heritage activity. There must be a regular component of the annual budget, and defined staff responsibilities, for any sustained progress to be made in realizing the benefits of heritage conservation and heritage-related economic and community development. Funds for capital improvements to heritage resources will most often come from other government sources, but operating monies must come out of the municipal budget. Heritage must be treated as a normal component of municipal functions and budgeted for accordingly.

6.4 Develop Heritage Policies

6.4.1 Summary of Current Situation

Supporting and enhancing heritage activities does not necessarily require extensive funding, however. There are many existing policies and practices that promote existing types of cultural and economic activities that have heritage elements. Primary amongst these are activities related to agriculture, since the cultural landscapes of Pelham's rural areas are one of its primary cultural heritage resources. Planning and development policies supporting agriculture, and agriculturally-related activities, also support heritage. In other words, by using more efficient and targeted use of the existing economic activities in Pelham, heritage activity can be supported.

The following existing planning tools will help achieve this objective.

Provincial Planning Tools*

The **Provincial Policy Statement**, or PPS (2005), is the over-arching planning policy document the Province uses to guide land use regulation in Ontario municipalities. Its policies include support for agriculture and recognize that agricultural lands are a valuable economic resource. Agricultural policies cover agriculture itself along with secondary uses and uses related to agriculture. The latter uses must support and not hinder agricultural activities and must be subject to compatibility criteria supplied in municipal plans. While the PPS allows municipalities some flexibility in determining what uses can be allowed in support of agriculture, it is still limits the scope of value added agricultural activities.

**The following summary of Provincial and Regional planning tools makes use of the analysis provided in the report prepared by Planscape, September 10, 2009 entitled Niagara Region, Review of Land Use Policy and Related Implementation Measures Regarding Agricultural Value Added Activities: Summary Report and Recommendations.*

The Ontario **Planning Act** provides the legislative authority for municipalities to regulate land use activity. Implementation tools that support agriculture include Official Plan policies and Zoning By-law regulations, and amendments to these are required if the proposed activity deviates significantly from the stated requirements (minor variances can address smaller changes, such as value-added uses). Site plan control is another mechanism for ensuring compatibility of uses that support agriculture with uses that are primarily agricultural, and development permits could also be used to achieve the same objective.

Regional Planning Tools

The **Regional Niagara Official Plan** contains broad support for agriculture through policies that conserve the agricultural land base and regulate activities within areas designated for agricultural activity. The policies permit accessory uses related to, and supporting, agricultural operations, such as small scale, seasonal farm markets. Secondary uses such as bed and breakfast businesses, and uses that produce and market agricultural produces, are also permitted subject to policies that clearly keep the primary emphasis on agricultural activity and ensure that secondary uses do not interfere with this primary activity.

The **Niagara Escarpment Plan** provides overall conservation policies for the Escarpment, including the portions in Pelham. Lands within the Escarpment Plan area include the northeast quarter of the municipality. Although the Plan's emphasis is on natural heritage conservation, agricultural activities are permitted as are agriculturally-related secondary uses, especially in parts designated as Rural Areas (the Natural Area, Protection Area and Rural Area designations apply to Pelham). The Niagara Escarpment Commission is the regulatory agency and uses development permits (Ontario Regulation 828/90, as amended) as its land use control mechanism. It also specifies those uses that are allowed as-of-right, without a permit.

The **Greenbelt Plan** augments the Escarpment Plan by adding a buffer of "protected countryside" to the Escarpment Plan boundary. In Pelham, this buffer includes much of the municipality north of Highway 20. The Plan's Vision Statement has strong support for agriculture and related land uses, including social and economic activities associated with rural communities and tourism, for example. Specialty crop cultivation (such as grape and tender fruit production) is especially emphasized, as is the potential for agri-tourism.

The **Growth Plan for the Greater Golden Horseshoe** states in its Vision for the area that (Section 1.2): *"Unique and high-quality agricultural lands will be protected for future generations. Farming will be productive, diverse and sustainable."* Its policies echo those of the Greenbelt Plan and the PPS and provide general support for agricultural land uses and related activities. The Growth Plan policies enable the Province to identify, in future, prime agricultural areas and add policies that provide further support and protection for agriculture.

Local Planning Context

The Town is primarily an agricultural community, with several quaint hamlets with varying degrees of historic value. The landscape is compelling – views off the escarpment, rolling topography and woodlots create an exceptionally pastoral, rural character.

This basic structure indicates that much of the cultural heritage is spread out along rural sideroads in the form of agricultural estates with small farm agglomerations of house, shed and barn. This is, in fact the case. The hamlet component, as mentioned, is also part of the historic structure, as these collections of cultural heritage resources formed small rural service centres to the farms in the vicinity. Further, with the onset of the 200th anniversary of the War of 1812, given the location of Pelham in south Niagara Region, there are likely strong connections to this war throughout the landscape.

Of course, there is also an older layer of history in Pelham related to First Nations, and the archaeological resources that have been left behind, some of which are known, but many more of which have not yet been revealed.

6.4.2 Strategies for Improvement

Planning Tools

At a regional level, there are several planning policies that support agriculture, encourage more sustainable and profitable agricultural practices, and help implement the local food initiative*. Fundamental principles of these policies include: the right to farm; protection of the agricultural land base; improvements to farmers' financial return; and preservation of the integrity of agricultural areas.

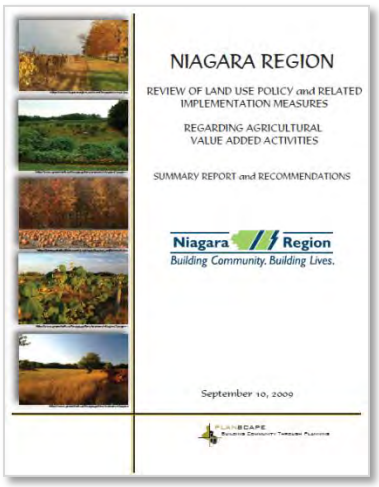
One set of these policies looks to the addition of value-added agricultural uses that could enhance the ability to farm successfully†. These would include market ready products and activities that add value to agricultural products without detracting from the primary agricultural function. Other policies encourage diversification and secondary uses to enhance income. Of particular relevance to heritage resource conservation are policies that encourage creative re-use of properties and buildings.

* *Agricultural Value Added Policies (Presentation to the Greenbelt After 5 Years Summit, March 31, 2010, by Patrick Robson)*

† *Niagara Region: Review of Land Use Policy and Related Implementation Measures Regarding Agricultural Value Added Activities, Summary Report and Recommendations, September 10, 2009: Planscape*

Local Initiatives

All of Pelham's cultural heritage resources form an interesting collection of history, and when considered together with the interest in agri-tourism related to the winemaking industry, could be an interesting and valuable tourism resource. To both leverage the tourist value of the collective resources, and to protect the heritage attributes of the resources themselves, there are a number of planning tools and approaches that need to be considered, some of which are now included in the newly adopted draft Official Plan (April 2, 2012):



1. The Heritage Act – Cultural heritage resources and cultural heritage landscapes are given protection under Part IV and V of the Heritage Act. It is important that the Official Plan recognize these resources, and that an inventory of these resources is included as an Appendix to the Official Plan. Obviously, some of the smaller hamlets have substantial heritage value and could be protected as part of a Heritage Conservation District, while individual properties should be designated alone.
2. The Official Plan - While the Heritage Act provides the highest level of protection of the resources, it is the Official Plan that can establish how these resources are to be integrated with other land use activities, and can establish specific requirements for further study, and, ultimately adaptive re-use. Further, the Official Plan can require that the Town carry out a number of activities that will provide either financial incentives and/or opportunities to generate revenue that will assist in the protection and use of the resources. For example:

a. Secondary Suite/Bed + Breakfast – There is little tourist accommodation in Pelham. And, if the intent is to create a tourism strategy based on the "historic rural character", it would seem appropriate to promote the creation of a network of bed + breakfast establishments that provide the rural experience. In addition, we have heard that the trend in Pelham is for non-rural migration into the rural area, most often from investors outside of Niagara. They purchase a "hobby farm" and begin renovations. Sometimes the nature and scale of the renovation wipes out the heritage attributes.

   The key issues here are the desire to establish a dream "Country Home", while balancing heritage conservation and cost. A side issue is the development of a Bed + Breakfast network. An approach worth consideration is to permit the construction of a Secondary Suite (second home) on the property that would constitute the primary residence, and to permit the existing heritage home to be renovated/conserved and used for a Secondary Suite or Bed + Breakfast.

   Key policy directives would need to be included with this type of permission:

   - no lot severances would be permitted;
   - the heritage building would need to be designated under the Heritage Act;
   - the heritage building would be used as the Secondary Suite/Bed + Breakfast facility;
   - the new residence would be the primary residence, but would need to be visually subordinate to the retained heritage home. This would be achieved through setbacks, height control, landscaping and/or other techniques deemed suitable by the Town; and,
   - Site Plan Control would be required.

b. Home Industry – a successful home industry would add to the interest of the property and generate revenue for the owner. Home industries on heritage properties require additional care in site design, storage requirements and, if required, the design of any accessory buildings. Official Plan policy should recognize the important economic contribution of home industries. Site Plan Control and potentially zoning should be used to manage the aesthetic and functional requirements for home industries on heritage properties.

c. Heritage Routes – many townships have identified key cultural heritage routes in their Official Plans. These routes get special protection for existing street trees and hedgerows, and may include longer-term design guidance to protect their heritage appeal and viewscapes.

d. Community Improvement – the Town should consider identifying the entire municipality as a Community Improvement Area, with specific incentive programs to assist with heritage conservation. Community Improvement Plans should be prepared for the rural community, and for the hamlets that have heritage resources.

3. Broader Regional Tourism Strategy – The Region of Niagara has a broad tourism strategy, some of which is included in their Official Plan (see the Twenty Valley Tourism Area in the Official Plan), as well as a variety of other initiatives that attempt to link all of Niagara's unique attributes together comprehensively. The idea is that the whole is greater than the sum of the parts: it's all about the drive, the tour. There are key attractions, and the routes that connect them together (opportunities for developing heritage tourism are discussed in the next section).

6.4.3 Proposed Heritage Policy Initiatives

In summary, a number of these planning tools have been proposed for the purposes of protecting and enhancing cultural heritage resources and some have been incorporated into the Town's newly adopted draft Official Plan. These tools fall into three categories – heritage protection and promotion, land use controls, and community improvement – and include the following:

- creating inventories for built and landscape cultural heritage resources;
- considering designating Heritage Conservation Districts and, if worthwhile, preparation of Heritage Conservation District Studies and Plans;
- designating individual heritage properties;
- developing Heritage Routes;
- introducing Secondary Suites as a permitted use in Rural Area designations (as an incentive to retaining heritage buildings) and providing conditions for their development;
- requiring/strengthening Site Plan Control for Secondary Dwellings and Home Industries on Heritage Properties throughout the Rural Area, and for new Non-Residential Uses in Rural Settlements; and,
- extending the Community Improvement Project Area to the entire municipality and introducing a list of supportive programs.

6.5 Use Heritage to Spark Community and Economic Development

6.5.1 Summary of Current Situation

Introduction

Pelham's strengths lie in its agricultural resources – physical and cultural - and this Plan's economic development strategies focus on them. The Plan is proposing that a renewed interest in elements of Pelham's farming past can become a catalyst for economic growth and cultural activities. Pelham has several assets that can spark growth:

- Its landscapes (i.e. natural heritage resources)
- Its history and setting (i.e. cultural heritage resources)
- Its culture (i.e. community character and activities)
- Its economy (i.e. primarily agriculture, commerce and tourism)
- Its public infrastructure (i.e. facilities and services)

The inter-relationship of these elements underlies the functioning of the municipality, but the potential of heritage resources remains to be fully used. A trend in Western societies is to see culture as a source of new economic activity, and to focus on new investment in knowledge-based enterprises that attract and keep members of the so-called "creative class". While this trend is more relevant in large conurbations, rural areas can benefit from it by providing a quality of life, as well as services, to support businesses that are able to be (and wish to be) operated outside of cities, in the countryside or in small communities. There is already evidence of this trend in Pelham and this Plan proposes ways in which it can be fostered while retaining local character.

Attracting investment is one benefit of heritage activity: another is attracting visitors and new residents. Keeping in mind that rural areas have a certain "carrying capacity" beyond which growth threatens their character, growth that supports and enhances local culture and place is the goal of economic development strategies.

Finally, supporting existing enterprises that are rurally-based is fundamental to the success of heritage activity in Pelham. Agriculture and its secondary land uses should remain central to Pelham's future, and the strategies proposed in this Plan should identify ways of ensuring that this is the case. Many of the following observations are linked to regional initiatives and policies for economic development and tourism promotion, but have been selected for their particular application to Pelham.

In summary, heritage master plans are intended to support and enhance local economies and cultures. They do so by revealing the aspects of local place - and local culture - that have monetary as well as social value. In many cases, this value is hidden and remains to be revealed and used for community benefit.

In Pelham's case, the themes and sub-themes described in this Plan are an initial attempt to identify these values: what the following section does is explore opportunities for making these values the basis for economic development, primarily through pursuing the opportunities presented by heritage tourism.

6.5.2 Tourism as an Economic Driver

Tourism continues to be a key component of national and international economic development. Despite economic downturns and market uncertainties, people continue to travel. Increasingly, these trips are motivated by a desire to visit places that have special character. Since an essential element of local character is the range of cultural heritage resources available, heritage tourism is an important and growing part of global tourism activity. Even in iconic tourism destinations such as Niagara Falls, exit surveys of visitors have shown that their second most popular activity, after visiting the Falls, is to visit places of heritage and cultural interest.

In Ontario, tourism trends reflect these patterns. Surveys conducted by Statistics Canada and used by the Ontario Ministry of Tourism, Culture and Sport as the basis for analyzing tourism activity show that a majority of visits to places in Ontario are made by Ontario residents. American and overseas visitors are in a minority. Residents of the Province most often are using the trip as a way of visiting friends or relatives, and about sixty percent of these trips are same day. However, during those trips, their hosts "show off" their communities to their guests. It is the content of those guided tours that is relevant to heritage tourism. In Pelham, the aspects of the community local residents show visitors can be the basis for developing what could become a very important economic activity.

Before exploring the opportunities presented by heritage tourism, it is important to understand in what ways tourism could be developed in Pelham. From a tourism perspective, there are really two Pelhams: the eastern portion centred on Fonthill and the interior portion centred on Fenwick. Fonthill has more of an urban orientation, acting primarily as the service centre for the municipality and as a bedroom community for urban areas to the north, east and south. Fenwick is more of a rural service centre linked in size and character to the farming areas around it. Tourism development will emphasize the characteristics of each, as a component of a pan-regional tourism strategy.

The Regional Context

The Niagara Region is a major Canadian tourism destination, in large part due to Niagara Falls, a natural attraction that has significant international awareness and appeal. Market research for Canada's key international source markets consistently points out the strong draw that the Falls have. To understand the tourism context and opportunities for Pelham one must first understand the tourism situation in the Niagara Region.

For Pelham to develop a strong tourism sector the Town must have attractions and supporting infrastructure that complement that which has already been developed in other parts of the region. The region has been well studied, and in some areas well developed, from a tourism perspective and a review of relevant current assessments and strategies provides a quick and efficient means to understand the tourism sector.

In 2009 the Niagara Region attracted a total of close to 10 million visitors (note – the most current available statistics are from 2009). By way of comparison the Toronto region attracted just over 18 million visitors in 2009 and the Ottawa region catered to just over 6 million.

