



HERITAGE CONSERVATION DISTRICT PLAN

Village of Bayfield

HERITAGE ANALYSIS REPORT

January 29, 2024

ERA

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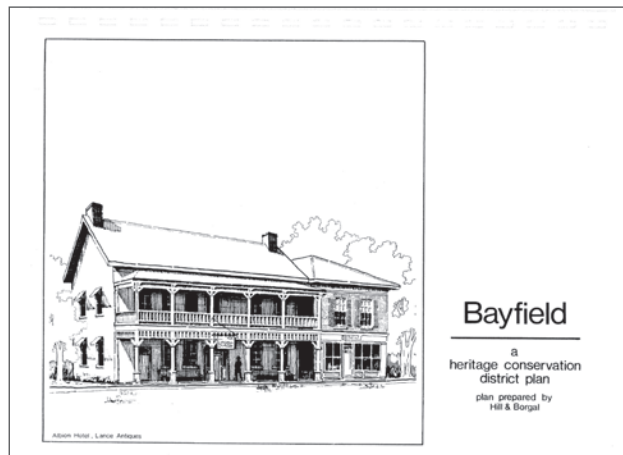
Project # 23-166-01

Prepared by GS / SH / CB / BN

1. Front Cover Image: Caption

EXECUTIVE SUMMARY

The Bayfield Heritage Conservation District (“HCD”) was adopted in 1983 (By-law 182-1982), protecting 31 properties under Part V of the Ontario Heritage Act (“OHA”). Following the enactment of the OHA in 1975, the study and implementation of the Bayfield HCD represents an early commitment to conserve and protect the Village’s unique identity. Changes to the OHA (2005; 2023), as well as an updated Bayfield Secondary Plan (2023) require that the Bayfield HCD be updated to align and comply with the current framework. Updates to the HCD will provide further clarity and defined guidelines to manage change and conserve the heritage value and attributes of the District. Further, this project will establish an updated policy framework that meets the provincially legislated requirements for heritage conservation districts and works effectively within the municipal and regional contexts.



2. Cover page of the 1983 Village of Bayfield Heritage Conservation District Plan.

This Heritage Analysis Report (“HAR”) marks the culmination of the first phase of the Bayfield HCD Plan update. The initial phase has included a study of the existing properties within the HCD, alongside an evaluation of the excluded properties along Bayfield Main Street North. The first phase has examined those properties which opted out of the HCD, as well as a potential expansion of the district boundaries to include properties on the following abutting streets: Bayfield Terrace, Anne Street, and Colina Street. A future outcome of this preliminary built-form analysis will be the development of a rubric for evaluating individual properties to determine if they merit inclusion in the updated HCD as contributing or non-contributing properties. Ultimately, this will support the finalization of the district boundaries and identification of contributing and non-contributing properties in the new Bayfield HCD.

The HAR study has been driven by an understanding of Bayfield’s heritage fabric and varied architectural styles, and a broader analysis of patterns of development, morphologies of settlement as connected to overlapping eras of change, and how the residential heritage character relates to and reinforces the commercial thoroughfare and historic streetscape of Bayfield Main Street North. An analysis of the landform topography of the Village of Bayfield has provided insight into the natural topography and informed an understanding of the Indigenous relationship to the land, as well as the development of the mature streetscape that contributes to the overall character of the district. This analysis also considers the seasonal ebb and flow of tourism throughout Bayfield, particularly as it relates to the marina, Lake Huron, and Bayfield River.

A key driver for this project is engagement with the community – residents, community groups, businesses, elected officials, municipal staff, the steering committee, and other key stakeholders that contribute to and best understand the heritage character of the Village of Bayfield. An initial open house, hosted on November 4th, 2023, gave the consultant team and municipal committee an opportunity to engage with the public. This was followed by a presentation of the preliminary HAR findings to the project Steering Committee (Municipality of Bluewater Heritage Advisory Committee) on December 12th, 2023. This report considers the initial results of the public engagement session and the feedback from the municipal project committee and the Steering Committee.

Summary of Preliminary Findings & Recommendations

Findings

This Heritage Analysis Report conducted a study that identified four potential character areas to consider for inclusion in the updated Bayfield Heritage Conservation District:

1. Clan Gregor Square (Civic Centre);
2. Bayfield Main Street North (“Main Street,” commercial corridor);
3. Transitional Zone (north end of Bayfield Main Street North, centred on the intersection of Colina and Elgin Streets); and
4. Village in a Forest (Bayfield Terrace).

This report examined available documentary evidence, as well as cursory field reviews, to identify the degree to which the properties within the four potential character areas are significant in either defining or supporting their character. Due to the lack of both extant heritage buildings and a consistent

architectural style, this report finds that the residential areas adjacent to the current HCD are more substantively characterized by their cohesive landscaped setting than their built form. Consequently, this report finds that the HCD boundaries should continue to focus on encapsulating the civic and commercial centre of Bayfield: Clan Gregor Square and Bayfield Main Street North from Clan Gregor Square to Bayfield Terrace.

Summary of Recommendations

This Heritage Analysis Report recommends that the Bayfield Heritage Conservation District Plan, in forthcoming stages, is revised to meet the requirements outlined in Part V of the Ontario Heritage Act; this includes:

1. An updated Statement of Objectives;
2. A Statement of Cultural Heritage Value;
3. An articulation of District and Character Area Attributes;
4. The identification of Contributing and non-Contributing Properties;
5. The creation of Policy Statements and Guidelines/Procedures; and,
6. A description of Minor Alterations that do not require a heritage permit.

The HCD boundary is to be expanded only to include those properties located between the existing properties designated under Part V of the Ontario Heritage Act, and not to expand into adjacent residential areas; which will be better protected through other policy tools.

Individual properties within the Study Area will first be identified as having potential cultural heritage significance using an evaluation rubric. Next, these properties will be evaluated using the provincial criteria in O.Reg. 9/06 for identification of cultural heritage value or interest.

Additional recommendations include:

1. Consultation and collaboration with Indigenous Rights-Holder Communities to identify areas of potential cultural heritage significance within the Bayfield HCD and Village as a whole; subsequently to determine the best practices and mechanisms to jointly celebrate, commemorate, and preserve these areas and elements of Indigenous cultural value;
2. Review current policy frameworks intended to protect mature tree canopy; consider comparable tree preservation by-laws to inform similar legislation within the Village of Bayfield; and,
3. Review current policy frameworks with zoning intended to protect residential heritage buildings through setbacks, lot coverage, and other requirements.

Next Steps

With the finalization of this Heritage Analysis Report, the first phase of the Bayfield HCD Study is complete.

Phase Two will focus on community consultation and engagement with stakeholders. Concurrently, individual property evaluation will be conducted to identify which properties are to be included as contributing or non-contributing properties in the Bayfield HCD, and others that will be recommended for individual designation under Part IV of the OHA.

Moving into Phase 3, the cumulative data from phases one and two will inform the preliminary drafting of the updated requisite components of the Bayfield HCD to bring it up to provincial standards under Part V of the OHA.



3. Bayfield Town Hall (constructed 1882).

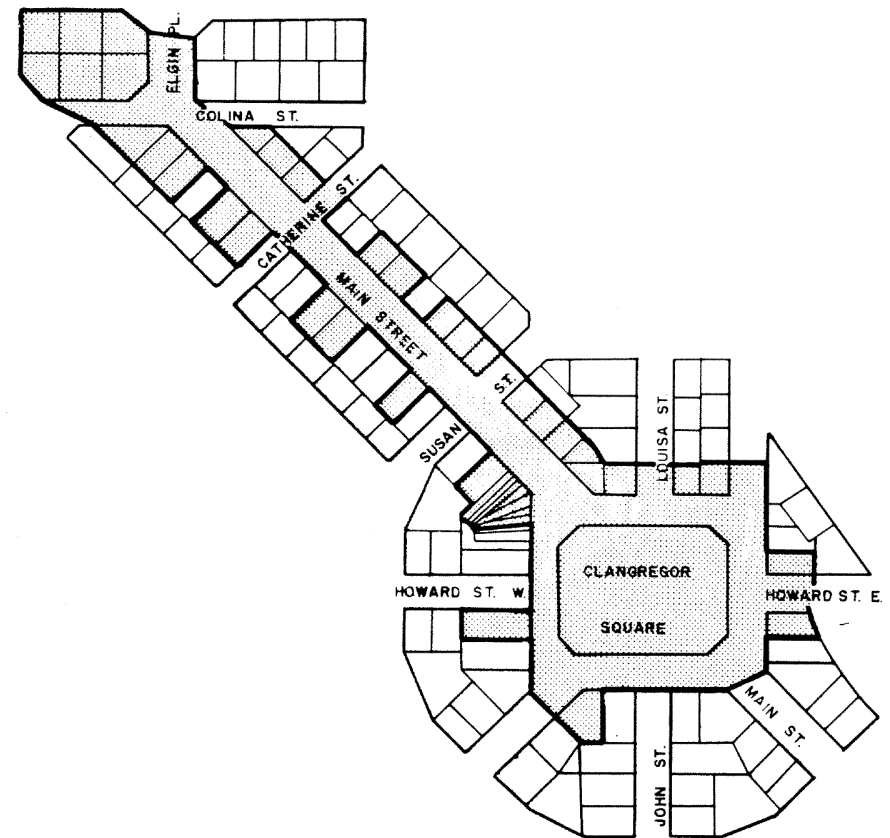
1 INTRODUCTION

1.1 Scope of Study

ERA Architects Inc. has been retained, alongside GSP Group, by the Municipality of Bluewater to review and update the existing Bayfield Heritage Conservation District (“HCD”) Plan, including its boundaries, guidelines, and policy framework, in accordance with updates (2005; 2023) to the Ontario Heritage Act (“OHA”), and the recently enacted Bayfield Secondary Plan (2023).

Following the implementation of the Ontario Heritage Act in 1975, the Municipality of Bluewater positioned itself at the forefront of identifying and preserving its intrinsic heritage character with the establishment of one of the first heritage conservation districts in the province. The Bayfield Heritage Conservation District was adopted in 1983 (By-law 182-1982), and sought to ensure that the heritage value of 31 identified properties along Bayfield Main Street North and around Clan Gregor Square was both celebrated and preserved under this new legislation. Focusing on its built environment, the existing Bayfield HCD demonstrated an early commitment to protect the integrity of its varied 19th century architecture and treescape, while accommodating compatible growth to establish a viable business district.

More broadly, Bluewater is known for its unique blend of marine and agricultural landscapes characterized by beautiful beaches and quaint villages. Due to Bluewater’s significant tourism industry, its population includes both permanent and seasonal residents. Within this context, the Bayfield HCD emphasizes the value of the community, its pioneering past, and its potential to preserve and enhance the streetscape. Overall, the HCD sought to reinforce the small village character of Bayfield; however, it also distinctly avoided the implementation of broad guidelines to effectively manage alterations, growth and change, focusing rather on the individual evaluation and collective contribution of select buildings in the district.



4. Existing Heritage Conservation District (shaded grey) as shown in the 1983 Plan.

In the Village of Bayfield, contemporary plans for intensification have been recently articulated in the updated Bayfield Secondary Plan (approved by the Municipality of Bluewater on February 6th, 2023). The Secondary Plan considers a variety of factors, with an overarching objective of driving policy changes in line with projected population growth and provincial intensification directives. Specifically, the Secondary Plan included a formal call to update the Bayfield HCD with the defined objective to “manage aesthetic change along Main Street North and Clan Gregor Square.”

Consequently, this report and the overall HCD study takes into account the recent municipal policy changes, while also engaging with other relevant local, regional, and provincial standards. In particular, the HCD requires changes to meet the policies legislated in Part V Ontario Heritage Act, as updated in 2005 and 2023.

1.2 HCD Phase One: Study Framework

The following Heritage Analysis Report considers a range of critical lines of inquiry intended to shape and refine the goals to be encapsulated in the revised Bayfield HCD.

Broadly, the analysis began with a critical review of the contents of the HCD itself, asking, among other key questions: what it contained, what may have been overlooked, what was intentionally omitted, and what is needed to bring the document up to legislative standards?

While honouring the spirit of the pioneering heritage conservation district, this report seeks to outline what can be added to the HCD to optimize its functionality, and how it may evolve to expand its policy directives and guidelines to mitigate and manage change more effectively over time.

At its most basic functionality, the current HCD designates a defined area through By-law 182-1982 under Part V of the Ontario Heritage Act, and is registered on title for each property located within the boundaries of the HCD. More generally, an HCD is distinct from individual heritage property designations under Part IV of the OHA, effectively comprising a sum that is greater than its parts. Consequently, an HCD, its boundaries, and the properties that contribute to the district must collectively represent and enhance an overarching identity that merits protection under Part V of the OHA.

Overall, the purpose of an HCD is to manage change within a District, in order to conserve an area’s cultural heritage value through a defined set of Objectives, as well as Policy Statements and Guidelines that are intended to achieve these Objectives. Therefore, the initial findings of this HAR with regards to potential properties for inclusion, as well as exclusion, must defensibly represent the cultural heritage value identity of the Bayfield HCD.

1.3 Client Contact

Municipality of Bluewater, 14 Mill Avenue, Zurich, Ontario N0M 2T0.

1.4 Study Area

The Study Area for this HAR consists of three nested geographic areas. The first area, which comprises the core study area, encompasses properties included or considered for inclusion in the 1983 HCD. Within this area are all properties that front Clan Gregor Square, all properties along the east and west sides of Bayfield Main Street North, as well as Century House (34 Bayfield Terrace).

A second area of analysis includes those properties proposed by the Municipality of Bluewater for consideration in the updated HCD. This area expands upon



5. Map of properties within the existing Heritage Conservation District (dark red), those originally considered but excluded from the HCD (light red), and those recently recommended for study by the Municipality of Bluewater (light blue). Also shown is the “Old Bayfield” study area, outlined in a red dashed line.

the first by incorporating all properties along the north and south sides of Bayfield Terrace and Colina Street, as well as all properties along the east and west sides of Anne Street.

Our third and final area of analysis broadens the initial study area to include areas of Bayfield that witnessed significant development during the second half of the 19th and first half of the 20th centuries. We refer to this third geographic area as “Old Bayfield”, and it constitutes the maximum extent of our study area. Old Bayfield is bounded on the north by Bayfield River, on the east by Highway 21, on the south by Delevan, Charles, and Jane Streets, and on the west by Lake Huron.

1.5 Methodology

The consultant team has been tasked with considering the viability of an expansion of the 1983 HCD to include additional properties around Clan Gregor Square, along Bayfield Main Street North, and potentially along Anne Street, Colina Street, and Bayfield Terrace.

To begin this research, we cast a broad net to include an expanded “working” study area in order to analyze and articulate what the HCD represents within Bayfield. This has resulted in an understanding of the District as a sum that is greater than its parts, and provided the foundational interpretations of the HCD’s overarching values and attributes. In turn, these will be used to determine a rationale for which properties will be included, those that will be excluded, and the policy tools that are best suited to protect the built heritage in Bayfield.