In 2005 the Niagara Region went through the Premier Ranked Tourism Destination Framework, a process developed by the Ministry of Tourism and Recreation to provide an approach for destinations to define their competitive positioning in the tourism marketplace. The analysis for Niagara identified the following attributes in the region as the key motivators and destination drivers for tourists:

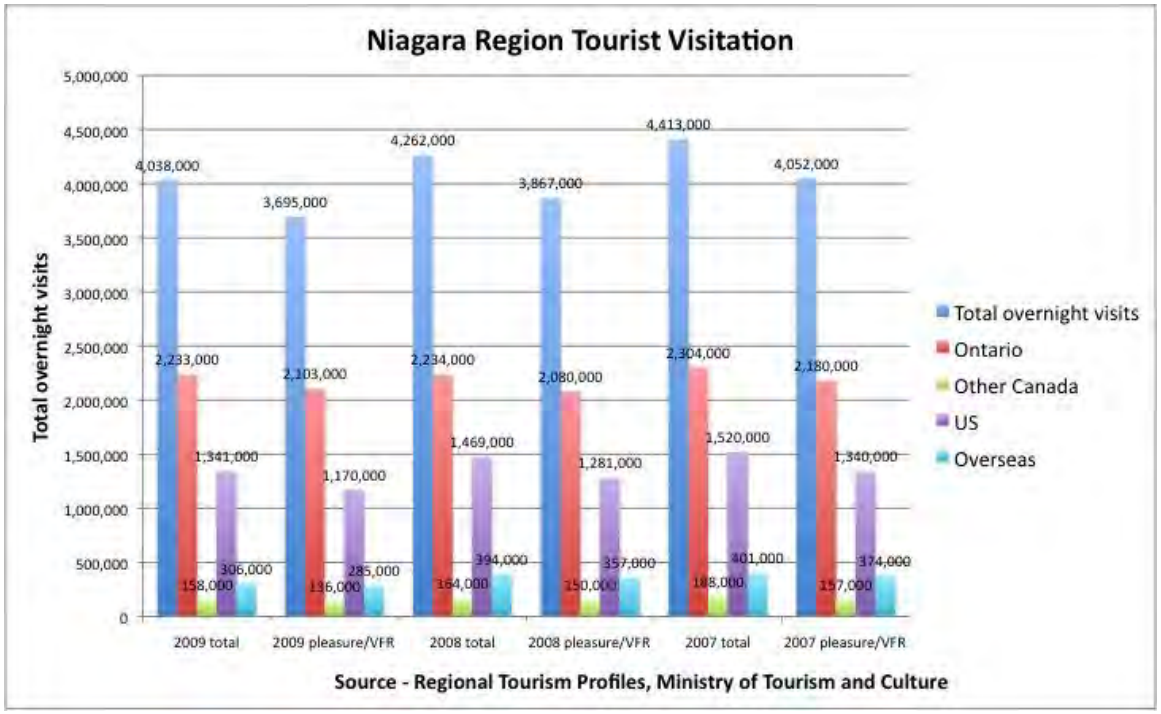
- The falls, which are recognized as one of the world's natural wonders;
- Cultural and heritage attractions like the Shaw Festival;
- Wineries;
- Gaming and casinos;
- Natural and outdoor attractions like the Welland Canal; and
- Festivals and events.

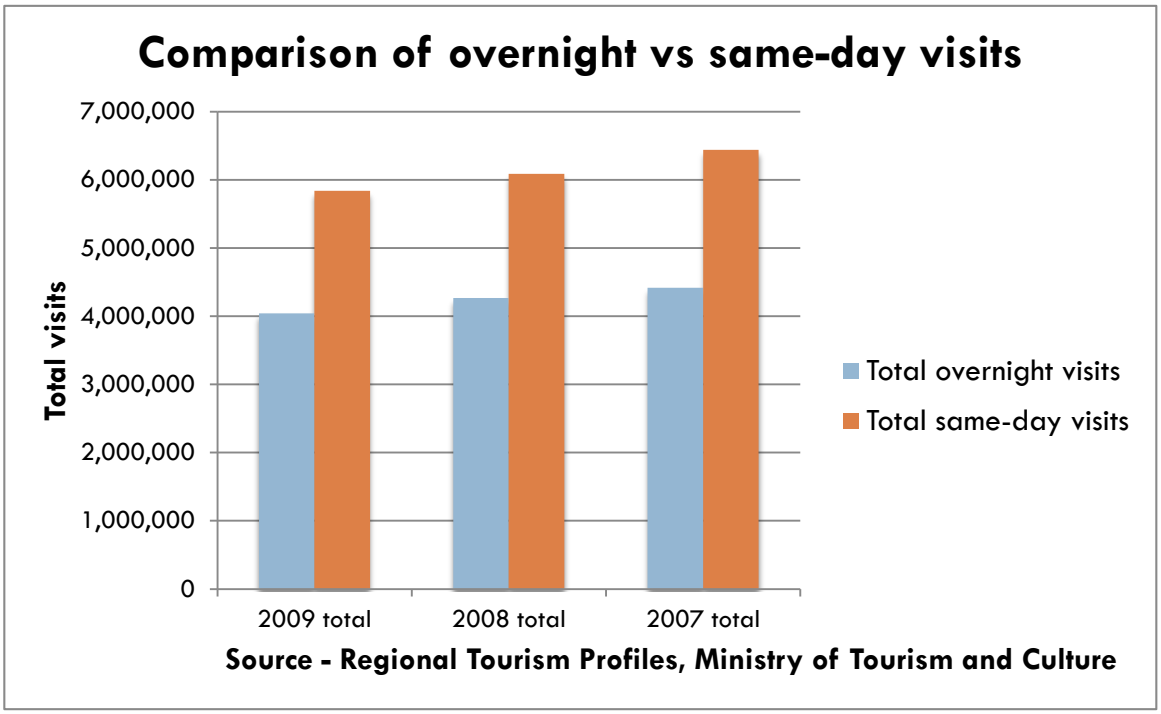
These core attractions have differing appeal for the wide variety of source markets attracted to the region.

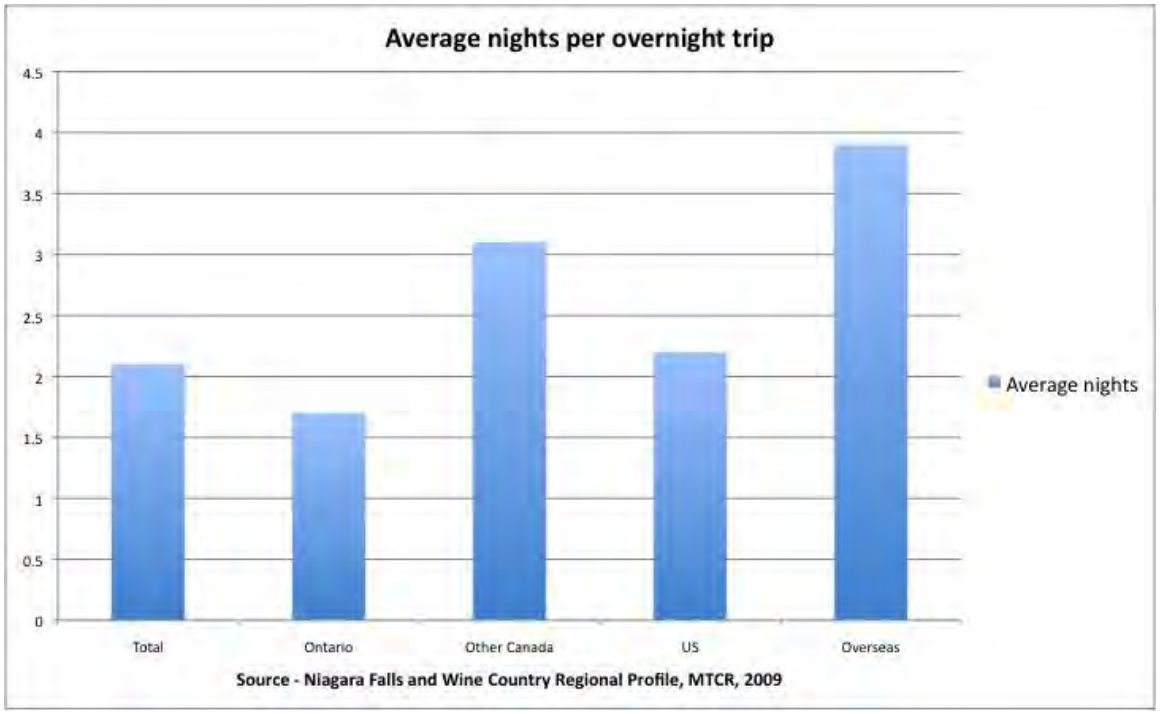
Regional Tourism Visitation

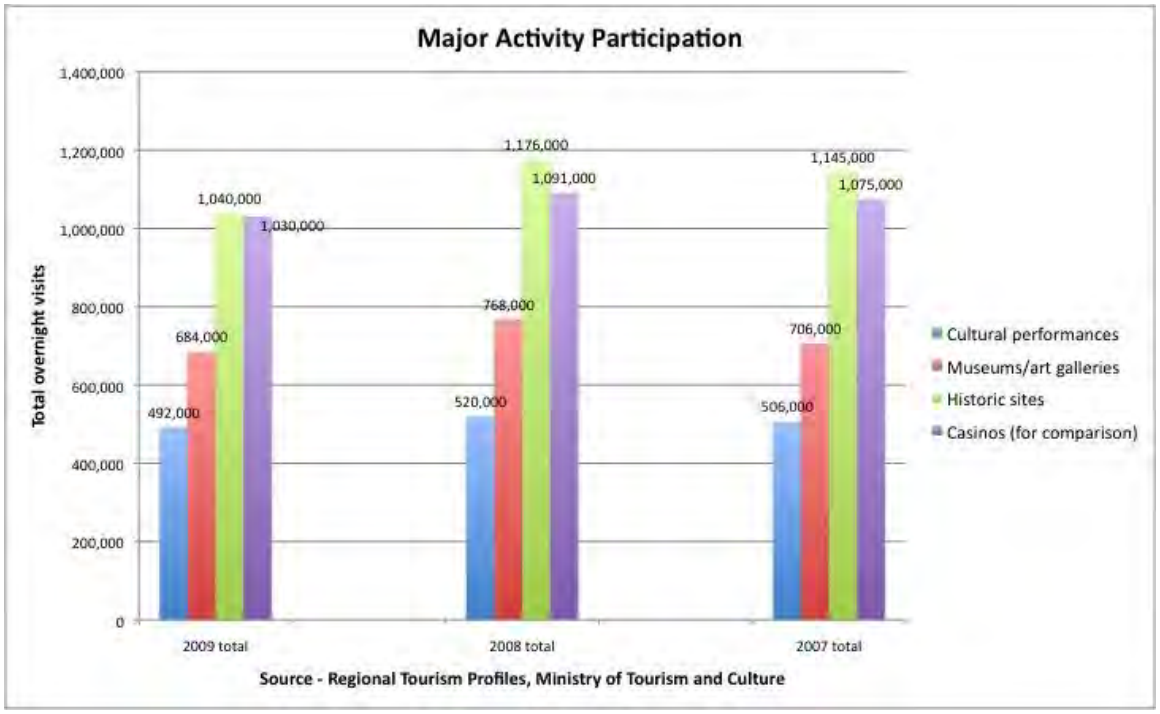
The following charts illustrate the visitation by key origin region for the past three years and the proportions of same day visits versus overnight visits. Same-day visits dominate, particularly from US and Ontario markets.

Same day visitors to the region are much less likely to be attracted to Pelham. Generally the further the market is from the destination the higher the average visitor expenditure. This is somewhat true in Niagara with the highest total spending markets being from other Canadian origins and overseas (average of $402/overnight visit for other Canadians and $401/overnight visit for overseas visitors). In comparison Ontario and US overnight visitors spent on average $228 and $260 per overnight visit. This is in part a function of longer lengths of stay for overseas and other Canadian visitors in the region as illustrated in the chart on page 84.


Niagara Region Tourist Visitation
Total overnight visits
5,000,000
4,500,000
4,000,000
3,500,000
3,000,000
2,500,000
2,000,000
1,500,000
1,000,000
500,000
0
4,038,000
2,233,000
1,341,000
158,000
306,000
3,695,000
2,103,000
1,170,000
136,000
285,000
4,262,000
2,234,000
1,469,000
164,000
394,000
3,867,000
2,080,000
1,281,000
150,000
357,000
4,413,000
2,304,000
1,520,000
188,000
401,000
4,052,000
2,180,000
1,340,000
157,000
374,000
2009 total
2009 pleasure/VFR
2008 total
2008 pleasure/VFR
2007 total
2007 pleasure/VFR
Total overnight visits
Ontario
Other Canada
US
Overseas
Source - Regional Tourism Profiles, Ministry of Tourism and Culture


Comparison of overnight vs same-day visits
Total visits
7,000,000
6,000,000
5,000,000
4,000,000
3,000,000
2,000,000
1,000,000
0
2009 total
2008 total
2007 total
Total overnight visits
Total same-day visits
Source - Regional Tourism Profiles, Ministry of Tourism and Culture





Market Interest in Heritage Activities

The chart above illustrates the activity participation for overnight visitors from each of the market origins over the past three years. The importance of historic sites is evident when compared to the significant draw of casinos.

The Premier Ranked analysis identified the following key heritage attractions in the region:

- Shaw Festival;
- Niagara Falls;
- Niagara on the Lake;
- Jordan Village, the historic area of St Catharine's; and
- Historic battles and military sites.

One key conclusion of the Premier Ranked process was as follows - there is opportunity to better coordinate and link regional attractions to maximize the potential and benefit all communities. Pelham could be a beneficiary of this approach if it can develop appealing attractions and quality supporting infrastructure.

Regional Tourism Marketing

The Town of Pelham sits in the middle of Regional Tourism Organization (RTO) 2, the Niagara Region. A relatively new regional destination marketing organization (DMO), the Tourism Partnership of Niagara, has been formed to handle regional marketing activities.

Vision

Become the #1 international tourism destination in North America by creating a Niagara discovery experience that is so naturally awe-inspiring, so vibrant, and so much fun that visitors can't wait to be a part of it.

Mission

Enhance and grow a highly competitive tourism region through visitor-centric strategies. Build a strong relevant brand that maintains Niagara's reputation as a world renowned destination for leisure and MC&IT travel.

Mandate

Provide leadership and coordination to attract more visitors, generate more economic activity and create more jobs across the Niagara region.

The RTO product development plan calls for:

- Development of wine and culinary experiences and packages;
- Bidding for blockbuster events (large one-time events with strong tourism appeal and over $1 million operating budgets);
- Improving transportation throughout the region;
- Attracting investors to develop attractions and accommodation;
- Signature experiences including cycling, culinary trails and gardens; and
- 1812 commemorative events.

The Tourism Partnership of Niagara has retained Y Partnership to assist in developing the regional branding strategy. The brand is intended to leverage the Falls and communicate the regional product and destination mix. According to the most current Tourism Partnership Niagara's Strategic Plan, 2011/12 the target markets for the region are defined as:

Core markets: GTA & NY state

- Empty nesters 45-64 yrs of age
- GenXers & Boomer couples with and without kids 35-54 yrs of age
- Travel agents, meeting & event planners, tour operators

Investment markets: International markets in partnership with CTC, OTMPC and Tourism Toronto

- Key markets i.e. UK & Germany
- Air Canada feeder markets in Canada and the US
- Montreal and Ottawa

The branding concept focuses on the "wonders beyond the falls" and is intended to inspire getaway trips.

In 2007 a more detailed strategy for the wine tourism sector was developed, *Energizing Niagara's Wine Country Communities*. This strategy provided an estimate of 500,000 – 700,000 visitors out of total visitors to the region took part in the wine tourism offerings. The wine region is defined as that area bounded by the shores of Lake Ontario and the Niagara River including the bench and table lands of the escarpment and extending in the west to the fringes of the Town of Grimsby. The strategy calls for differentiating the region from other international wine regions by the combination of culture, heritage and education opportunities along with a range of beautiful landscapes and townscapes. Some of the specific development opportunities include farm visits, quaint shopping areas, restaurants serving local foods, boutique retail and character accommodation.

The current *Niagara Region Economic Development Plan* builds on the findings from all these assessments and strategies by focusing on three key development directions:

- Developing the Greater Niagara Circle Route linking the Niagara River with the Welland Canal and connecting to other trail systems (i.e. the Trans Canada Trail and the Waterfront Trail);
- Further development of the Twenty Valley/Jordan Harbour Tourism Area featuring linked driving, cycling and walking routes; and
- Further development of Niagara Wine Country.

6.5.3 Strategies for Improvement

Market Opportunities

In 2007 the Ministry of Tourism, Research Unit completed a reanalysis of the TAMS dataset (Travel Activity and Motivation survey data) to identify tourism opportunities. The report *The Niagara Region's Tourism Opportunities; The US and Ontario Markets,* drew the following conclusions:

The opportunity group includes only those who: a) are motivated to travel by at least one of these activities (wine, natural wonders, casino1), b) find Ontario to be an appealing travel destination and believe there are many good reasons to travel to the province, and c) have indicated that the choice of destination is very or extremely important to them (and that they are the ones choosing the destination and not someone else). The resulting opportunity set for Niagara Region includes 3.2 million Americans and 525,000 Ontarians.

Within the American market opportunity set, the natural wonder segment had the largest number of travellers (1.9 million), followed by the wine segment (1.0 million) and the casino segment (871,000). 44% of the American market opportunity set had travelled to Ontario in the 2004-2005 period.

Within the Ontario market opportunity set, the natural wonder segment had the largest number of travellers (270,000), followed by the casino segment (232,000) and the wine segment (130,000). 92% of the Ontario market opportunity set had travelled within Ontario in the 2004-2005.

US Market

Supplementary products that could enhance the Niagara Region's primary products (wine, natural wonder and casinos) centre around food, shopping, strolling around to see buildings and architecture (with implications regarding downtown revitalization) and attractions such as historic sites and amusement parks.

Ontario Market

Supplementary products that could enhance the Niagara Region's primary products centre around food, shopping, strolling around to see buildings and architecture, attractions such as historic sites and nature parks.

Overall, Niagara's opportunity group from the US market is expected to experience moderate growth in 2015 and 2025 (3% and 9%, respectively). Although the natural wonder segment will continue to have the largest proportion within the opportunity group in 2015 and 2025, it is the wine segment that is expected to show the most growth over that period (10% and 20%, respectively). Participation in all shopping-related activities is expected to grow at moderate rates, with the exception of fruit picking at farms (which will be down slightly).