Our methodological analysis has been supported by a desktop review of archival maps, primary and secondary sources, field reviews, as well as an initial public consultation Open House (November 4th, 2023).

1.6 Public Consultation

Public Open House: November 4th, 2023.

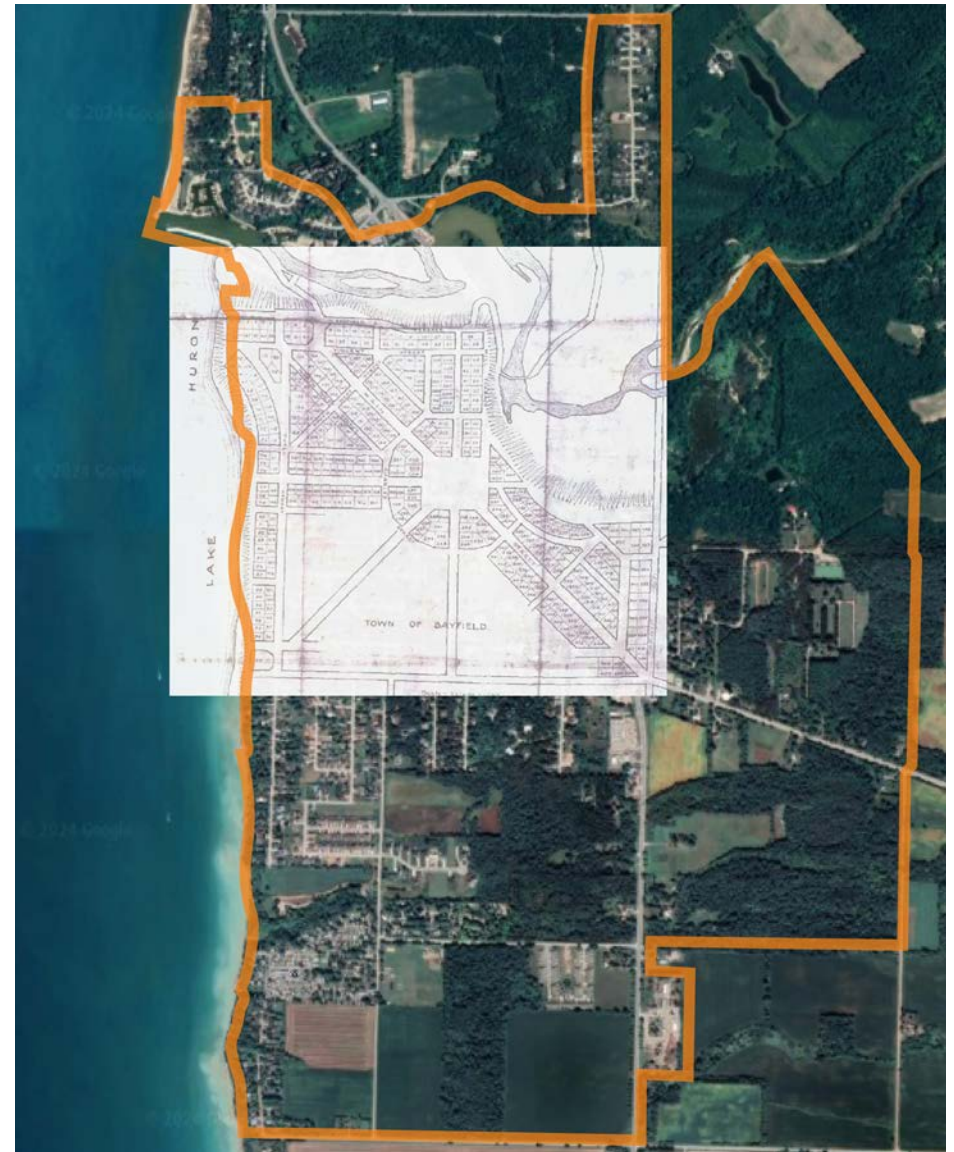
During this introductory public engagement session, the consultant team had several insightful conversations with local residents about how “Bayfielders” experience the Village, including their perceptions of what boundaries might constitute a delineation of “Old Bayfield,” and a sense of their community values about Bayfield as a whole. In turn, this feedback provided an initial sense of community priorities for what the HCD needs to achieve so that it may best serve the Village residents (both permanent and seasonal, as well as business owners). Our understanding of “Old Bayfield,” and the different component parts that comprise this area, have been informed through feedback from the public Open House.

Specifically, this community consultation session revealed several concerns, which largely pertained to the existing HCD’s ambiguity regarding alterations to current contributing properties and the heritage permit process, with an emphasis on the need to tighten guidelines to ensure a harmonious mix of business, development, and character retention across the District. Specific mention



6. The Village of Bayfield’s regional context within the Municipality of Bluewater and within Southwestern Ontario. Highway 21, which originates west of London, connects numerous communities along the eastern shore of Lake Huron, including Grand Bend, Bayfield, and Goderich.

was given to incorporating the additional properties along Main Street North that were excluded from the original HCD. The preservation of walkability, old cottages, and the physical and visual access to Pioneer Park were also mentioned.



7. The 1835 plan for the Town of Bayfield overlaid atop a present-day aerial photograph. The present extent of the Settlement Area of Bayfield is outlined in orange.

2 HISTORICAL DEVELOPMENT

2.1 Landform Context

From its location atop a broad plateau, the Village of Bayfield enjoys expansive views of Lake Huron and the Bayfield River valley. The post-glacial landscape of the eastern shores of Lake Huron has furnished fertile soils for mixed-deciduous forests and arable land, which have sustained millennia of human settlement. The bluffs along the eastern shore of Lake Huron and along the Bayfield River valley also provide Bayfield with some protection from breaking waves and a degree of isolation to build a harbour that facilitated an early and prosperous trade in agricultural and timber resources.

The Bayfield River itself cut a broad valley through the sedimentary geology of the landscape. This river valley, and its alluvial flats, profoundly influenced the development of human settlement in the region. As a spawning ground for fish, the river flats constituted an important Indigenous site for fishing and fish processing, and subsequently also for European settlers. In the 1840s, the river was dammed to provide reliable water power to a burgeoning mill complex located on the river flats, which powered the early economy in grain and timber processing.¹

¹ Forrest, Ben. "Preserving the Huron Tract." *Huron-Perth Boomers* (Spring 2020), pp. 10-13. Available at: <http://www.huronperthboomers.com/wp-content/HuronTract.pdf>



8. A recent aerial photograph of Bayfield showing its siting on the eastern shore of Lake Huron, south of the Bayfield River. Contour lines (5m intervals) have been added in yellow to show the presence of significant bluffs to the west and north of the village core. The generous tree canopy is also visible.