Participation in food-related activities is also expected to show healthy growth rates. Growth in attraction-related products will show slow to moderate growth rates, while interest in golfing and pop/rock concerts is expected to decline. Attendance at ethnic festivals and shopping at greenhouse/ garden centres were identified as emerging travel activities.

Looking at Niagara's opportunity set within the Ontario market for 2015 and 2025, growth rates are expected to be substantially higher than those for the opportunity set within the US market (10% and 20%, respectively). Similar to the US findings, the wine segment is expected to show the most growth looking ahead to 2015 and 2025 (increases of 11% and 28%, respectively). Participation in shopping-related activities is expected to grow at healthy rates, as is participation in arts-related attractions such as live theatre with or without dinner and stand-up comedy. Golfing and dining at farms are expected to show healthy growth in 2015 and 2025. Products for which there is expected to be declining interest among Ontario travellers include: attending food and drink festivals, participating in harvesting operations, visiting amusement parks, viewing fireworks displays and mini-golfing.

Relevant growth opportunities for Pelham would include boutique retail, local cuisine, historic sites, character accommodation and farm-based tourism activities and retail. Special events and festivals will always be important in creating compelling time sensitive attraction to an area.

Potential Development of a Major Tourism Attraction

There have been several comments made regarding the potential of interpreting the "fort" site on Lookout Hill in Fonthill, possibly as part of an orientation centre for the Niagara Region that also becomes a major tourism attraction in itself. Situated in the geographic Centre of the Niagara Peninsula, the Town of Pelham is located in close proximity to all of the cultural and natural resources of the region, which is one of Canada's largest tourist destinations. Complementing this central geographic position, the Fonthill Kame is the also the highest point of land, providing opportunities for panoramic vistas that extend to both Great Lakes and beyond. The historical significance of the "fort that never was" adds further interest to a site just west of the Lookout Golf Course, north of Tice Road, but other sites on the height of land would also merit consideration.

Would it be worth considering an orientation centre in Pelham given its geographic location in the centre of the region?

Critical Issues and Challenges:

- Creating tourism attraction success is in large part about uniqueness and location, location, location.
- There are several well-located Visitor Centres providing orientation for visitors in the Niagara Region.
- Pelham is at present well off the major tourism routes into and around the Niagara Region.

- An orientation centre, capitalizing on the views from the height of land, on its own does not make a lot of sense – there is no significant revenue opportunity, it does not fit Niagara Region touring travel patterns, and on its own would not draw substantial visitation. A range of complementary visitor experiences need to be developed and /or consolidated in reasonably close proximity in order to make for a compelling reason to travel off established tourism route(s).
- Historical references, for example 'the fort that never was', present stories to tell but on their own are not compelling draw cards for tourists.
- Pelham is portrayed on the Niagara Culinary Trail - at this stage there are at least 5 stops in Pelham on the route, mostly bakeries, fruit retail, maple syrup and meat product and butcher – development of culinary is a major focus for RTO2 – but there is no critical mass of strong culinary attractors to really put Pelham on the map yet – this could be a theme for tourism in the future.
- The major touring season in the region is summer and fall and people touring the region are very focussed with lots of options and destinations – there would be a need for something very compelling to draw them up to Pelham.
- Creating an orientation centre with associated commercial activities could become a draw but would be very capital intensive and a detailed market and financial feasibility assessment and concept development planning would be required to define the potential mix of commercial activities, visitor services and uses that could complement the orientation centre.
- Perhaps a concept that revolves around food – artisanal production, retail, food service, education - could have some merit but would be very capital intensive and we do not easily see a viable direction.
- Perhaps a concept that tries to encapsulate the "Best of the Region" could be developed at an appropriate/extended site. This concept would be heterogeneous in outlook - urban / rural / natural - engaging food, history, conservation areas, active recreation (biking, hiking, ziplines etc.,) linkages and perhaps include seasonal performances. This strategy would be complementary to the "hub"/springboard concept, providing regional orientation linkages.

In summary, developing a major attraction in an area like this - an area that does not have a strong tourism sector and is situated well off the main tourism routes - would be risky. It is a strategy that has been tried in other areas but has resulted in failure.

Given the strong agricultural presence and history, the height of land running through, and the interesting and dispersed cultural heritage resources, the more logical route for developing tourism in Pelham would be taking an incremental strategy.

This approach would involve the encouragement of small tourism businesses and eventually contributing to a critical mass of small scale services, attractors and events that begin to put Pelham on the tourism map (i.e. B&B's, small Inns, farm stays, local food services and restaurants, farm markets, galleries, antique retail, artist studios, adaptive use of historic buildings for tourism related uses etc).

Tourism Economic Impact for Pelham

According to the latest statistics available through the Ministry of Tourism, Culture and Sport tourism activities in Ontario resulted in over $19 million in value add to the GDP, 315,000 jobs, $12 million in labour income and close to $10 million in government tax revenues ($1 million of which accrued through municipal taxes). In the Niagara Region, referred to as Regional Tourism Organization (RTO) 2, direct expenditures by visitors generally increases in relation to the distance visitors travel to the destination. This is due to in combination to longer average lengths of stay and higher average daily expenditures. According to the *Travel Statistics in RTO 2* published by the Ontario Ministry of Tourism in 2009 direct tourism expenditures ranged from a low of $59 per day trip by US visitors to a high of $402 per overnight trip by other Canadians and overseas visitors. The vast majority of visits in 2009 came from within Ontario and the US but the longest average length of stays and direct expenditures came from overseas visitors and Canadians visiting from other provinces.

To realize significant economic benefits and impacts from tourism a destination like Pelham must have major "market-ready" attractors complemented by appropriate supporting infrastructure such as accommodation, dining options, retail options and transportation all catering to the specific needs and expectations of visitors. An early stage destination like Pelham must first develop the compelling tourism draws and supporting infrastructure, then begin to measure visitor characteristics and trends before any accurate measurement of economic benefits can be undertaken. The nature of tourism draws and supporting infrastructure must be targeted to the specific needs and expectations of the market being pursued. (see Appendix 5 for an example of such a strategy)

At this early stage of development the industry norm would be to have the regional Economic Development Officer handle responsibility for tourism until such time as the tourism portfolio and scale of tourism activity in the region warrants the focus of a full time tourism planner/officer. Tourism needs to be recognized as a key economic sector. Many successful destinations start out with a regional tourism strategy to guide and focus the tourism development efforts and directions, identifying the opportunities and roles of each of the three sectors, private, public and volunteer.

6.5.4 Proposed Cultural Tourism Development Strategy

With a strong and developing focus within the Niagara Region on touring-based travel, there is certainly opportunity for Pelham to play a role. However, the Town will need to develop significant attractors, accommodation and food service, at a level of quality that is consistent with other sub-areas in Niagara, to be considered a player in the regional tourism strategy. In this context, investing in creating a major tourism attraction is not recommended.

Even with these caveats, Pelham still has potential. There are a number of compelling reasons for including Pelham in the regional tourism strategy including the strong agricultural presence, the prominence of Pelham as the backbone of the escarpment with views both ways, and the interesting cultural heritage resources and features. Based on the above tourism assessment combined with a review of the findings of the heritage inventory and assessment for Pelham, the cultural tourism development strategy should include the following components:

- Re-use or re-opening of one or more of the old fruit canneries in the Town as artisanal food production and retail outlets with historical interpretation;
- Providing character accommodation such as farm stays, B&B's, and small Inns using heritage buildings if possible;
- Developing home-based industries that are sympathetic or complementary to the agricultural nature and heritage theme – for example antique sales, small local food restaurants, farm produce sales, organic farming, artists' studios/galleries;
- Creating a network of routes/trails (by various modes of transport) which in turn connect local attractors (such as farm markets, local accommodation, food services etc.) and building on the fact that Pelham forms the backbone of Niagara and offers spectacular vistas;
- Initiating community improvement and beautification with a heritage and agri-tourism theme;
- Designating key event venues with preservation of heritage elements (or re-creation of historical elements) and using local events to grow to tourism events; and
- Stimulating a local food movement with local restaurants and food services.

Part D
Heritage Master Plan Goals, Objectives and Action Plan

7 The Role of Heritage in Pelham`s Future

7.1 Introduction

This Plan presents arguments supporting the idea that Pelham has heritage resources that can be used to create local jobs and improve local quality of life. In this final section, these arguments are summarized within a set of goals and objectives. These statements then become the basis for an action plan that provides concrete steps for implementing the Plan's recommendations.

As has been emphasized in this Plan, heritage conservation has the potential to retain key elements of local identity and use them for community benefit. Economic development based on these resources has the potential to provide new jobs. In Pelham, these jobs would be primarily in agriculturally-related enterprises and in forms of tourism that stem from Pelham's rural setting. Whereas Pelham lacks the major heritage elements found nearby in places such as Niagara-on-the-Lake, its more subtle settings are a valuable foil to these Regional attractions and are essential to conserving and promoting Pelham's unique character. Now that the planning regulations are in place to curb urban expansion into farmland, Pelham is in an enviable position to be able to capitalize on its agricultural character and provide economic and cultural activities that complement those offered elsewhere in the Niagara Region, and in the Greater Toronto Area.

In order to realize the benefits of heritage conservation, the Heritage Master Plan should be a call to action for the Town and its citizens. Whereas the status quo represents no real threat to the heritage resources described in this Plan, new opportunities will not be realized unless the community and its elected representatives capitalize on the suggestions presented here. The Plan is only effective if it is used.

How best to do this? Heritage becomes a priority when local residents realize its value. Once this realization occurs, then steps can be taken to galvanize action. The following key initiatives (or goals) can start the process of using heritage for community benefit.

Initiative #1: Build community support

To date, support for heritage has been confined to specific individuals and groups who share an interest in local history. Expanding this base will be a necessary step in making this Master Plan work. Ways must be found to make heritage relevant to local residents. Stereotypical notions of heritage as a stuffy and boring activity must be overcome. Heritage conservation must be seen as a desirable component of property development – and a way to increase property values – not as an impediment to positive change.

Heritage and tradition must be allied in residents' minds so that fostering traditional forms of cultural and economic activity become key components of community development, today and in the future. Definitions of heritage must be broadened beyond the usual focus on architecture and famous people and events to include essential but ordinary parts of local everyday life; the parts that, if lost, would diminish Pelham's character.

Support is often built using activities that show what heritage is and, most important, that are fun to be part of. Events such as Doors Open allow public access to places that are usually off limits, as well as casting new light on familiar settings. Traditional activities such as fairs, dances and local markets all engage people. Biographies of local people, as well as re-creations of everyday life in the past, bring history to life in ways that are readily understood. Local artists, photographers, musicians and authors interpret local sense of place. And opinion pieces in local media help start discussions on the ways in which the past is viewed, and on the relevance of heritage to Pelham's future.

Initiative #2: Provide heritage "product"

As Pelham's heritage becomes more defined, through local histories, local events, school projects and media coverage, as well as enhancements to the inventory of local heritage resources, the components of local heritage become evident. Once revealed and appreciated, these resources can be conserved, interpreted and marketed. The five character areas identified in this Plan, and the resources they contain, become new items to support interpretation in tour guides and become attractions to be advertised. Beyond their tourism value, such resources also support a renewed emphasis on local economic activity that makes best use of the cultural landscapes that are essential characteristics of Pelham's setting. Agriculture, and its related activities, becomes the renewed "brand" for the municipality.

Some pilot projects will be needed in order to overcome local scepticism or indifference, but the enduring meanings attached to rural, farm-based life, are resonant enough to make these initiatives succeed. A revitalized countryside, with its supporting settlements, becomes a powerful attraction with which to galvanize public support, bring visitors and create a potential audience for activities that have a heritage component. More often than not, a pilot project need only reveal what has been there all the time and make use of it in new ways. Restoring an old building to its original appearance, sprucing up a downtown core, revitalizing a farm operation, improving roadway lighting and signage, and organizing tours all are simple ways to create something of value from what already exists.

Initiative #3: Create a framework for action

Establishing the value of heritage is one thing: making effective use of it is another. Places that successfully capitalize on their heritage do so by having effective ways to regulate change and provide heritage products. Pelham needs to have a solid inventory of its cultural heritage resources to know what its options are. Second, it needs to have the organizational capacity to manage these resources and capitalize on their potential for cultural and economic benefit. Third, the municipality needs to show by example, providing encouragement for "heritage-friendly" development, offering incentives and demonstrating good heritage practices when doing public improvements.

The level of development pressure in Pelham is likely to remain fairly low, so changes to the municipal administration would be minimal. As in any management system, regulatory staff may need to be augmented, service delivery streamlined, and heritage promoted more actively. Overall, however, implementing the Master Plan need not entail wholesale upgrades to the existing municipal administration. By following the recommendations of the Plan, the existing staff, volunteer committees and relevant agencies should be able to initiate most of the projects suggested here without outside help.

Initiative #4: Foster collaboration

Emphasizing the value of heritage, providing heritage "product" and streamlining the administration of heritage activity are all important, but there are further opportunities to be gained by finding new partnerships that will bring the Plan's recommendations to life. For example, the interests of the agricultural community and those of heritage advocates are not usually aligned, yet their collaboration in Pelham will be vital in ensuring the success of the local farm economy. Support from the Regional municipality will be needed, as will help from the Niagara Escarpment Commission. The Provincial agency responsible for agriculture, OMAFRA, has a regional office at Vineland Research Station: links to their programs, activities and research capabilities are an opportunity waiting to be grasped.

Local BIAs and Chambers of Commerce are obvious allies in enhancement efforts within Pelham's downtowns, but so are local service organizations, such as the Lions Club in Fenwick. At a regional level, tourism marketing efforts by Tourism Niagara offer an established forum for local promotion of heritage. Specialist heritage knowledge is available from experienced planning staff in nearby Grimsby and Niagara-on-the-Lake, and specialist technical knowledge is available in Queenston from the Willowbank School. And there are partnership opportunities available with nearby heritage attractions, the most important of which is Marshville heritage site in Wainfleet, while the Welland Museum has collections and programs that relate to elements of Pelham's history. Making best use of what is locally available will stretch funding dollars and bolster local capabilities.

7.2 Heritage Master Plan Objectives and Action Plan Steps

7.2.1 Build the Knowledge Base

Objective 1:	*Continue to update and expand the Town's inventory of heritage resources*

Action 1: Adopt the proposed inventory template for buildings and cultural landscapes and use it as the standard means of identifying and recording cultural heritage resources. Provide training for staff and volunteers and monitor the inventory process to ensure accuracy and consistency of recording. (See Appendix 2)

Priority: High
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Ongoing

Action 2: Consolidate a consistent inventory from existing inventories, cross-referenced to the Town's property database. Map the information on the Town's GIS platform. Compile the information in a single document that becomes the municipal Register.

Priority: High
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Ongoing

Action 3: Use the evaluation system recommended in this Plan. The checkbox format, based on the criteria in Regulation 9/06, provides the rationale for listing and/or designation of the property. (See Appendix 3)

Priority: High
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Ongoing

Action 4: As required by the Ministry of Tourism, Culture and Sport, buffer any new designations of heritage structures under Part IV of the Ontario Heritage Act by 100m and add them to the final archaeological potential zone mapping.

Priority: High
Responsibility: Planning staff
Timeline: Ongoing

Action 5: Comprehensively review, on a regular basis, and in co-ordination with the review of the Town's Official Plan as required by the Ontario Planning Act, the Archaeological Potential Model shown in this Plan. As part of this review, consider any changes in Ministry of Tourism, Culture and Sport criteria for site significance, any data gaps in the site inventory, any changes required to the archaeological potential modeling, and all procedures and guidelines related to the implementation of the Plan. Review regarding site significance should involve a synthesis of archaeological knowledge resulting from the implementation of this Plan (to define what kind of sites require excavation, so as to further our knowledge of the pre-contact and post contact past of the Town).

Priority: Low-medium
Responsibility: Planning staff
Timeline: Ongoing

Objective 2: Identify priority properties for designation

Action 6: Use the five character areas as general categories of resources, and start with the list of places and individual properties found in this Plan. As more research becomes available, identify any significant cultural heritage landscapes within the character areas, inventory and evaluate them, and list them on the municipal Register, with the option of considering them for designation under Part IV of the *Ontario Heritage Act*. Monitor development activity to ensure that threats to heritage resources are addressed early, in time for assessment and possible listing and/or designation.

Priority: High
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Short term

Objective 3: Use the inventory to improve community awareness and appreciation of heritage

Action 7: Using the research undertaken in the inventory, evaluation and monitoring process, create a municipal "endangered species list" of properties of potential heritage value that are under immediate development pressure, whether or not they are on the municipal Register (if they are not, add them). In parallel with identifying priorities for potential listing and designation, check the current inventory for any listed or designated heritage resources that are in areas of increasing development pressure. In addition, assess the character areas identified in this Plan for the types of development pressures each is under, and identify key resources within each area that could be under most redevelopment pressure.