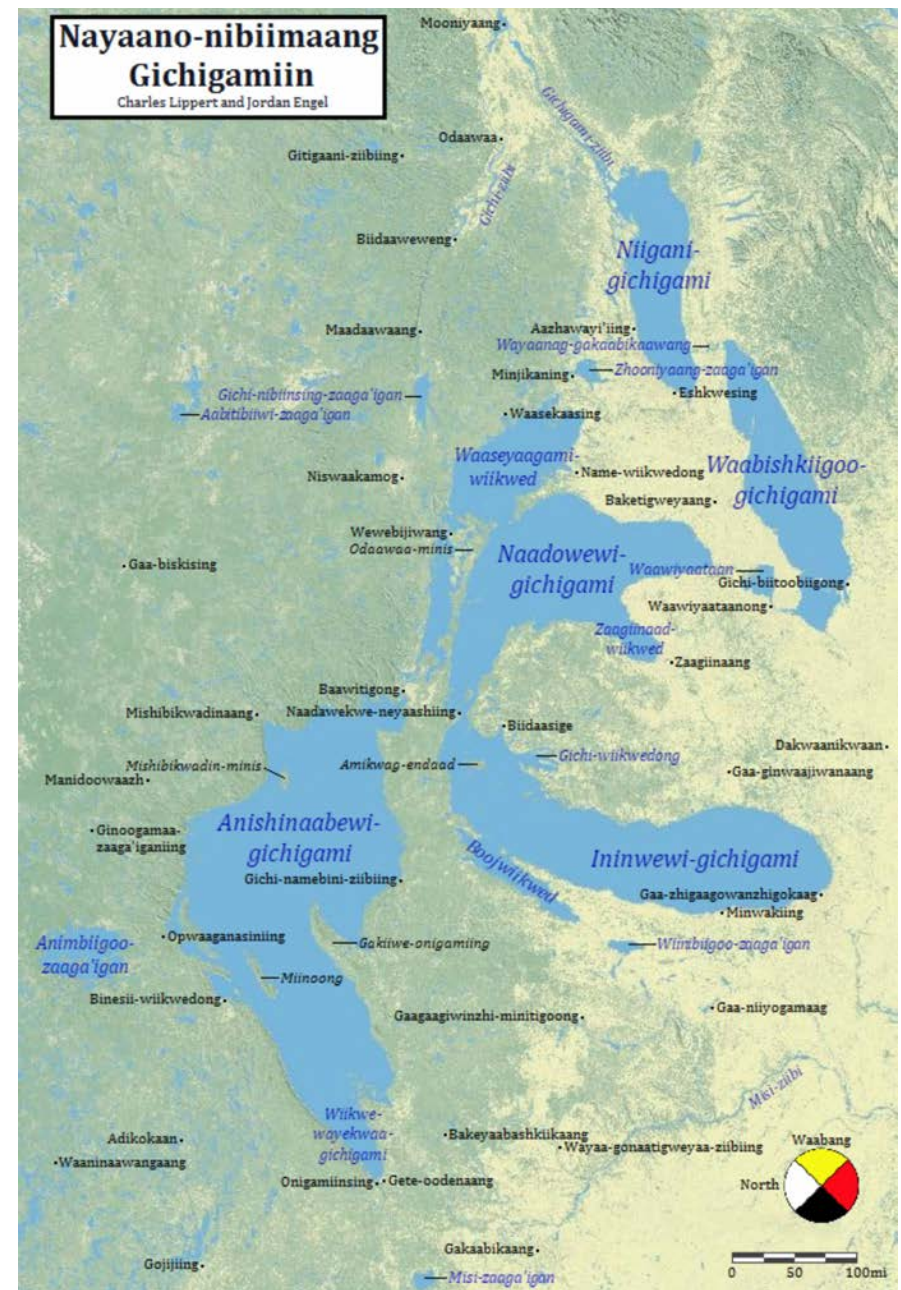
2.2 Indigenous Relationships to the Land

This section of the report was written from a non-Indigenous perspective, based on archaeological research and available written records. It does not claim to reflect or represent the entirety of the rich history of Indigenous Peoples in the area within and surrounding the land known as the Village of Bayfield.

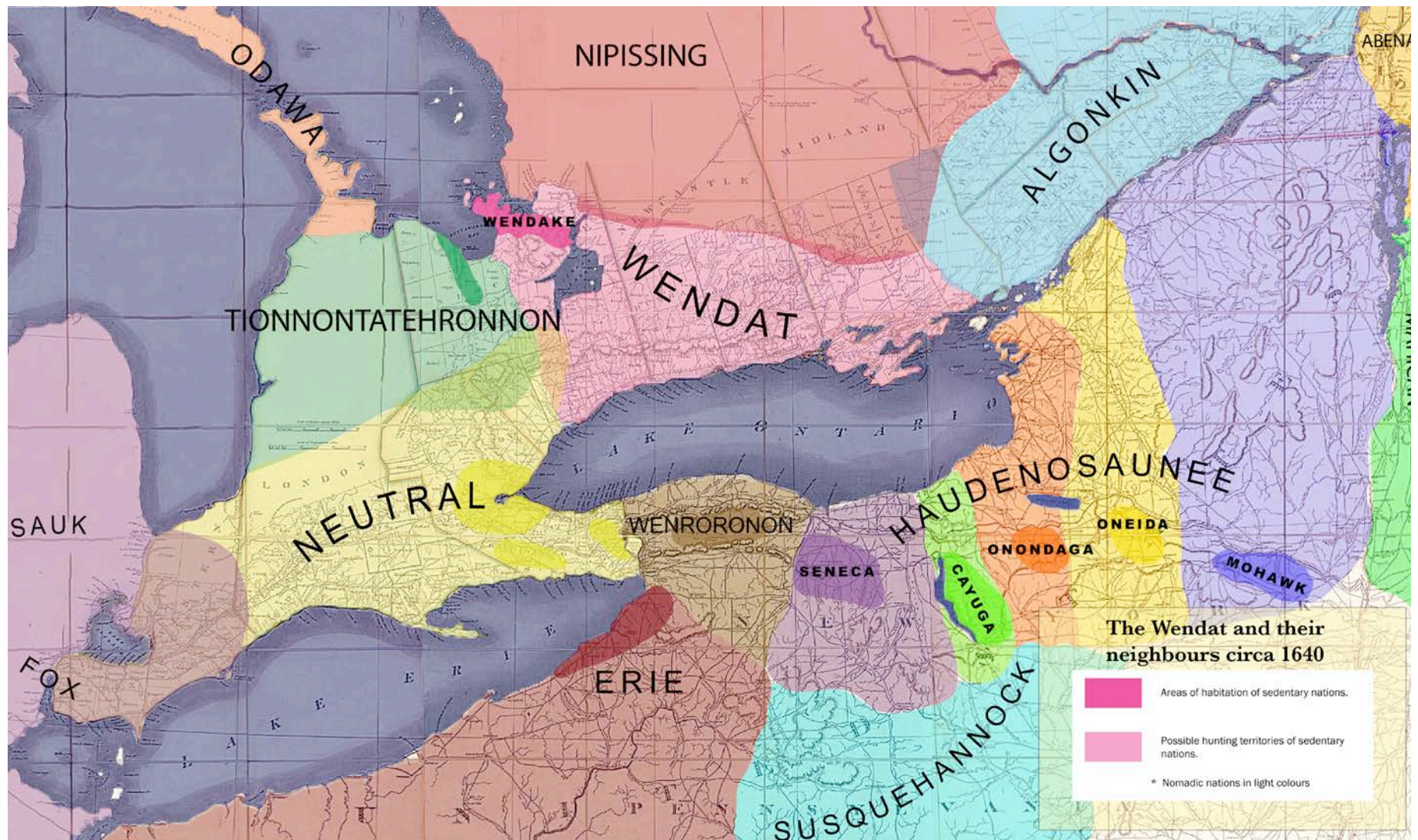
The Indigenous lands within which Bayfield is now located were associated with north-south travel routes that follow the eastern shore of Lake Huron, identified as “a “highway” of hunting, fishing, trade, and settlement from Sault Ste Marie to Detroit.”¹ Formally colonized by the British in 1825-1827, the so-called ‘Huron Tract’ lands of Treaty #29, include 2.2 million acres (now identified by the regional counties of Huron, Perth, Middlesex, and Lambton). This geographical area has been both populated and traversed by Indigenous peoples since time immemorial. Past and ongoing Indigenous relationships to this land are known through oral histories and practices that are encapsulated in recorded history and contemporary studies.

According to research conducted by Anishinabek Kettle and Stony Point Reserve member and scholar Jordan George, in collaboration with Bayfield Historical Society, the area now known as Huron County was much more than a casual hunting ground. As noted in the map (Fig. 9), the in Anishinaabemowin (Ojibwe) names for Lake Huron included Naadowewi-gichigami (Iroquois’ Sea), and/or Odaawaawi-gichigami (Odawa’s Sea), and/or Gichi-aazhoogami-gichigami (Great Crosswaters Sea).² The map on the following page (Fig. 13) illustrates that the Village of Bayfield can be found within Ojibway territory, situated to the north of the Chippewas of Kettle and Stony Point on the eastern shores of Lake Huron.

- 1 Scott Miller, “New Indigenous Research Project Underway in Huron County.”
- 2 <https://decolonialatlas.wordpress.com/2015/04/14/the-great-lakes-in-ojibwe-v2/>



9. Nayaano-nibiimaang Gichigamiin (The Great Lakes) in Anishinaabemowin (Ojibwe), by Charles Lippert and Jordan Engel (Decolonial Atlas).



10. Map of the Wendat and their neighbours, c.1640 (First Nations of Simcoe County).

Portions of the text in this section have been adapted from Jordan George's research for the "Where is here?" web page in collaboration with the Bayfield Historical Society.

Several Indigenous peoples have a relationship to this land, and are often divided into two major groups based on linguistic usage:

To the north were mainly Algonquian-speaking (Anishinaabemowin) people, while the Iroquoian-speaking groups (Seneca, Mohawk, Oneida, Huron, etc.) were based to the south and east. The Potawatomi Nation (perhaps what Champlain noted as the “Nation of Fire” or “Fire Nation”) were undoubtedly south of this area, likely located not far past the St. Clair River into Michigan. But the Potawatomi also lived among Anishinaabeg people settled all around the Lake Huron basin in “Three Fire” Anishinaabeg communities.

Indigenous populations and settlements have been present in this area over the course of at least a millennia and earlier, and the land comprising the Village of Bayfield and its surroundings has been and continues to be home to tens of thousands of First Nations people. Each Nation has an imbued cultural understanding of this specific land that can inform a deeper understanding of the place's cultural heritage value.¹

17th Century – Era of French Colonial Contact

A common narrative is that this area was dominated by the Attawandaron or “Neutral” people until they were either pushed out or assimilated into the Huron nation in the mid-1600s. The Huron population, in turn, was decimated by disease and by conflict with the Iroquois Confederacy during the Beaver Wars of 1648–1701. The Huron—also called Wendat—and a related group,

1 Jordan George, "Where is here?" Bayfield Historical Society, <https://www.bayfield-historical.ca/indigenous-history/where-is-here>

the Wendat, eventually moved west, after which Anishinaabe nations (Ojibwe, Potawatomi, and Odawa) moved into southwestern Ontario. In the Anishinaabeg tradition, the Sarnia area is called Aamjiwnaang and extends all around the southern end of Lake Huron, from the Blue Point (Plympton-Wyoming and southern Bosanquet townships) to near Windsor-Detroit and north into Michigan (Plain, The Plains of Aamjiwnaang). [According to George], although the “Neutral” Iroquois are not around this area anymore, their story is about much more than just simple extinction that left the land open for Ojibwe settlement and then land surrender... both Anishinaabe and Iroquoian people have fought over and also lived in peace on these lands, including Huron County, for at least a thousand years, and both Nations have been important players in the formation of British North America and the modern Canadian nation-state.²

2 Jordan George, "Where is here?," Bayfield Historical Society, <https://www.bayfield-historical.ca/indigenous-history/where-is-here>



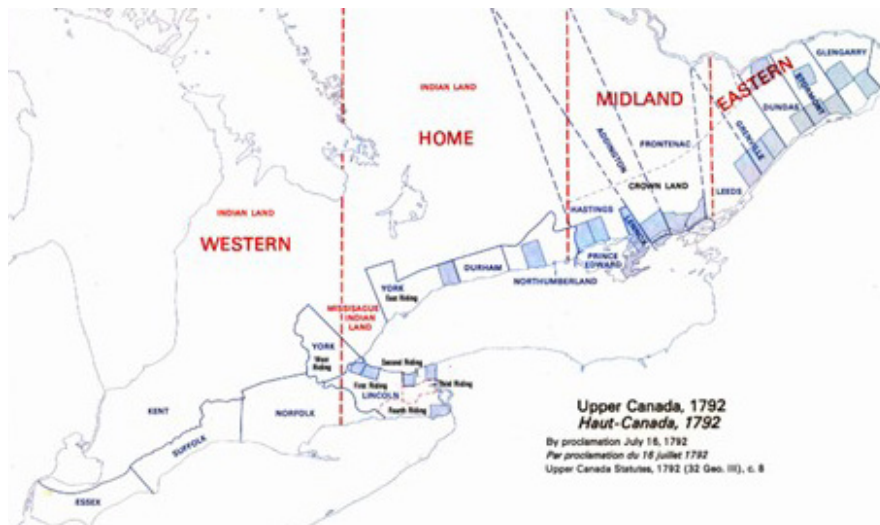
11. 1656 French colonial map with Indigenous names updated in blue labels by Bryan Strome, 2021 (Jordan George, “Where is Here?” Bayfield Historical Society).

It should be noted that the term, 'Neutral Confederacy,' or 'la Nation neutre,' is a 17th century French term applied by Samuel de Champlain and Jesuit missionaries, so described in 1615 because of the 'Neutral tribes' peace accord with the Five Nations and Huron-Wendat. To the Huron-Wendat, the 'Neutral Nation' was known as the Attiwandaron (Attiwandaronk, Attawandaron), roughly translating to mean peoples of a slightly different language or 'awry' speech.¹

18th-19th Centuries: British Colonial Contact and its Early Land Divisions in Upper Canada

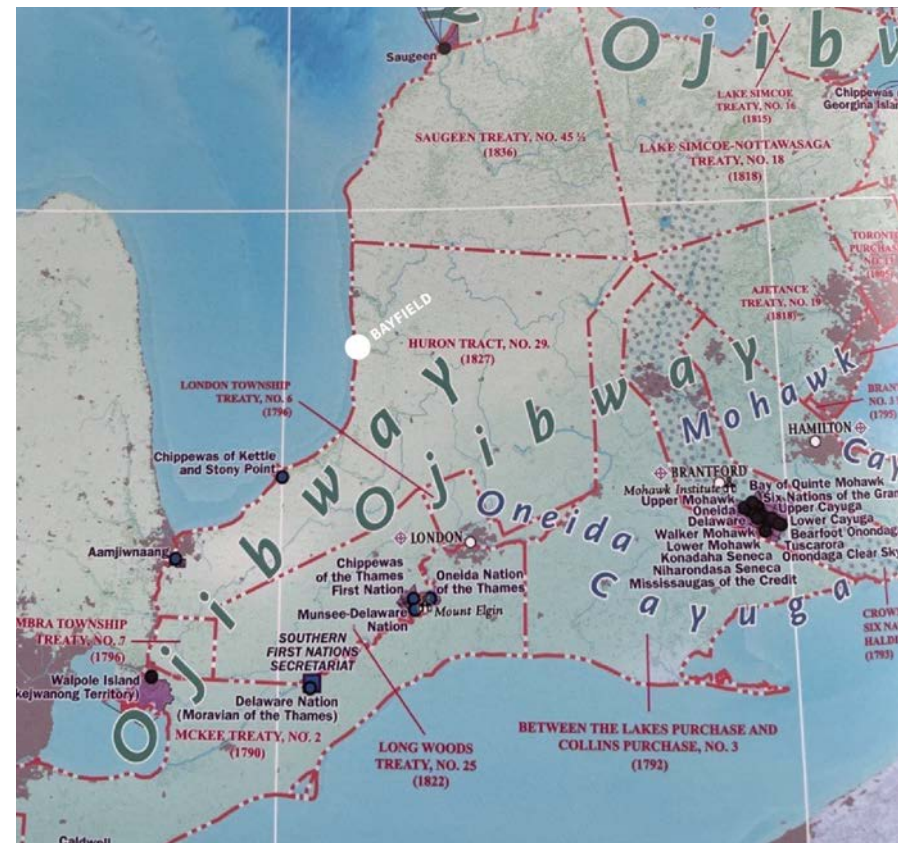
In 1788, the government of the province of Quebec and its successors, Upper Canada, Province of Canada, and Ontario, began creating districts