Priority: High
Responsibility: Planning staff
Timeline: Short term

Action 8: Make the general public more knowledgeable of the wide range of archaeological resources present within the Region, and of their significance as part of the Region's cultural heritage (bearing in mind the necessity that the locations of certain sites remain confidential). A heightened public awareness of the importance and fragility of archaeological resources can serve as an additional and effective means of protecting those resources. It is encouraging to note that when members of the public are made aware of archaeological sites, there exists a genuine interest not only in the pre- and post-contact history of an area, but also in archaeology itself as an academic discipline. The Town should, therefore, consider supporting programs and endeavours that involve the public in the investigation of the Town's archaeological record.

Priority: Low-medium
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Ongoing

Action 9: Encourage local residents, and former residents, to provide historical information about Pelham, especially oral histories, personal documents and artifacts. Create policies for accessioning and de-accessioning such material and ensure that adequate archival conditions exist for their storage and retrieval. Offer special events in the "Antiques Roadshow" style that encourage the community to bring forth items for examination and appraisal by experts. Continue to archive and record these items.

Priority: Medium
Responsibility: MHC volunteers, summer staff, heritage groups, under Planning staff direction
Timeline: Ongoing

Objective 4: Adopt the Standards and Guidelines as the basis for heritage policies

Action 10: The Parks Canada *Standards and Guidelines for the Conservation of Historic Places in Canada (2010 edition)* is the national standard for heritage activity. Formally adopt this as the guiding document for all of municipal heritage activities, and should be the basis for advising on, and reviewing, development activity within the municipality which involves heritage resources.

Amend the Official Plan to include policies adopting these standards and the Town should inform staff and the public of the guidelines by posting links on the Town website and by offering training sessions and sponsoring workshops to discuss and demonstrate the standards.

Priority: High
Responsibility: Planning staff
Timeline: Short term

7.2.2 Manage and Enhance Heritage Resources

Objective 5:	*Update planning policies to support heritage conservation and development*

Action 11: As part of the next review of the Town Official Plan, and using the preliminary assessments of the five character areas provided in the Heritage Master Plan, provide heritage character statements, with character defining elements, for each character area. Use comments gathered from further research as well as from community workshops and oral histories. For implementing policy, consider such modifications as extending the Community Improvement Plan area to include the entire municipality and adoption of the key recommendations contained within the Region's agricultural "value-added" study. In the meantime, monitor the implementation of the Heritage Master Plan to assess whether amendments to the Town's planning policies are warranted that would further assist in the Plan's effectiveness.

Priority: Low
Responsibility: Planning staff, in consultation with MHAC and relevant heritage and community groups
Timeline: Medium term

Action 12: Based on the updated character statements, prepare development/urban design plans for each character area. Where such plans already exist (e.g. Canboro Road corridor, Fenwick and Fonthill downtowns, Secondary Plan areas), review them in the context of this Master Plan and make any modifications necessary to support this Plan's goals and objectives.

Priority: Low
Responsibility: Planning staff, in consultation with MHAC and relevant heritage and community groups
Timeline: Medium term

Action 13: As part of the next review of the Town Official Plan, expand the existing section specific to archaeological planning. Include a definition of archaeological resources, consistent with the definition laid out in the Provincial Policy Statement, and recognition of their fragile nature (see Appendix 4).

Priority: Low
Responsibility: Planning staff
Timeline: Medium term

Objective 6:	*Determine the optimum roles for the Town, other public agencies, volunteer groups and the private sector in managing heritage resources*

Action 14: Convene a workshop(s) with representatives of these groups to discuss roles. Summarize the results of these discussions in a staff report to Council, with recommended actions. Devise means of promoting heritage activity and improving the knowledge base for work involving conservation and development of heritage resources. Clarify the mandate of the Municipal Heritage Advisory Committee in terms of the scope stated in Provincial heritage legislation. Ensure that the Committee has adequate representation from individuals familiar with all types of heritage resources (i.e. cultural landscapes, areas of archaeological potential, artifacts, local history, as well as buildings and structures). Where this is not possible, ensure that Committee members have access to relevant expert advice and technical information when the Committee is required to review proposals affecting different types of heritage resources. Provide training workshops on these topics, if possible, and in partnership with heritage organizations (e.g. Architectural Conservancy of Ontario, Community Heritage Ontario, Edifice Magazine).

Priority: Medium
Responsibility: Planning staff, in consultation with MHAC and relevant heritage and community groups
Timeline: Medium term

Action 15: The municipality will be the primary regulatory agency for managing heritage. Ensure that Planning staff are responsible for reviewing development applications involving listed or designated properties and are involved in community and economic development discussions affecting heritage resources. All applications for heritage permits will be handled by Planning staff. In addition, make Town staff a catalyst for heritage activity by providing information, as noted above. The Town can do so by training municipal staff, by adding a heritage portal to the Town website and by establishing protocols with the Town switchboard to direct heritage enquiries to the appropriate sources.

Town staff should also help regional tourism agencies prepare self-guided walking, cycling and driving tours exploring the themes and storylines suggested in this Plan, and train summer staff to lead such tours, where feasible.

Priority: Medium-High
Responsibility: Planning staff
Timeline: Short-Medium term

Action 16: The Municipal Heritage Advisory Committee (MHAC) should concentrate on the inventory and evaluation of heritage resources, and on the designation process for individual (and, potentially, district) properties. The Committee should continue to be consulted on development applications involving potential demolition or substantial alteration of listed or designated heritage properties. As an advisory committee to Town Council, the Committee is not able to be an advocacy group, but its research and review activities will support heritage conservation. The Committee can also take a leadership role in organizing topic-based workshops to engage the general public and encourage good conservation and development practice.

Priority: Medium-High
Responsibility: MHAC, in consultation with Planning staff
Timeline: Short-Medium term

Action 17: Volunteer heritage groups, especially the Pelham Historical Society, should focus their efforts on research and publication, as well as advocacy. These groups should help produce oral histories, documentaries and photographic collections, and contribute articles to the local newspapers. Information gathered by these organizations should be reviewed by Town Planning staff and the MHAC so that it can provide content for local and regional cultural tourism programming. As heritage advocates, these groups can lobby Council, speak to local property owners, and help organize events that promote heritage conservation.

Priority: Medium-High
Responsibility: Pelham Historical Society, in consultation with other heritage groups, MHAC and Planning staff
Timeline: Short-Medium term

Action 18: Engage with the Ontario Ministry of Agriculture, Food and Rural Affairs (OMARFA) to promote agricultural activity in Pelham. Focus on the following aspects of agriculture, as discussed in preliminary meetings between the Town and OMAFRA staff at Vineland Station conducted as part of this Plan. Such aspects include: value-added activities; farm-based tourism infrastructure (e.g. bed & breakfast operations, pick-your-own operations, craft industries) and cultural heritage resource conservation and enhancement.

Priority: Medium-High
Responsibility: Planning, Economic Development and OMAFRA staff
Timeline: Short-Medium term

Action 19: Work with the local School Board (and, especially, E.L. Crossley H.S.) to develop curriculum related to conservation and enhancement of agricultural activity. Pursue opportunities to provide hands-on experiences for students, such as construction and operation of a greenhouse as part of the high school, development of co-op placement options at local agricultural operations, and business courses involving development of agricultural operations and cultural tourism product promoting wise use of the rural landscape. Integrate course offerings within the curriculum that promote an understanding and appreciation of agriculture as both an essential activity and a viable career option.

Priority: Medium-High
Responsibility: Planning, Economic Development and School Board and School staff
Timeline: Short-Medium term

Objective 7: Improve the process for Part IV and V designations

Action 20: Adopt the designation process recommended in the Ontario Heritage Tool Kit. Ensure that the public is aware of the benefits of designation as well as the regulatory implications that designation entails.

Priority: Medium
Responsibility: Planning, Building staff
Timeline: Medium term and ongoing

Action 21: Adopt a proactive policy on designation so that important heritage resources can be designated, if necessary, without the owner's permission, in order to protect those resources that are of value to the community as a whole. Proceeding with a so-called "hostile" designation may be necessary in cases where potential or listed heritage resources are threatened by demolition or when their heritage character will be negatively impacted by a substantial alteration.

Priority: Medium
Responsibility: Planning, Building staff
Timeline: Medium term and ongoing

Objective 8: Improve the Heritage Impact Assessment (HIA) process

Action 22: Restrict the requirement for a Heritage Impact Statement to planning applications, especially those involving proposed demolition of a potential or listed heritage resource (demolition of designated heritage resources can be prevented by Council). HIAs should be required for any planning application that could significantly impact a heritage resource.

Priority: Medium
Responsibility: Planning staff
Timeline: Medium term and ongoing

Action 23: Delegate to Planning staff authority to review development applications affecting potential and listed/designated heritage resources in order to determine if an HIA is required. Staff review is triggered at the discretion of the staff planner and/or by the property being on the municipal Register, in consultation with the MHAC.

Priority: Medium
Responsibility: Planning staff and MHAC
Timeline: Medium term and ongoing

Action 24: Prepare an adjacent properties policy in order to meet the requirements of the Provincial Policy Statement Section 2.6.3 and integrate it within the municipal HIA process.

Priority: Medium
Responsibility: Planning staff
Timeline: Medium term and ongoing

Objective 9: Improve the Archaeological Assessment process

Action 25: Use the archaeological potential mapping generated by this study in making requirements for archaeological assessments in advance of development and in the identification of direction for future development within the Town. Appendix 4 outlines the archaeological review procedure, as it relates to development.

Priority: Medium
Responsibility: Planning staff
Timeline: Medium term and ongoing

Action 26: Establish protocols that ensure that, in all appropriate circumstances, construction projects undertaken by the Town of Pelham that may negatively impact archaeological resources in public lands (e.g., trail, playground, playing field, public washroom, parking lot construction, road widening/extension, trunk sewer and watermain construction, stormwater management facility construction, municipal building and structure construction, etc.) and which are located in areas of archaeological potential, are subject to archaeological assessment prior to any land disturbing activity.

Priority: Medium
Responsibility: Planning staff, in consultation with other Town departments
Timeline: Medium term and ongoing

Action 27: Monitor closely all phased developments where archaeological clearances will be provided by the Ministry of Tourism, Culture and Sport for each phase as investigations are completed.

Priority: Medium
Responsibility: Planning staff, in consultation with other Town departments
Timeline: Medium term and ongoing

Action 28: Do not undertake Stage 4 archaeological investigations on Aboriginal sites within the Town of Pelham without first filing an Aboriginal consultation report with the Planning Department. The Ministry of Tourism, Culture and Sport requires that consultant archaeologists must engage Aboriginal communities in Stage 3 and 4 investigations of certain Aboriginal archaeological sites.

Priority: Medium
Responsibility: Planning staff, in consultation with other Town departments
Timeline: Medium term and ongoing

Action 29: Note that completion of an archaeological assessment of a particular development property, no matter how rigorous, does not fully guarantee that all significant archaeological resources on that property will be identified prior to land disturbance. This is particularly the case in areas where natural processes, such as flooding or erosion, have resulted in the burial of original ground surfaces, or with respect to isolated human burials that are typically small features that can escape detection. Therefore, every archaeological report must contain advice on compliance with the terms and conditions of the *Ontario Heritage Act* and the *Cemeteries Act* with respect to the protection of archaeological sites and human burials.

The wording of this advice that is currently required by the Ministry of Tourism, Culture and Sport is provided in the 2011 Standards and Guidelines for Consultant Archaeologists (Section 7.5.9).

Priority: Low-Medium
Responsibility: Planning staff, in consultation with other Town departments and consulting archaeologists
Timeline: Medium term and ongoing

7.2.3 Leverage Heritage for Local Benefit

Objective 10: Integrate the Heritage Master Plan within the municipal and regional cultural planning process

Action 30: Work with the recommendations of the municipal and regional cultural master plans to develop a comprehensive approach that integrates heritage within broader strategies promoting arts and culture within Pelham and Niagara Region.

Priority: Medium
Responsibility: Planning staff
Timeline: Medium term

Action 31: Use the Heritage Master Plan's recommended inventory and evaluation process (and preliminary content) as part of the local and regional cultural mapping process. Ensure that the full range of cultural heritage resources are included in the cultural mapping, and are addressed in the cultural plan policies.

Priority: Medium
Responsibility: Planning staff, with staff from the Region and Province
Timeline: Medium term

Objective 11: Prepare a municipal heritage tourism strategy

Action 32: Address the economic and social potential presented by heritage tourism by preparing a strategy to direct the efforts of the municipality, volunteer groups and the private sector. Specifically identify opportunities for partnerships and joint projects that relieve the municipality of sole responsibility for product development and marketing. Situate the strategy within the Regional strategy for heritage tourism development, where possible, and work with the Region and adjacent municipalities to co-ordinate efforts.

Priority: High
Responsibility: Planning staff, with staff from municipal and Regional economic development departments, in consultation with MHAC
Timeline: Short term and ongoing

Objective 12: Develop and market heritage products

Action 33: Use the character areas as the thematic basis for developing heritage resources for community and economic benefit. Begin by sponsoring existing heritage events, such as Doors Open, and expand into new events and programs that work with the heritage resources and historical associations related to each character area. Use the municipal inventory to identify properties and sub-areas within each character area that warrant rehabilitation and development as community facilities and/or heritage tourism products.

Priority: High
Responsibility: Planning staff, with staff from municipal and Regional economic development departments, in consultation with MHAC
Timeline: Short term and ongoing

Action 34: Explore opportunities for partnerships with existing heritage attractions in adjacent municipalities. Of particular interest in terms of joint programming opportunities are the Marshville heritage collection in Wainfleet and the Welland Museum. Options for co-operation in developing interpretive programs, joint marketing and potential for the loan of artifacts are opportunities to be discussed.

Priority: Medium
Responsibility: Planning staff, with staff from municipal and Regional economic development departments, in consultation with MHAC
Timeline: Short term and ongoing

Action 35: Designate funds within the municipal marketing budget to promote Pelham's heritage resources. Partner with the Region, OMAFRA, and the agricultural community to promote rural events and agriculturally-related businesses.

Priority: High
Responsibility: Planning staff, with staff from municipal and Regional economic development departments, in consultation with MHAC
Timeline: Short term and ongoing

Action 36: Monitor heritage tourism activity to determine market trends and identify local and regional economic benefits. Assess the effectiveness of local and regional marketing efforts. In addition to the standard measure of return on investment, other measures should include such indicators as changes in awareness, changes in interest, and visitor satisfaction. The key measurement is change in any of these indicators, and ideally should be measured in a quantitative and statistically sound manner.

Priority: High
Responsibility: Planning staff, with staff from municipal and Regional economic development departments, in consultation with MHAC
Timeline: Short term and ongoing

Objective 13: Prepare a municipal interpretation plan

Action 37: Enhance the community and economic benefits of Pelham's heritage resources by specifying strategies and procedures for interpreting them. Develop innovative ways of interpreting and promoting heritage resources, modelled on best practices from other jurisdictions. Use the municipal inventory and this Plan's thematic history themes and sub-themes/messages as a basis. Where possible, integrate heritage-supportive programming within the local schools curricula. Work with nearby heritage attractions and museums to develop and co-ordinate interpretive content and programming.

Priority: Medium-High
Responsibility: Planning staff, with outside consultants, in consultation with MHAC
Timeline: Short-Medium term

Objective 14: Promote heritage friendly development

Action 38: Adopt a "heritage first" policy for all municipal departments when considering space utilization and when undertaking infrastructure projects. Design improvements to the public realm that conserve and enhance heritage resources. Consider awards and incentive programs that recognize good heritage conservation and development practices.

Priority: Medium
Responsibility: Planning, Public Works staff
Timeline: Short term and ongoing

Action 39: Foster a "heritage friendly" development process by encouraging development that conserves and enhances heritage resources. Consider tools such as fast track approval for suitable projects, concessions on municipal regulatory requirements, as well as the tax and regulatory incentives available within Community Improvement Plan areas. Continue and enhance facade grant programs.

Priority: Medium
Responsibility: Planning, Building staff
Timeline: Medium term and ongoing

Action 40: Encourage skills development in heritage trades and technologies. Collaborate with existing community colleges and with Willowbank School to do so, and foster local pilot projects to demonstrate these skills.

Priority: Medium
Responsibility: Planning, Building and Economic Development staff
Timeline: Medium term and ongoing

Action 41: Work with the Fonthill BIA to extend the streetscape improvement initiative to adjacent areas of the downtown. Implement the July, 2010 urban design guidelines prepared for Fonthill.

Priority: Medium-Long term
Responsibility: Planning, Public Works and Economic Development staff
Timeline: Medium term and ongoing

Action 42: Work with the Region to expand the streetscape improvement program to include the Canboro Road corridor and the core areas of the communities along that route, especially Fenwick. Implement the July, 2010 design guidelines prepared for Canboro Road and Fenwick.

Priority: Medium-Long term
Responsibility: Planning, Public Works and Economic Development staff
Timeline: Medium term and ongoing

Objective 15: Promote the archaeological legacy of the Town

Action 43: Co-ordinate the disposition of artifacts recovered from archaeological sites within the Town. It is generally preferable that material from a particular archaeological site is ultimately deposited in a public institution located in the same community, provided that adequate storage and curatorial facilities for both artifacts and field records are available, that the institution's collections are accessible to researchers,

and that the material is not transferred or disposed of without Provincial approval.

A large amount of material from sites in the Town is currently curated elsewhere. Indeed, collections derived from the activities of private archaeological consulting firms, for the most part, remain in the care of those firms. It is recommended that the Region consider preparing an accurate and comprehensive inventory of the collections currently held by museums and consulting archaeologists.

Priority: Medium
Responsibility: Planning staff, with outside consultants, in consultation with MHAC
Timeline: Short-Medium term

7.3 Priority Projects and Time Line

These objectives and their component actions provide detailed responses to the strategies outlined for the four major initiatives of this Master Plan (outlined in Section 8.2, above). To assist in the implementation of the recommended actions, the following priorities are provided, summarized from the action plan steps.

YEARS 1-5

Build Community Support

- Train volunteers to continue and update the municipal inventory (Action 1)
- Use the inventory and this Plan to help local residents become aware of Pelham's heritage (Actions 7, 8)

Provide Heritage "Product"

- Identify and evaluate Pelham's heritage resources (Actions 2,3)
- Prepare a municipal heritage tourism strategy (Action 32)
- Develop heritage resources (Action 33)
- Monitor heritage tourism activity (Action 36)
- Market Pelham's heritage resources (Action 35)

Create a Framework for Action

- Identify priority properties for designation (Action 6)
- Adopt a "heritage first" policy for municipal public works (Action 38)
- Integrate the Heritage Master Plan's recommendations and mapping within municipal and Regional cultural planning processes (Actions 30, 31)

- Prepare a process for addressing archaeological resources (Actions 4, 25, 26)
- Improve the Heritage Impact Assessment process (Actions 22-24)
- Improve the designation process (Actions 20, 21)
- Establish roles in heritage activities for the Town and volunteer groups (Actions 14-17)
- Adopt national (federal) heritage standards and guidelines for heritage conservation (Action 10)

Foster Collaboration

- Partner with regional tourism attractions (Action 34)
- Develop partnerships and programs with other public agencies and local groups (Actions 18, 19)

YEARS 5-10

Build Community Support

- Encourage creation of a local archive of oral histories, personal documents and artifacts (Action 9)
- Enhance the local archival collections to include archaeological material (Action 43)

Provide Heritage "Product"

- Implement streetscape improvements in Fonthill and along the Canboro Road corridor (Actions 41, 42)

Create a Framework for Action

- Foster heritage friendly development (Action 39)
- Prepare a municipal interpretation plan (Action 37)
- Monitor and enhance the process for addressing archaeological resources (Actions 5, 27-29)
- Update the Official Plan to reflect the recommendations of the Heritage Master Plan (Actions 11-13)

Foster Collaboration

- Build skills training (Action 40)

Appendices

1. Mapping (soil, soil drainage, soil texture and drainage, soil texture, surficial geology, pre-contact potential, pre-contact potential without soils, historic potential, composite potential)
2. Sample inventory/field survey templates (built heritage, cultural heritage landscapes)
3. Sample evaluation sheets
4. Proposed OP policies and implementation process (archaeological)
5. PEC Gastronomy case study
6. Public consultation
7. References

Appendix 1 - Mapping

(soil, soil drainage, soil texture and drainage, soil texture, surficial geology, pre-contact potential, pre-contact potential without soils, historic potential, composite potential)

Appendix 2 –

Sample inventory/field survey templates (built heritage, cultural heritage landscapes)

Appendix 3 –
Sample evaluation sheets

Appendix 4 –

Proposed OP policies and implementation process (archaeological)

4A – Implementation of the Archeological Potential Model

Introduction

As discussed above, the role of municipalities in the conservation of heritage features is crucial. Planning and land use control are predominantly municipal government responsibilities and the impact of municipal land use decisions on archaeological resources is significant. Without adequate screening at a municipal level, the provincial government is unable to ensure protection for valued archaeological resources. Early awareness in the development process of the presence of archaeological resources provides greater opportunities for resource protection options. Viewed from this perspective, archaeological protection cannot be implemented without municipal involvement.

Indeed, the primary means by which resources are best protected is through the planning process. This requires the development of appropriate policies for the Town of Pelham and incorporation into the review process. The municipality also plays a crucial role in ensuring that the archaeological site protection measures of the *Ontario Heritage Act* are recognized and valued. The mapping prepared for this study is designed to be used by Town of Pelham staff to make decisions regarding requirements for archaeological resource assessments and/or monitoring in advance of development and/or site alteration.

Recommended Archaeological Resource Management Procedures

The archaeological review procedure, as it relates to development, requires close co-operation between Planning & Development Department and other Town of Pelham Departments, the staff of the Culture Services Branch (Culture Programs Unit) of Ministry of Tourism, Culture and Sport, as well as the development and archaeological/historical research communities. In the case of all land-use alterations, the determination of whether or not there is a need for archaeological assessment will form part of the pre-consultation process between the development proponent and the City prior to the submission of an application.

An archaeological condition should be applied for any consent application that creates a new building lot (on land that is presently vacant) if:

- the application (or any part of it) is situated within the zone of archaeological potential, or
- the application contains or will directly affect a federal, provincial, or municipal historic landmark, monument, site or designated property or conservation district, battlefield cemetery, and industrial complexes of cultural heritage value.

Establishing these procedures will address the policies of the *Ontario Planning Act* and the related components of both the *Ontario* and *Canadian Environmental Assessment Acts*.

The new archaeological procedures will also apply to municipal development and/or infrastructure projects that involve construction, erection or placing of a building or structure. In addition, other activities such as site grading, excavation, removal of topsoil, or peat and the placing and dumping of fill; drainage works, except for the maintenance of existing municipal and agricultural drains, should be subject to the same procedures.

In order to apply the new archaeological procedures on all public lands managed by the Town, the Planning & Development Department should hold internal discussions with staff from other departments to establish protocols that ensure that in all appropriate circumstances, construction projects undertaken by those departments that are located in areas of archaeological potential or areas identified as being archaeologically sensitive, are subject to archaeological assessment prior to any land disturbing activity. Through such discussions, the Planning & Development Department will be better able to establish some guidelines on the kind of work that needs to be reviewed for possible archaeological concerns and work which would not require review.

The Planning Review Process

The general sequence of actions is as follows:

1. As part of the consultation process, Town staff will determine if an archaeological assessment is required for a proposed application by means of review of the archaeological potential mapping. Should any portion of the property fall within a zone of archaeological potential or an archaeological site that has been previously registered on the property, a Stage 1/2 archaeological assessment is required. If an assessment is required, Town staff will recommend that an archaeological assessment be made a condition of approval of the development application. The assessment would be completed and submitted as part of the application (already required in the case of Plans of Subdivision).

2. Provincial regulations require that the development applicant must retain a licensed archaeologist to conduct a Stage 1 or Stage 1-2 archaeological assessment of the entire subject property, not simply the portion(s) that falls within the zone of archaeological potential.

3. In the case of rural severances, only the land disturbance footprint need be assessed unless that footprint exceeds 50% of the area of the severed lot. In the case that the footprint of land disturbance exceeds 50% of the lot area, the entire lot will be assessed

4. Any deviation from this approach must be approved by the Ministry of Tourism, Culture and Sport. Also, all work conducted by the archaeologist as a result of the archaeological condition must conform to the standards set forth in the most current *Archaeological Assessment Standards and Guidelines* and associated Bulletin (i.e., *Engaging Aboriginal Communities in Archaeology*) provided by Ministry of Tourism, Culture and Sport.

5. Once the archaeological assessment, consisting of background research and a field survey, has been completed, the archaeological consultant will submit a report to the Culture Services Branch of the Ministry of Tourism, Culture and Sport. The Ministry of Tourism, Culture and Sport staff will review the report to determine if the assessment has met current licensing and technical standards. If this is not the case, Ministry of Tourism, Culture and Sport will require the consultant to carry out additional field work, and/or provide more extensive documentation.

6. If the assessment complies with licensing and technical standards and did not result in the identification of any archaeological potential within the property (in the case of a Stage 1 assessment) or did not result in the documentation of any significant archaeological resources (in the case of a Stage 1-2 assessment), the Ministry of Tourism, Culture and Sport will provide a letter to the archaeological consultant (and sometimes the municipality), which will serve to notify them that all provincial concerns with respect to archaeological resource conservation and archaeological licensing have been met. Upon receipt of this notification of Ministry of Tourism, Culture and Sport approval and/or supporting documentation from the archaeological consultant, the municipality may then clear the planning application of any further archaeological concern. Should such review not be forthcoming within 60 days of submission of the study report to the Ministry of Tourism, Culture and Sport, and no archaeological remains were identified during the study, the approval authority should consider providing approval to the project.

The Assessment Process

A Stage 1 assessment consists of background research concerning registered sites on the subject lands or within close proximity, as well as the environmental character of the property and its land use history. A Stage 2 assessment consists of field survey to document any sites that may be present on a property. It should be noted that completion of an archaeological field assessment of a particular development property, no matter how rigorous, does not fully guarantee that all significant archaeological resources on that property will be identified prior to land disturbance. This is particularly the case in areas where processes such as filling, flooding or erosion have resulted in the burial of original ground surfaces, or with respect to isolated human burials that are typically small features that can escape detection. Stage 3 investigations are designed to secure a detailed understanding of the nature and extent of a site and may involve complete or partial systematic surface collection and test excavation. Stage 4 undertakings comprise extensive excavation; comparative analysis and interpretation of content and contextual information.

7. If the Stage 1/2 assessment resulted in the documentation of one or more significant archaeological resources, appropriate mitigation and/or preservation options must be recommended by the licensed archaeologist and approved by Ministry of Tourism, Culture and Sport. Upon completion of the mitigation, the archaeological consultant must provide a report detailing this work and its results to Ministry of Tourism, Culture and Sport, which will review the work and recommend to the consultant that there are no further archaeological concerns, or that additional mitigations be undertaken, as the case may be.

   It should be noted, in this regard, that once Stage 3 assessments have been completed on the archaeological sites requiring further investigation, it is generally possible to secure partial clearance for the property, in that the archaeological requirement may be removed from the balance of the subject lands not encompassed by the archaeological site(s) and suitable protective buffer zones. Similarly, although the final report of a comprehensive archaeological mitigation may take many months to complete, final clearance for the property may be available upon the archaeological consultant completing the fieldwork and submitting a preliminary report to Ministry of Tourism, Culture and Sport staff.

8. Upon receipt of notification that all Ministry of Tourism, Culture and Sport archaeological conservation and licensing concerns have been addressed, and/or receipt of the necessary supporting documentation from the archaeological consultant, the Region or local municipality will clear the planning application of further archaeological concern.

Should the proponent choose not to proceed with all necessary assessment and/or site mitigations prior to, and in support of the application, the completion of these activities to the satisfaction of Ministry of Tourism, Culture and Sport must be made a condition of draft approval.

The following wording for a standard archaeological condition should be used in planning agreements, building permits, site alteration permits, engineering agreements, OHA approvals or any other document where the need for an archaeological assessment has been identified. This wording shall be amended from time to time to reflect legislative changes or if the condition is being applied to either a rural severance (as per the guideline above) or governmental realignments.

Wording For The Archaeological Condition

If an archaeological assessment is required as a result of the review of the archaeological potential mapping, planning staff will recommend that an archaeological assessment be made a condition of approval of the development application. The assessment would be completed and submitted as part of the application (already required in the case of Plans of Subdivision). The condition should read:

The proponent shall carry out an archaeological assessment of the entire development property and mitigate, through preservation or resource removal and documentation, adverse impacts to any significant archaeological resources found. No demolition, grading or other soil disturbances shall take place on the subject property prior to the approval authority confirming that all archaeological resource concerns have met resource conservation requirements.

The property will be assessed by a consultant archaeologist, licensed by the Ministry of Tourism, Culture and Sport under the provisions of the *Ontario Heritage Act* (R.S.O. 1990); and any significant sites found will be properly mitigated (avoided or excavated), prior to the initiation of construction, servicing, landscaping or other land disturbances.

The Municipal Project Review Process

For municipal or Regional projects, whether or not they are subject to the *Environmental Assessment Act,* the same process should be followed. Should the project impact areas of archaeological potential, the completion of an assessment and any necessary mitigation, subject to the approval of Ministry of Tourism, Culture and Sport, will be required.

Assessing Resource Impacts And Identifying Mitigation Strategies

If no adverse impacts to an archaeological resource will occur, then development may proceed as planned.

Should a significant archaeological resource be discovered during the course of an assessment, provincial regulations require the development proponent, the archaeological consultant, and the relevant First Nations in the case of Aboriginal resources to assess the potential impact to an archaeological resource and arrive at rational decisions regarding integration of that resource into the site or development plan, with the approval of the local municipality, or the implementation of mitigative options. Those decisions are subject to approval by the Ministry of Tourism, Culture and Sport.

The review process at this stage, therefore, requires the input of the proponent in order to make the decisions regarding potential adverse effects to a site. Should a site be threatened, the two available options are to immediately integrate the site into the development plan through re-allocation of open space/community park space or provide for mitigative procedures. The decision-making process with respect to mitigative procedures may be subject, however, to a cost benefit analysis where the mitigative option involves input from all of the stakeholders (i.e., the Region, Ministry of Tourism, Culture and Sport, the heritage community and the development proponent - either public sector or private sector).

The Aboriginal community must also be consulted throughout the site mitigation process. It is often assumed that the First Nation that is geographically closest to the project is the most suitable group with whom to consult, particularly when the issues at stake are those of archaeological resources and human remains.

However, the complex histories of the First Nations of the Town, both before and after European contact and settlement, means that such assumptions can be simplistic and detrimental to the success of the entire consultation process. Under all circumstances there should be an effort to identify the group or more likely groups that are the most appropriate (on cultural-historical grounds) to act as the designated descendants of those who occupied the project area in the past, and who are willing to participate and ensure that cultural heritage remains are treated in an appropriate and seemly manner. This identification process is best achieved through negotiation with a variety of communities in order that they may themselves arrive at the final decision. It should also be noted that the Ministry of Tourism, Culture and Sport has enforced new Standards and Guidelines for Archaeological Assessment, which includes a Bulletin that requires Aboriginal Consultation between Stages 3 and 4 archaeological investigations on significant Aboriginal sites and recommended consultation before Stage 2 and 3.

In any situation, there are a number of mitigative options, including avoidance, modifications to construction techniques, and various degrees of documentation and/or excavation, as discussed below. Similarly, in all cases, thought should be given to the interpretive and educational potential of the site.

It should also be noted that detailed information regarding a site is frequently required in order to make a more accurate assessment of significance and to determine the potential for adverse effects. This may involve different levels of on-site investigations.

Many of the sites routinely encountered will prove to be of little or no significance and will not require further investigation, beyond the mapping, measuring and photographing of the surface attributes of the archaeological site that has already occurred during the course of the initial archaeological assessment.

Where more extensive archaeological mitigation is required, recommended mitigative options may take numerous forms, including:

- *Preservation*: the preferred mitigative option. Preservation may involve long-term protective measures such as project design changes (site avoidance) that integrate the resource within the overall development plan. To further avoid both accidental impact and intentional vandalism and looting, additional protective measures may include fencing, screening, or capping (only in special circumstances). The municipality/approval authority must determine whether preservation is to occur on the landscape scale (i.e., areas of high cultural landscape heritage integrity combined with high archaeological potential are to be preserved as a whole), or at the scale of individual sites that are deemed to be particularly significant or sensitive (e.g., Late Woodland settlements that may contain human burials).

- *Stabilization*: may be required in the case of eroding archaeological deposits. This may involve the salvage excavation of the eroding area and/or the construction of retaining walls or barriers.

- *Systematic Data Recovery*: involves the recovery of data from significant archaeological sites, when other mitigative options are not feasible. It includes a complete or partial systematic surface collection, excavation, or both; a comparative analysis and interpretation of content and contextual information; and production of an investigative report. This mitigation strategy ultimately results in the destruction of the archaeological site.

- *Monitoring*: monitoring may be undertaken (only in specific circumstances) to ensure that adverse impacts on archaeological sites which could not be predicted or evaluated prior to construction are addressed. Monitoring requires the presence of a licensed archaeologist during the construction phase of a project. This takes the form of scheduled site visits and on-call availability during a long term project.

It should be noted that all decisions regarding mitigative options or preservation strategies are subject to Ministry of Tourism, Culture and Sport review and approval.

The site preservation/avoidance option has both short- and long-term components. The short-term component involves both the redesign of the development plan (e.g., lot layouts, parkland, road, and service alignments) and ensuring that the resource(s) in question are physically protected during construction by means of fencing or other visible barriers. The long-term protective measures entail the use of prohibitive zoning by-laws, as permitted by subsection 34(1) of the *Planning Act*, or through other conditions or orders that prohibit any future land use activities that might result in soil disturbance.