¹ William C. Noble and Michelle Filice, "The Neutral Confederacy," The Canadian Encyclopedia, <https://www.thecanadianencyclopedia.ca/en/article/neutral>



12. Early Districts & Counties, Upper Canada 1792 (The Changing Shape of Ontario, <https://www.archives.gov.on.ca/en/maps/ontario-districts.aspx>).

and counties to serve administrative needs at the local level. The land now known as the Village of Bayfield was included in the Hesse District, renamed the 'Western' District in 1792, coinciding with Upper Canada's creation of the first counties; these were used for election, militia, and land registration purposes, as well as surveying and the creation of townships. The districts lasted until 1849; after which, county governments began to form to take



13. The location of Bayfield within the Huron Tract (also known as Treaty 29).

on the district judicial responsibilities.¹ Note that the County of Huron was established in 1835.

In 1824, John Galt founded the Canada Company. In 1826, the Canada Company purchased roughly 2.5 million acres (1 million hectares) of land for \$295,000; approximately half of this acreage lay in the lands that became part of the Huron Tract, then ceded in 'provisional' Treaty 27 ½.² On July 10th, 1827, the land cession was formalized in the Huron Tract agreement, also known as Treaty #29; 2.2 million acres on the eastern side of Lake Huron ceded to the British Crown for a part of the Anishinaabeg (Chippewa) Nation.³

For the Indigenous population, then primarily the Chippewa, disingenuous negotiations began in 1818 for the Crown to obtain land east of Lake Huron; ceding 99% of the communities' remaining lands, and designating four reserves: one along the south edge of St. Clair Township, one at Sarnia, and two on Lake Huron; Kettle and Stony Point, respectively.⁴

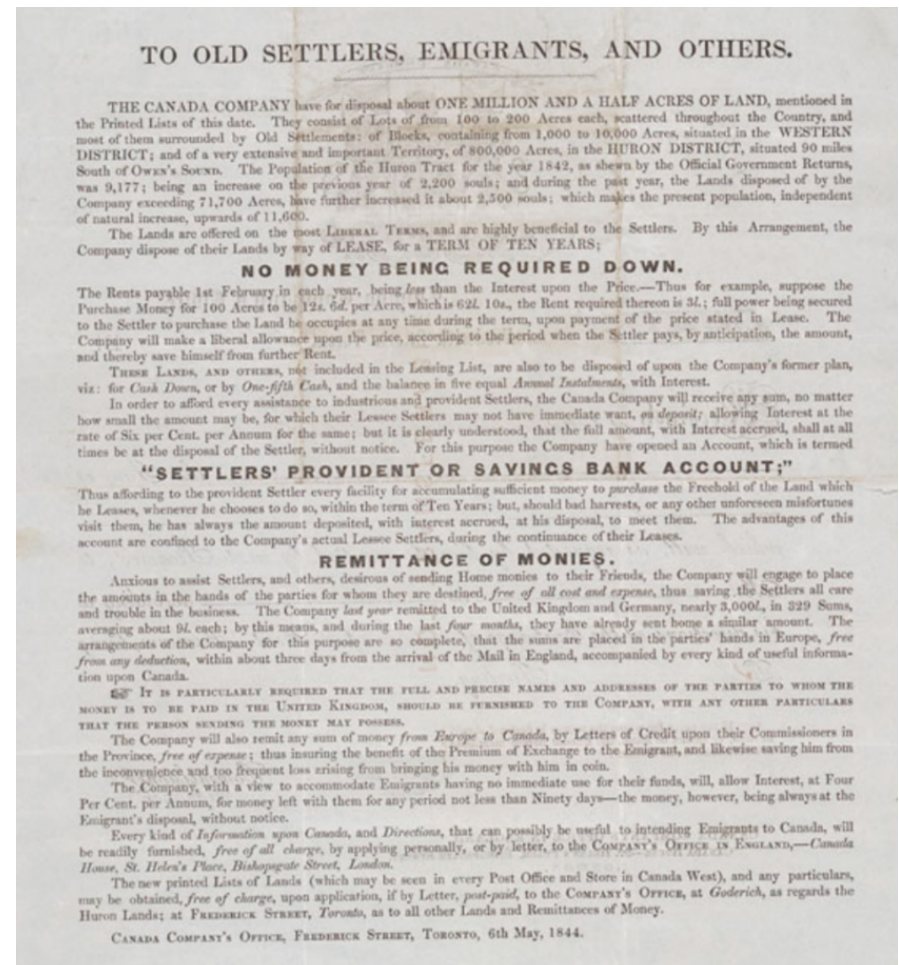
The Canada Company was required to spend one-third of the land's value on infrastructure; they assisted in the colonial migration of new settlers, bringing them to the area by means of a steamboat, which the company also owned. The company surveyed and subdivided the massive Huron Tract in accordance with colonial grid planning, building roads, mills, and schools and advertised lots for sale to buyers in Europe. Galt is credited with founding the towns of Galt and Goderich on the eastern coast of Lake Huron,

1 Early Districts and Counties, The Changing Shape of Ontario, <https://www.archives.gov.on.ca/en/maps/ontario-districts.aspx>

2 "Canada Company," Encyclopaedia Britannica, <https://www.britannica.com/topic/Canada-Company>

3 "Huron Tract Purchase: Treaty 29," <https://www.ontario.ca/page/map-ontario-treaties-and-reserves>

4 "Treaties & Huron County," Huron County Museum, <https://www.huroncountymuseum.ca/treaties-huron-county/>



14. Canada Company Advertisement to sell their land; much of this land was located in what became known as the 'Huron Tract' as created via Treaty #29.

and connecting them with each other and other interior settlements with an early road network. Goderich was intended to be the urban centre of the settlement of the Huron Tract.¹

It is to be noted that the Canada Company was widely criticized for mismanagement, incompetent bookkeeping, xenophobic treatment of immigrants, and close alliance with the Family Compact; all of which were contributing factors to the Upper Canada Rebellion of 1837.²

As such, the Village of Bayfield is “part of the lands surrendered as part of Treaty #29. It is essential to acknowledge that Anishinabek people still remain and govern themselves on their reserved and unceded lands at Kettle and Stony Point (Wiiwkwedong: Kikonong & Aazhoodenaang), Sarnia (Aamjiwnaang) First Nation, and Walpole Island (Bkejwanong). In addition to these Huron Tract Treaty signatories, the Village of Bayfield is located near the self-governing Chippewas of Saugeen Ojibway First Nation at Saugeen and Nawash, and the Chippewa-Munsee-Oneida First Nations located on and near the Thames River (Deshkan Ziibing).”³

Further engagement with each Nation will be essential to gain an understanding of place-making and Indigenous relationships to the land as part of what makes the Village of Bayfield, and the HCD therein, a cultural resource.