4B – Proposed Official Plan Policies

Archaeological sites are distributed in a variety of settings across the landscape, being locations or places that are associated with past human activities, endeavours, or events that are of cultural heritage value or interest. These sites may occur on or below the modern land surface (or water). A marine archaeological site is an archeological site that is fully or partially submerged or that lies below or partially below the high-water mark of any body of water. The physical forms that these archaeological sites may take include: surface scatters of artifacts; subsurface strata which are of human origin or incorporate cultural deposits; the remains of structural features; or a combination of these attributes. As such, archaeological sites are both highly fragile and non-renewable.

An artifact is any object, material or substance that is made, modified, used, deposited or affected by human action and is of cultural heritage value or interest. Archaeological fieldwork is any activity carried out on, above or under land or water for the purpose of obtaining and documenting data, recovering artifacts and remains or altering an archaeological site and includes monitoring, assessing, exploring, surveying, recovering and excavating.

Goal:

To recognize, protect, and conserve archaeological sites within the Town.

Policies:

Archaeological Potential Modelling

7.4.1 Archaeological Potential Modelling has been prepared by the Town of Pelham that provides direction as to when an archaeological assessment must be undertaken in advance of land disturbing activities.

Conservation of Archaeological Resources

7.4.2 The Town will permit *development* and *site alteration* on lands containing *archaeological resources* or *areas of archaeological potential* if the significant *archaeological resources* have been *conserved* by removal and documentation, or by conservation on site. Where significant *archaeological resources* must be preserved on site, only development and site alteration which maintain the heritage integrity of the site may be permitted.

Required Studies

7.4.3. Upon receiving information that lands proposed for *development* may include *archaeological resources* or constitute an *area of archaeological potential,* Council will not take any action to approve the *development,* and the owner of such land will be requested to have studies carried out by qualified persons to:

a) assess the property;

b) assess the impact of the proposed *development*;

c) indicate methods to mitigate any negative impact of the proposed *development* on any *archaeological resources,* including methods of recovery and preservation;

d) comply with current Ministry of Tourism, Culture and Sport standards and guidelines for consulting archaeologists; and,

e) provide a compliance letter issued by the Province for any completed archaeological study.

Designation of Sites

7.4.4. The Town intends to cooperate with the Provincial Government to designate archaeological sites in accordance with the Ontario Heritage Act.

7.4.5. The Town's inventory of *cultural heritage resources* may include available archaeological site data and locations, and relevant mapping from the provincial archaeological database of the Ministry of Tourism, Culture and Sport, under the provisions of a municipal-provincial data sharing agreement. These site data and locations will be maintained for the purpose of heritage conservation planning and development review. The mapping database will be updated regularly when appropriate, as new archaeological sites are identified.

Burial Sites

7.4.6. Where burial sites are encountered during any excavation or other action, the provisions of the Cemeteries Act and its regulations will apply. Where First Nations burials are discovered, consultation will occur with the nearest First Nation and the Nation with the closest cultural affiliation, if that can be determined.

Appendix 5 –
PEC Gastronomy case study

Prince Edward County's Grastronomy Tourism: Case Study

Prepared by the Tourism Company, December 2010

Introduction

This is a profile of Gastronomy in Prince Edward County -- known as agri-tourism and/or culinary tourism in other parts of Ontario. It describes the current state of gastronomy in the County, traces its development through key milestones, identifies success factors, and previews what it may look like in the future.

The information contained in this profile was obtained through interviews and a review of relevant websites. The interviewees included:

- Dan Taylor, Manager of Economic Development in Prince Edward County from 2000 through 2010, currently CEO of the Greater Peterborough Area Economic Development Department -- interviewed in person December 20, 2011
- Rebecca LeHeup, Executive Director of Taste of the County from 1991 through 2009, currently Executive Director of the Ontario Culinary Tourism Alliance -- interviewed by telephone December 22, 2011
- Karen Deveaux-Potters, Prince Edward County Economic Development staff since 2009 -- interviewed December 29, 2011

Relevant websites reviewed include:

- www.tastetrail.ca -- website for Taste the County
- www.pec.on.ca -- official tourism website for Prince Edward County
- www.thecountywines.ca -- website for Prince Edward Country Winegrowers Association
- www.harvestin.ca -- website for Harvestin' the County

Gastronomy Today

The central elements of gastronomy in the County at the end of 2011 include:

- ***Taste Trail*** -- modeled on a culinary tourism trail in Scotland, the Taste Trail is a mapped and signed route connecting 34 businesses offering value added local food experiences that are open regular hours for at least 10 months of the year. Current members include 15 wineries (total of 34 in the County, 0 in 2000), 10 fine dining restaurants (at least 14 in total in the County), 6 character accommodation providers (inns, high end B&Bs), 2 cheese factories, 1 brewery, 1 cider factory, 1 gourmet food retailer and 1 ice cream store. The Taste Trail was launched in 2001.

"Taste, a celebration of regional cuisine" event -- an annual, one day event in September (originally Thanksgiving weekend) in Picton that provides an opportunity for attendees to sample and purchase regional food and wine. The Taste event was launched in 2001.

- ***"Maple in the County"*** event -- an annual, weekend event in March that encourages people to visit maple sugar bushes and sugar shacks throughout the county to sample and purchase maple syrup products. Maple in the County was launched in 2000.

- ***"Harvestin' Suppers"*** event -- one (1) Main Harvestin' Supper with a fixed menu of regional products prepared for up to 1,000 diners held in September, and three (3) Mini Suppers for up to 200 diners each held in July (2) and August (1). Harvestin' Suppers was launched in 2006.

- ***"County licous"*** event -- for approximately 3 weeks in March and again in November, participating fine dining restaurants in the County offer a three course, prix fixe ($30-$35 in 2011) dinner. Ten restaurants participated in November 2011.

- ***Terroir*** event -- annually for one (2) day in May, participating wineries who are members of the Prince Edward County Winegrowers Association, introduce and provide samplings of new spring releases at their respective wineries.

- ***Great Canadian Cheese Festival*** -- a national cheese festival where cheese makers compete for product awards and provide product for sampling and purchase by festival attendees. This is an annual event that was held in Prince Edward County for the first time in 2011, and is returning in 2012.

In addition, there are a number of other events that are promoted and offered as "related" events including:

- ***Prince Edward County Jazz Festival*** -- jazz music, various venues, annual, 6 days in August, 11 years in 2011;

- ***Prince Edward County Music Festival*** -- classical and chamber music, various venues, annual, 9 days in September; and

- ***Maker's Hand*** -- Ontario artisan show and sale, Picton fairgrounds, annual, 3 days in September.

Between 2006 and 2009 (the most recent year for which visitor statistics are available), the number of visitors to the County increased from 373,000 to 490,000, while visitor spending increased 15%. During this same period, visitor spending in Ontario as a whole fell 5%.

Development Timeline and Milestones

The opening of the Waring House Restaurant, Inn, Cookery School, Spa & Conference Centre in the mid-1990's is generally regarded as a watershed in the development of the County's tourism industry. Prior to the Waring House opening, the County offered mostly campgrounds and rental cottages for summer vacations (July and August) to visitors attracted primarily by the Sandbanks Provincial Park and its remarkable sand beach. With the arrival of the Waring House, interest in agri-tourism and culinary tourism began to emerge.

Milestone events along the gastronomy development path include the following:

- 1997 -- led by the owners of the Waring House and the West Lake Cafe, approximately 100 businesses formed a loose association with the objective to identify and implement strategies to expand the County's tourism season beyond two months in the summer.

- 1998 -- the loose association applied for a Rural Jobs Strategy grant from the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) to establish a agri-tourism and culinary tourism focused destination marketing organization.

- 1999 -- OMAFRA provided grants for $500,000 over 3 years, to be matched by contributions (total of $1.2 million raised) from County businesses, project revenues and other sources, to establish Taste the County and undertake a number of specific initiatives including the Taste Trail. Additional funding from Human Resources Development Canada (HRDC) was acquired to fund the hiring of a full time Executive Director.

- 2000 -- Prince Edward County Economic Development Department launched the Maple in the County event. In 2001, responsibility for planning and staging the event was taken over by Taste the County.

- 2001 -- the Taste event and Taste Trail were both launched by Taste the County with additional funding support from the Ministry of Tourism and a Trillium Foundation grant.

- 2008 -- Arts Trail was launched by Taste the County after an 18 month period of planning and development. Artists who belong to the Arts Trail have experienced a 30% increase in visits to studios and galleries since the Trail was launched.

At this point in time, the development progression in Prince Edward County can be characterized as a process of four (4) stages:

Stage 1 (pre-1997) -- base tourism infrastructure of agricultural product, artists, accommodation and hospitality was established (pre-1997)

Stage 2 (1997-1998) -- industry leadership with a defined vision emerges

Stage 3 (1999-2001) -- formal organization (Taste the County) with a plan of action is established and joins forces with the County through the Economic Development Department

Stage 4 (2002 to present) -- product is developed and the tourism infrastructure expands and evolves (more wineries, more fine dining, more character accommodation)

Perceived Success Factors

The interviewees identified a variety of factors that they believe contributed to the development of Prince Edward County's Grastronomy tourism since 1999. Factors considered to be pre-existing conditions include:

- ***Established Agricultural Industry*** -- since the late 1800's, Prince Edward County's primary economic engine had been agriculture benefitting from fertile land and a favourable growing climate. Unknown until the late 1900's was the fact that the soil conditions were uniquely suited to the growing of high end wine grapes.

- ***Favourable Demographics*** -- the emergence of pre-retirement and retirement age baby boomers as a large travel market with time, funds and an interest in food related travel experiences.

- ***Arts and Culture Community*** -- as the late 1970's, artists and artisans drawn by inexpensive real estate and rural environment began to settle in the County. By the late 1990's they had grown to a substantial community with an interest in tourism.

- ***Location*** -- situated between Canada's two largest metropolitan areas of Toronto and Montreal at a distance that was attractive for short haul overnight travel.

- In addition, a number of success factors were the result of actions and decisions taken with the intent of developing a gastronomy tourism industry. These include:

- ***Establishing Taste the County*** -- made possible by the OMAFRA grant, Taste the County provided leadership and the means to undertake critical product development initiatives such as the Taste Trail and the Taste event.

- ***Marketing Push*** -- led by the County's Economic Development Department, a substantial and sustained public relations effort has been undertaken, first through traditional media and public relations tactics, and more recently through World Wide Web and social media channels. The focus has consistently been on reaching key media types and influencers with compelling stories about agricultural and culinary tourism experiences in Prince Edward County. The marketing push was initiated after product or experiences had been developed and were market ready.

- ***Stakeholder Cooperation*** -- since the beginning in 1999, a critical mass of highly motivated business leaders within the industry have pooled resources and cooperated in pursuit of a common strategy while being supported by the County through the Economic Development Department.

Gastronomy Tomorrow

The challenge facing Prince Edward County is sustaining market interest in its gastronomy tourism industry over time as "buzz" is created by new, emerging destinations and/or existing destinations reinventing themselves. The keys to retaining and growing market share are likely to be ongoing product/experience renewal and new product/experience development supported by consistently strong marketing communications.

Appendix 6 – Public consultation

Interviews:

- Mary Lamb (16 June, 2011 and various times thereafter)
- Dorothy Rungeling (22 September, 2011)
- Principal Groezen, E.L. Crossley High School (23 September, 2011)
- Tod B., Forest Green consultants (23 September, 2011)
- Staff of Welland Museum (23 September, 2011)
- Members of the Society of Friends (Quaker)congregation (23 September, 2011)
- Bob Yager, Green Lantern and lawn bowling club (17 October, 2011)
- Jake Dilts, Legion (18 October, 2011)
- Rochelle Bush, Salem Chapel, BME Church (18 October, 2011)
- Heidi TeBrake, Pelham Art Festival (19 October, 2011)
- Mark Shoalts, Marshville Heritage Village (21 October, 2011) and members of the Marshville board of directors (26 January, 2012)
- Kim Reep, OMAFRA (29 March, 2012)
- Tim McAvoy, Fonthill BIA (29 March, 2012)
- Dolores Fabiano, Welland-Pelham Chamber of Commerce (12 March, 2012)
- Robin Garrett, Niagara Tourism (26 March, 2012)
- Grade 12 law class, E.L. Crossley High School (30 March, 2012)

Municipal Heritage Advisory Committee Meetings

- 22 September, 2011
- 17 November, 2011
- 26 January, 2012
- 29 March, 2012

Public Meetings

- 17 November, 2011
- 26 January, 2012

Appendix 7 – References

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Pelham Historical Society Local History Files
Personal Communications with Mary Lamb

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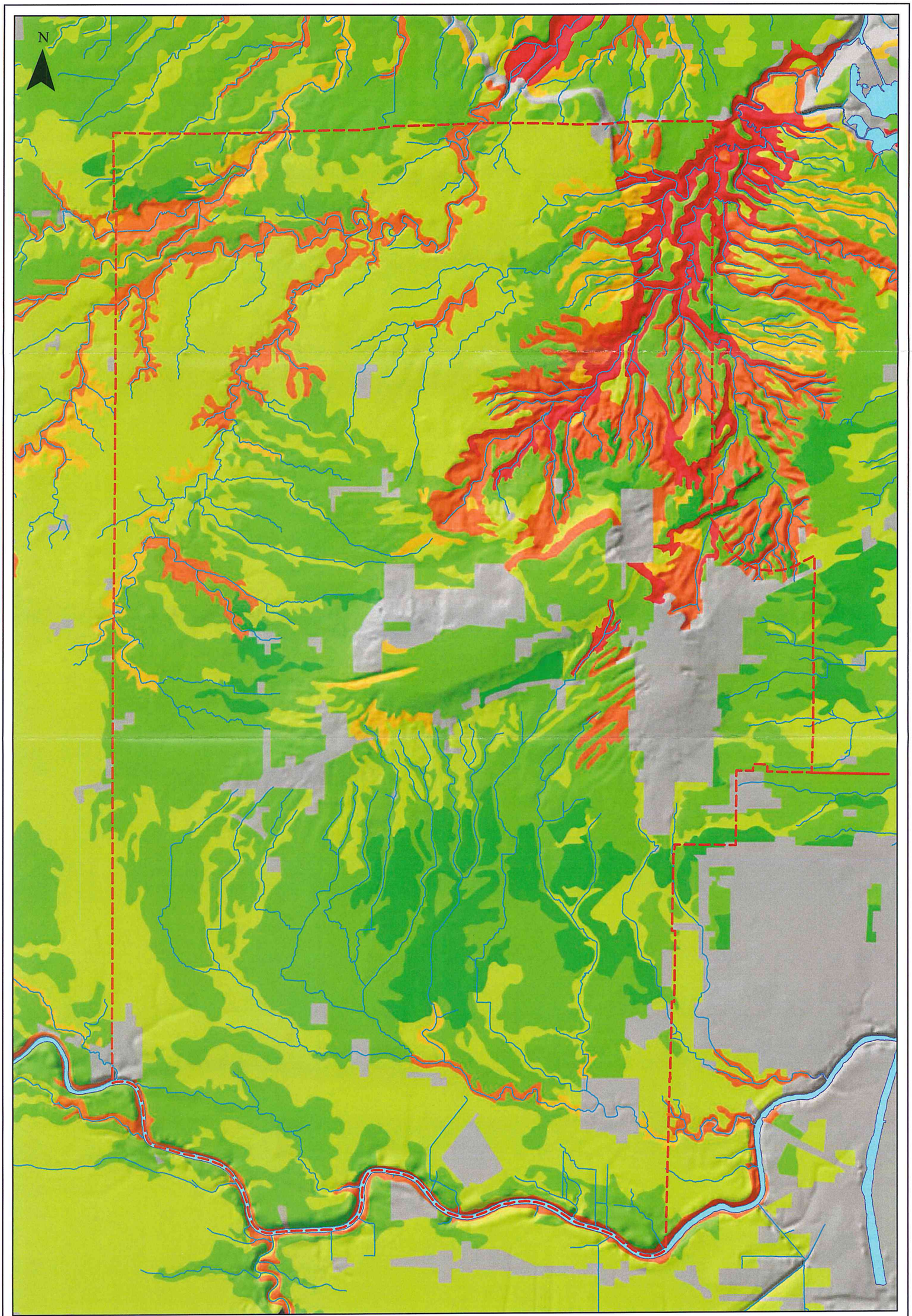

LEGEND

- Pelham Municipal Boundary
- Watercourse
- Not Applicable
- Class 1- No significant limitations in use for Crops
- Class 2 - moderate limitations on use for crops
- Class 3 - moderately severe limitations on use for crops
- Class 4 - Severe limitations on use for crops
- Class 5 - Very severe limitations preclude annual cultivation
- Class 6 - Natural grazing only

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Ontario Geological Survey
Ministry of Northern Development and Mines
Queen's Printer for Ontario, 2003

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SCALE

ASI PROJECT NO.: 11SP-28
DATE: AUG 15, 2011

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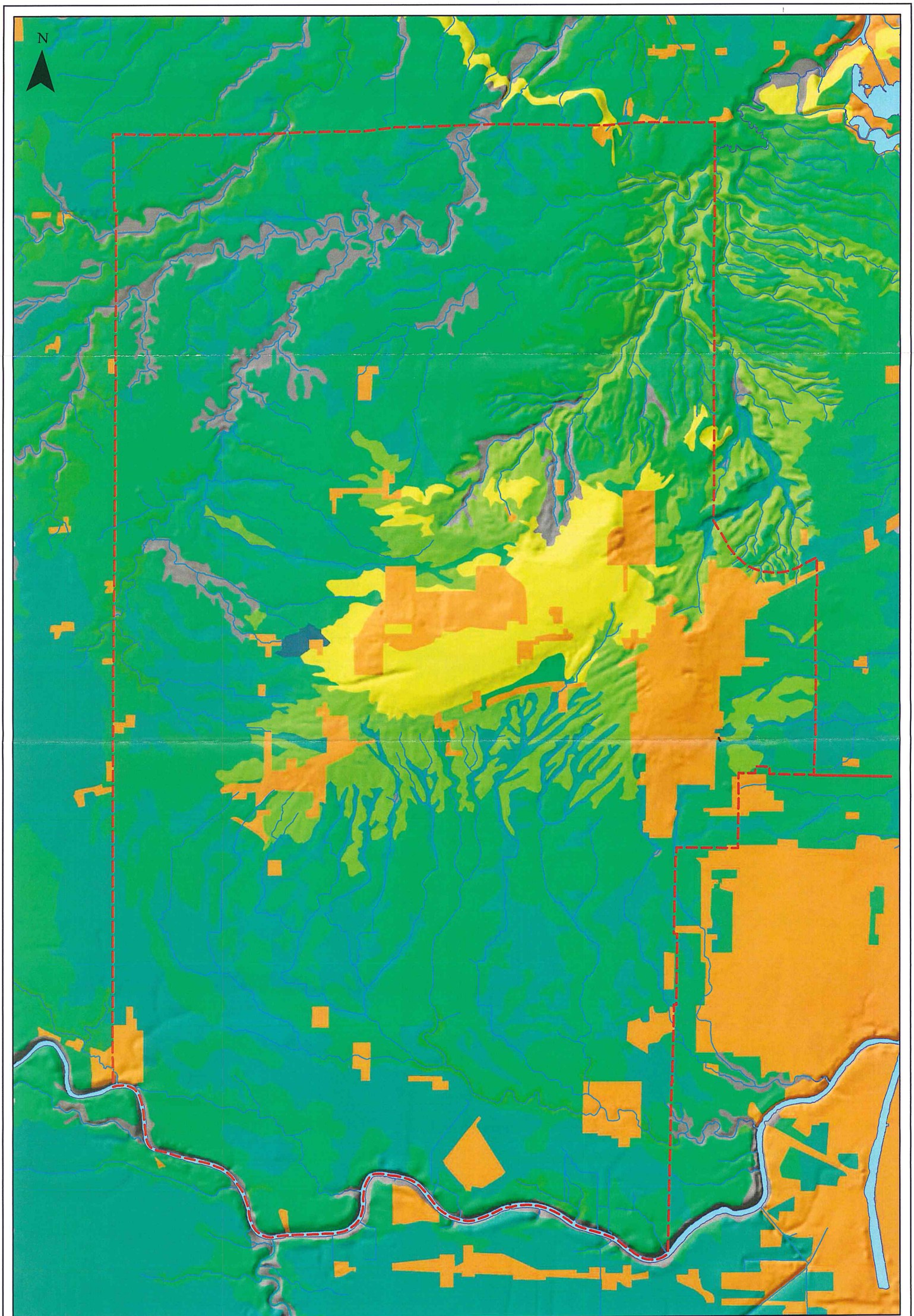

LEGEND

- Pelham Municipal Boundary
- Watercourse
- Variable
- Rapidly
- Well
- Moderately Well
- Imperfectly
- Poorly
- Very Poorly
- Not Applicable

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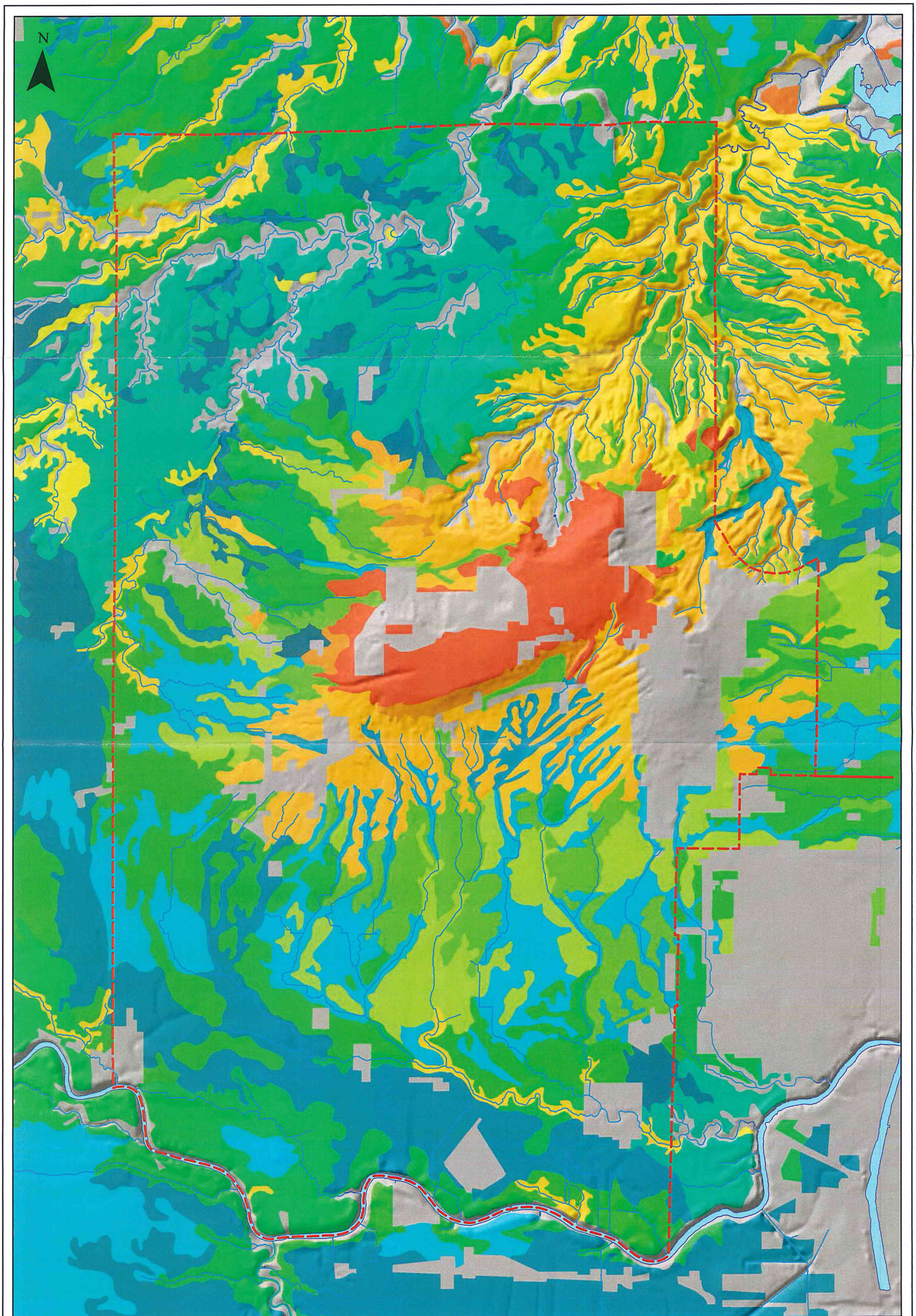

LEGEND

- coarse sandy loam / Rapidly
- medium to moderately fine loam / Rapidly
- moderately coarse sandy loam / Rapidly
- medium to moderately fine loam / Well
- moderately coarse sandy loam / Well
- fine sandy loam / Well
- silt loam / Well
- silty clay loam / Moderately Well
- clay loam / Moderately Well
- silty clay / Moderately Well
- medium to moderately fine loam / Imperfectly
- fine sandy loam / Imperfectly
- silt loam / Imperfectly
- silty clay loam / Imperfectly
- clay loam / Imperfectly
- silty clay / Imperfectly
- medium to moderately fine loam / Poorly
- fine sandy loam / Poorly
- silt loam / Poorly
- silty clay loam / Poorly
- clay / Poorly
- organic / Very Poorly
- Not Applicable

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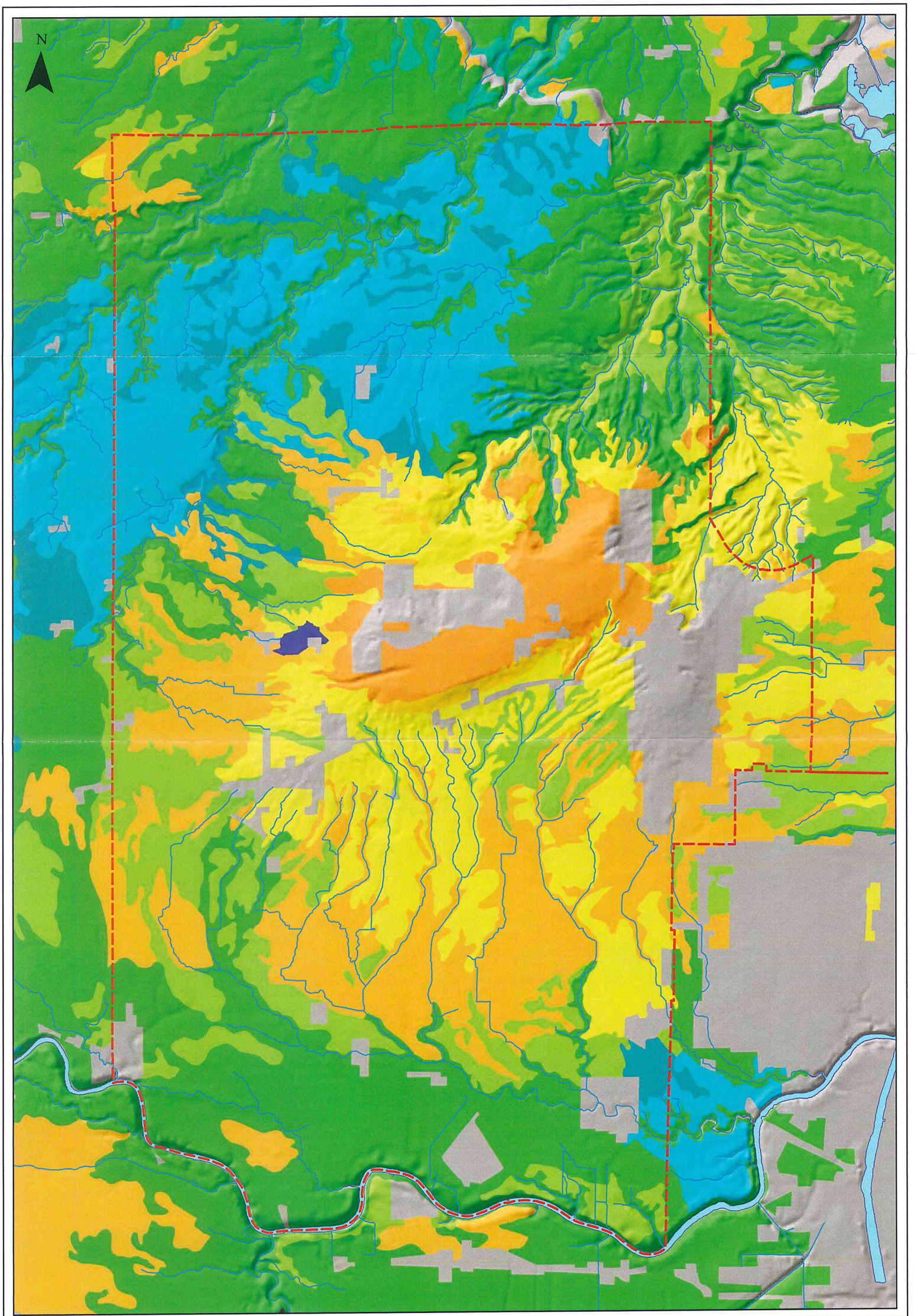

LEGEND

Pelham Municipal Boundary

Watercourse

SOIL TEXTURE

- coarse sandy loam
- medium to moderately fine loam
- moderately coarse sandy loam
- fine sandy loam
- silt loam
- silty clay loam
- clay loam
- silty clay
- clay
- organic
- Not Applicable

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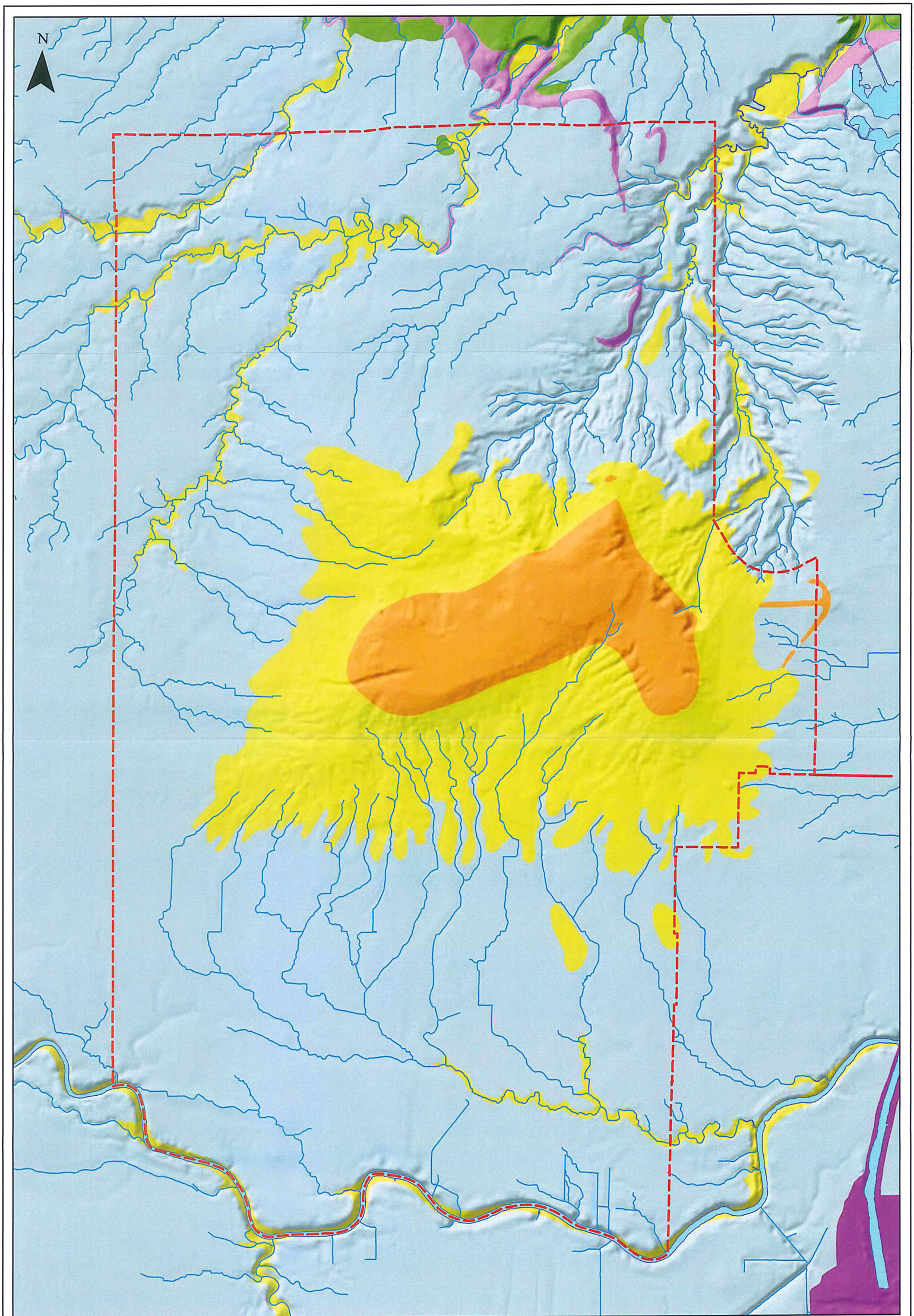