1 “Canada Company,” Encyclopaedia Britannica, <https://www.britannica.com/topic/Canada-Company>

2 “Canada Company,” Wikipedia https://en.wikipedia.org/wiki/Canada_Company

3 Quoted text adapted from the land acknowledgement written for the Pioneer Park Association (PPA) in the Village of Bayfield, in collaboration with a member of the Kettle and Stony Point First Nation and approved by the Bayfield Historical Society Board of Directors.

2.3 Brief Chronology of British Colonial Settlement

A brief chronology of Bayfield, from its initial survey through successive periods of growth, identifies some of the key events that have shaped the development of the village:

1818 – Lt. Henry Wolsey Bayfield surveys the eastern shore of Lake Huron, including the present site of Bayfield, with just one inexperienced assistant and two small boats.

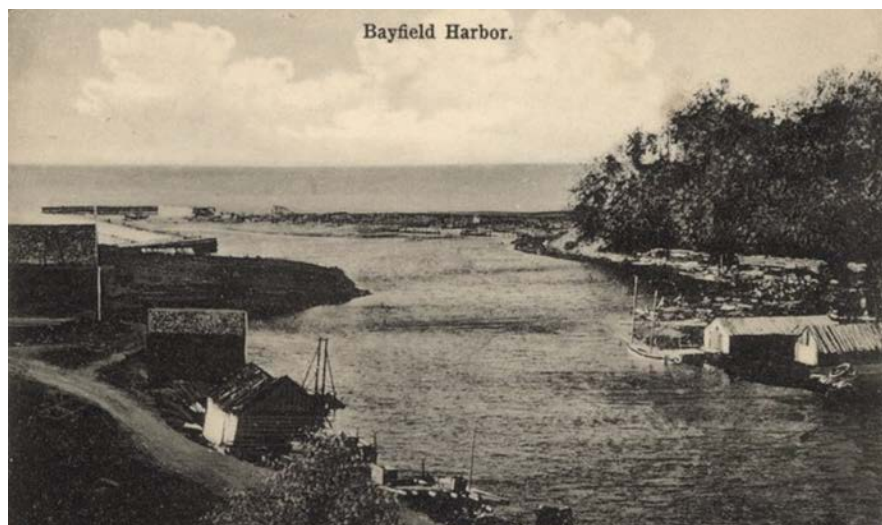
1827 – The “Huron Tract” (later known as Treaty 29) transferred 2.2 million acres of land (including the present site of Bayfield) from the Anishinaabe Peoples to the Crown; partial ownership to the Canada Company.

1828 – Admiral Bayfield returns to Lake Huron to survey the area for Dutch Nobleman Carol Wodewijk, Baron von Tuyll von Seroosten, who was granted land as a reward for services to the British Crown during the Napoleonic War. The Baron takes land north and south of what is now Bayfield River.

1838 – The Township of Bayfield is established to the south of Bayfield River, with the broad plateau above the bluffs deemed a good siting for a settlement. After Lt. Bayfield’s initial (1818-1819) and subsequent survey (1828), the settlement was oriented—physically and conceptually—toward the lake at the river’s mouth.

1840 – Huron County is established as a legislative territory (this is made official in 1841).

1850s – The milling industry in Bayfield experiences renewed growth brought about by the establishment of the Soo Locks at Sault St. Marie, which allowed large ships to enter Lake Superior for the first time.



16. Bayfield Harbour (c. 1900-1909). (Bayfield Historical Society)



15. Pioneer Park overlooking the bluffs. Pictured is the commemorative plaque dedicated to Lucy Woods Diehl and the Pioneer Park Association.

1850 – Huron County is amalgamated into a united legislature along with Bruce County and Perth County.

1851 – A land connection between Goderich and Buffalo is established by way of the Brantford and Buffalo Joint Stock Railroad Company, which was eventually bought out by the Grand Trunk Railway in 1869.

1860s – Bayfield is well established by this time as a popular port town and trading route between Detroit and Goderich.

1870s – A permanent harbour is established at Bayfield.

1876 – The Village of Bayfield is incorporated with a population of 846.

1882 – The Bayfield Town Hall is constructed near its present location (it was moved from the road allowance to its current location in the 1920s).

1927 – Highway 21 is constructed between Highway 3 and Highway 7. It is subsequently extended to Goderich in 1934, and to Owen Sound in 1935.

1945 – The Pioneer Park Association is organized by Lucy Woods Diehl to raise funds for the purchase of and protection of Pioneer Park.

1983 – Creation of the Bayfield Heritage Conservation District.

2001 – Bayfield merges with Hensall, Zurich, Stanley, and Hay to create the Municipality of Bluewater.

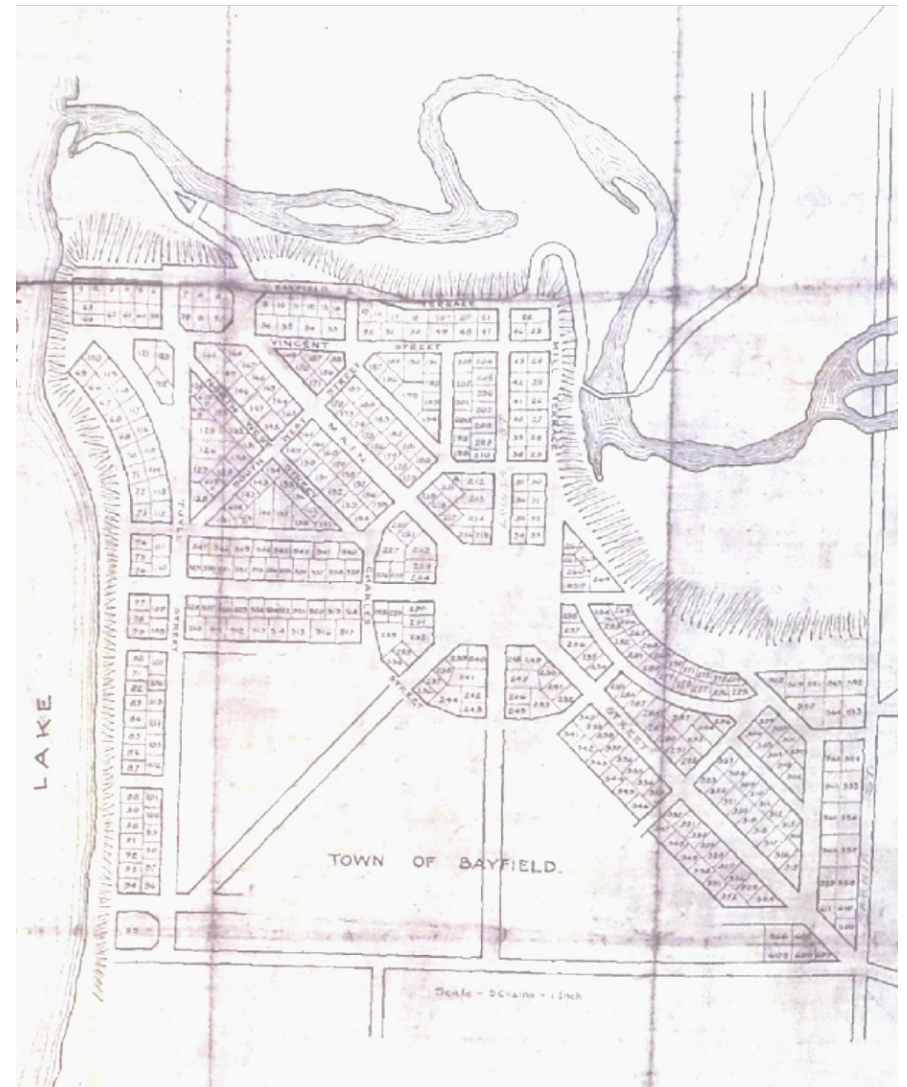
2.4 19th Century Village Development Summary

The Village of Bayfield has undergone several overlapping phases of historical development, largely driven by the evolution of its local economy. Bayfield's early grist and sawmills, especially the Thomson's Mill complex, established the port town as an important hub in the nascent, regional trade of agricultural and timber goods across Lake Superior, Lake Huron, and Lake Erie. The development of reliable overland connections to Clinton, Goderich, and London in the latter decades of the 19th century further solidified Bayfield's role as a key trading hub. As the agricultural and timber exports declined in the late 19th and early 20th centuries, the development of Highway 21 and concerted efforts by residents to preserve and enhance community amenities together established Bayfield as a destination for seasonal residents and tourists.