LEGEND

Pelham Municipal Boundary

Watercourse

Material

Paleozoic Bedrock

sand

clay

diamicton

fill

gravel

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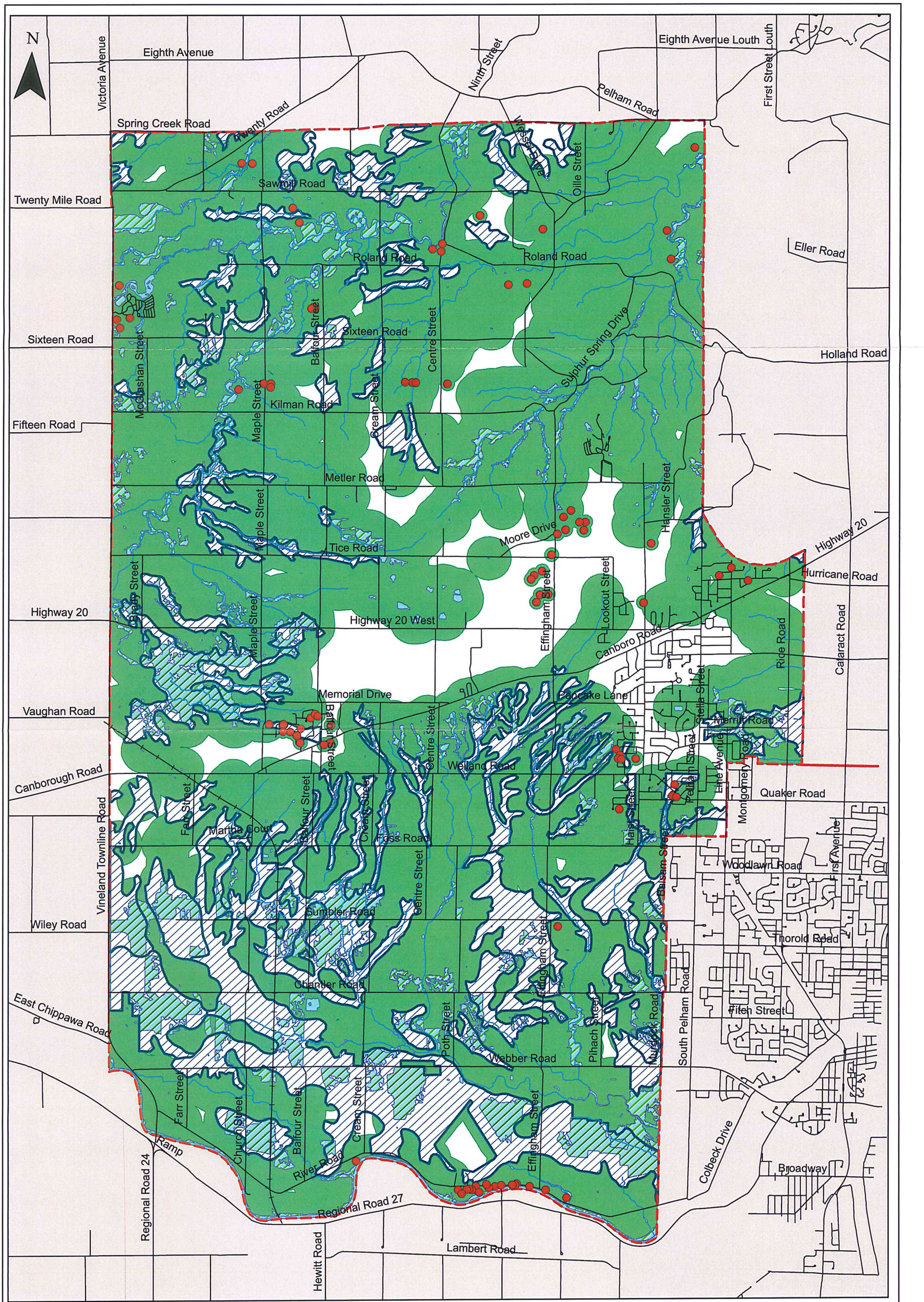

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BASE:
TOWN OF PELHAM
2011

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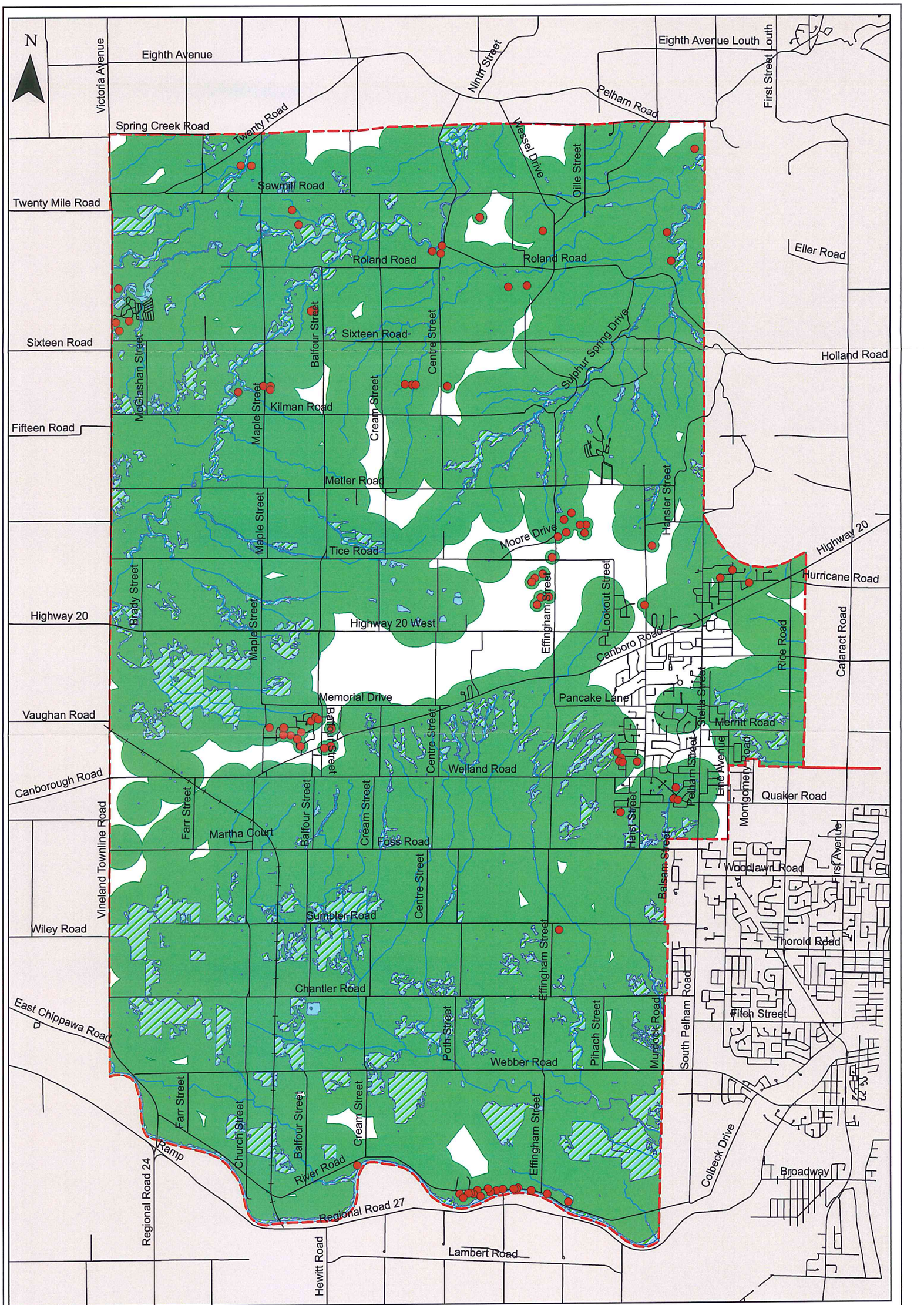
N
Eighth Avenue
Victoria Avenue
Spring Creek Road
Twenty Road
Ninth Street
Pelham Road
Eighth Avenue Louth
First Street Louth
Wessel Drive
Ille Street
Twenty Mile Road
Sawmill Road
Roland Road
Roland Road
Eller Road
Sixteen Road
Balfour Street
Sixteen Road
Centre Street
Sulphur Spring Drive
Holland Road
McGlashan Street
Maple Street
Kilman Road
Cream Street
Fifteen Road
Metler Road
Hansler Street
Maple Street
Moore Drive
Highway 20
Tice Road
Hurricane Road
Brady Street
Effingham Street
Lookout Street
Highway 20
Maple Street
Highway 20 West
Canboro Road
Ridge Road
Cataract Road
Memorial Drive
Pancake Lane
Vaughan Road
Rolls Street
Centre Street
Stella Street
Merritt Road
Welland Road
Pelham Street
Line Avenue
Montgomery Road
Canborough Road
Farr Street
Balfour Street
Cream Street
Quaker Road
Martha Court
Foss Road
Hare Street
Vineland Townline Road
Centre Street
Balsam Street
First Avenue
Woodlawn Road
Sumbler Road
Wiley Road
Thorold Road
Effingham Street
Chantler Road
South Pelham Road
East Chippawa Road
Poth Street
Pihach Street
Murdock Road
Fifth Street
Webber Road
Farr Street
Church Street
Balfour Street
Cream Street
Effingham Street
Colbeck Drive
Ramp
River Road
Broadway
Regional Road 24
Regional Road 27
Hewitt Road
Lambert Road
LEGEND
Pre-contact Archaeological Site
Roadway
Watercourse
Waterbodies
Pre-contact Potential
Railway
Wetland
Pelham Municipal Boundary
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TOWN OF PELHAM
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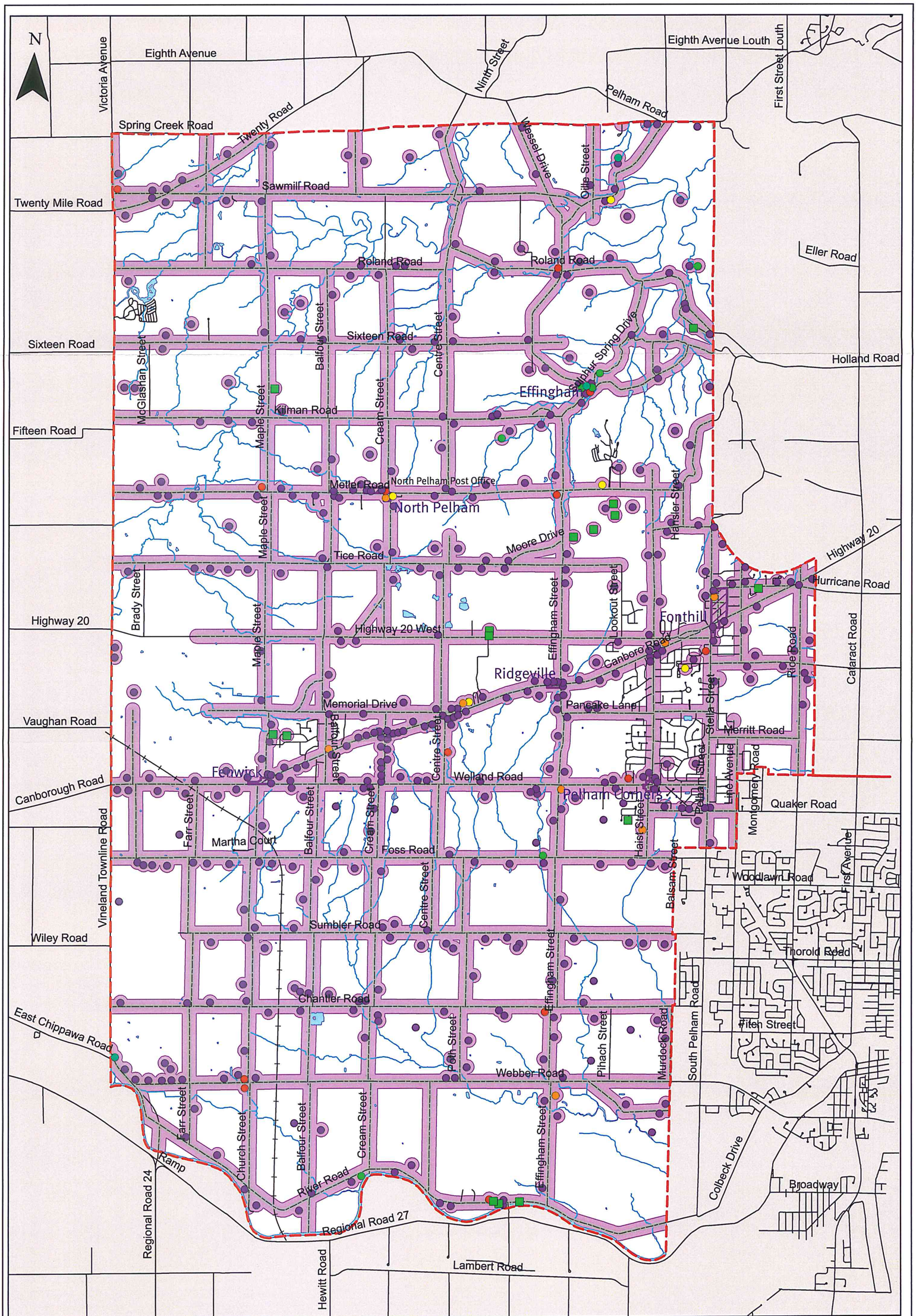

LEGEND

Historical Structure

- Cemetery
- Church
- House
- Mill
- Post Office
- School House
- Blacksmith shop
- Historical Archaeological Site
- Historical Roadway
- Historical Settlement
- Historical Potential
- Roadway
- Railway
- Pelham Municipal Boundary

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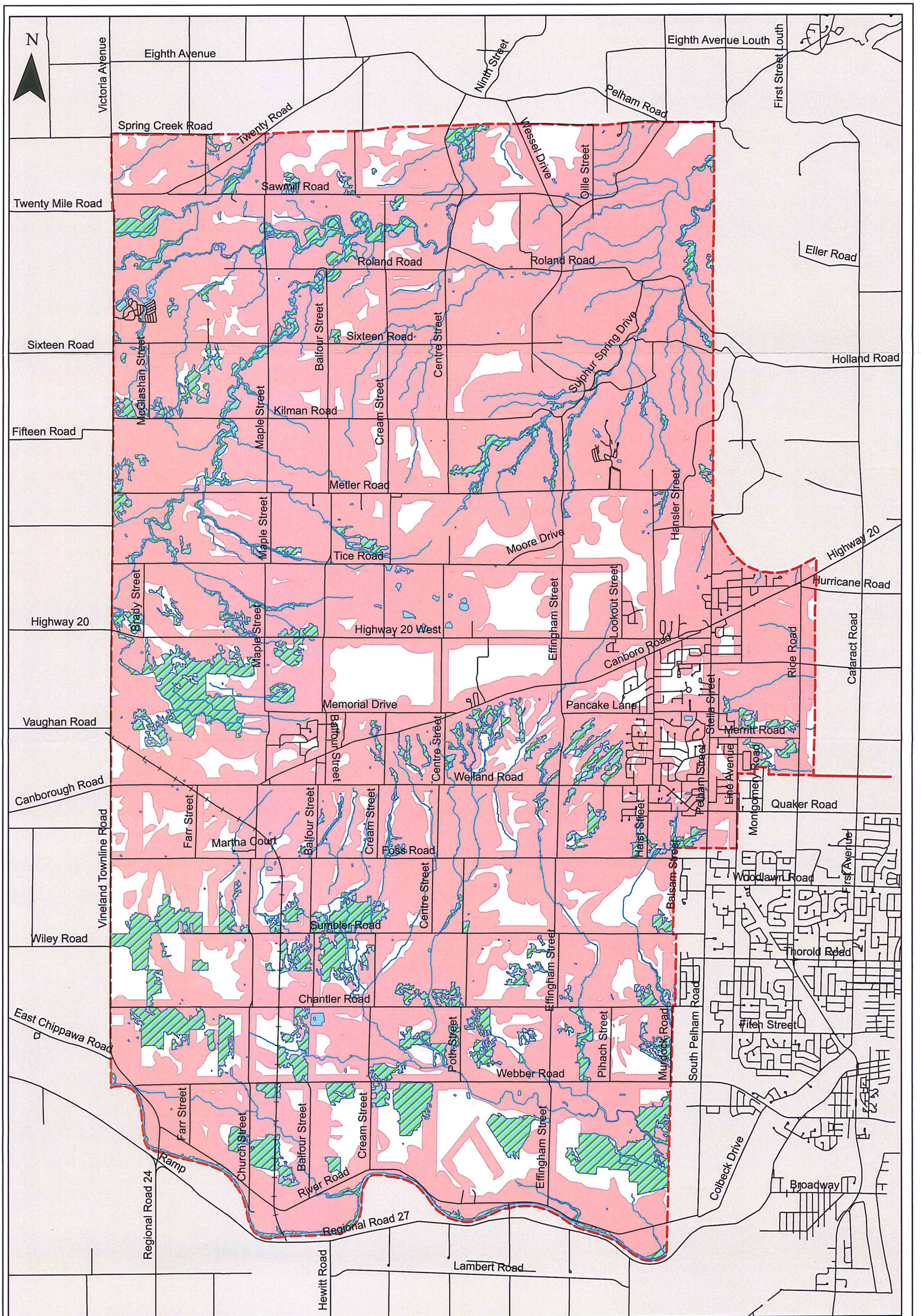

LEGEND

- Composite Archaeological Potential
- Roadway
- Railway
- Watercourse
- Wetland
- Waterbodies
- Pelham Municipal Boundary

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