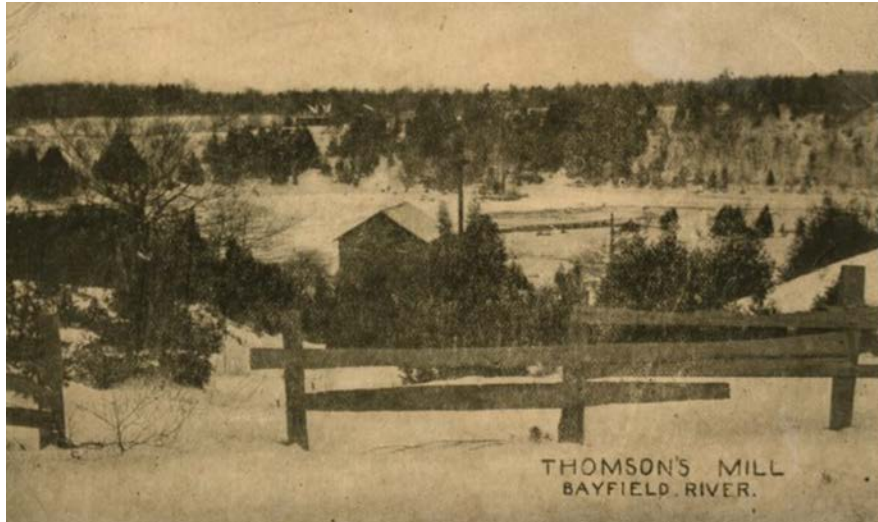
An Elusive Settlement

The 1835 *Original Plan for the Town of Bayfield* shows an ambitious layout of axial roads and a central town square. Yet, despite the ambition and completeness of the initial plan, throughout the first decades of its settlement, Bayfield remained a town of scattered development.

Bayfield's early settlers and industrial base relied heavily on the connectivity provided by the river and harbour to establish trade connections with other communities along the eastern shore of Lake Huron. The damming of the Bayfield River for reliable water power and the favourable harbour location at the mouth of the river influenced the nature and form of initial settlement; which began in the late 1830s and rapidly accelerated throughout the following decade. Structures along Bayfield Terrace were among the earliest constructed in the town and often contained shops, boarding rooms, and other services required by commercial passersby. A second-hand account from a 20th century resident remarks on the intensity of activity that this trade connection



17. The 1835 *Original Plan for the Town of Bayfield*.



19. Thomson's Mill on the Bayfield River Flats (c. 1907). (Bayfield Historical Society)



18. The Hut. The oldest extant structure in Bayfield (c. 1910). (Bayfield Historical Society)

generated within early Bayfield, but especially along what is now Bayfield Terrace, which connected the Thomson's Mill complex to the harbour:

As the land was cleared and the farms increased, Bayfield became the biggest grain port on the southern Huron shore. Warehouses lined the riverbanks, and mile-long lines of heavy-laden wagons waited their turn to unload onto the schooners tied at dockside. Taverns sprouted by the dozen, and homes for frontier magnates, clerks, doctors, black-smiths, and storekeepers marked a growing community. Half of them, filling the acreage of the plateau above the bluff, were made of mortised and tenoned logs. The wealthier owners built of new sawn lumber from the surrounding woods. The Baron's son came, bringing social graces.¹

One notable structure that survives from this period is locally known as the "Hut", and is located at 26 Bayfield Terrace. Constructed of cedar logs in 1836, the structure's early history is representative of the community amenities that developed along Bayfield Terrace in proximity to the harbour and the mill complex. Prior to becoming a private residence in the 1870s, the structure was used as the first school in Bayfield and as a meeting place for the congregation of the Anglican Church prior to the construction of the church itself. The property also served as an early Anglican cemetery, though graves were relocated upon the completion of the church. Note that significant alterations and additions have obscured the earliest portions of the building, and the presence of extant fabric from the 1830s is unknown at this phase of study.²

¹ Roddick, Robert H. *A Venture in Antiques: In 1950s Bayfield*. Bayfield Historical Society, 2022, pp. 53.

² Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 28.

Rambling Trade

Continued agricultural and timber trade along the eastern coast of Lake Huron, combined with the establishment of Goderich Road and London Road, enhanced the importance of overland connectivity with regional communities and served to push settlement in Bayfield farther inland. The historical northern gateways to Bayfield at Goderich and Mill Roads were augmented by an increasingly utilized southern entrance to the community along Bayfield Main Street South.

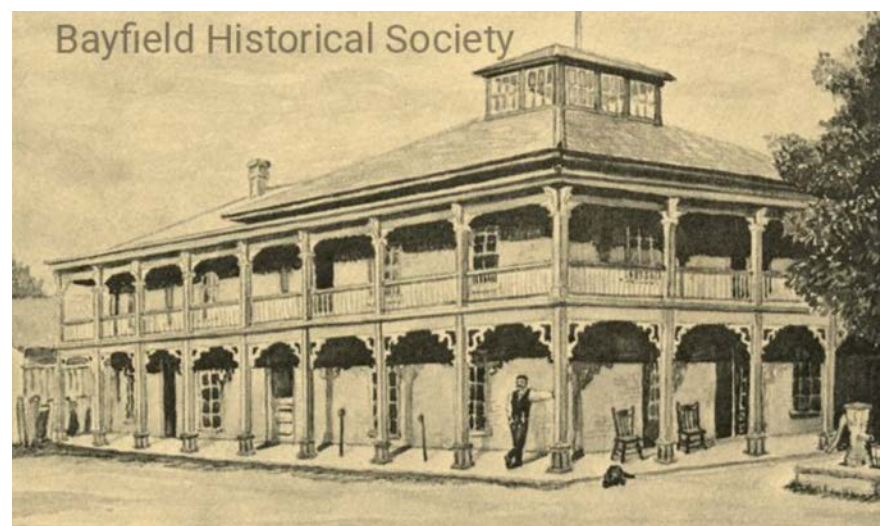
Despite the unfavourable economic impact of the Brantford and Buffalo Joint Stock Railroad Company railway bypassing Bayfield in favour of Goderich in 1851,¹ Bayfield remained an important hub for agricultural trade, and a lively mix of businesses emerged along Bayfield Main Street North.

A representative example of the numerous commercial establishments that were constructed along Main Street is the Little Inn. Located at 26 Bayfield Main Street North, the original hotel and store was constructed in 1847 but was consumed by fire in the 1850s. The inn was rebuilt within the original walls as the Commercial Hotel, but also functioned variously as a coach shop and post office throughout its storied existence.²

By the end of the 19th century, Bayfield had established strong regional connectivity with surrounding communities. An example of how this connectivity resulted in a prosperous exchange of goods and services is the construction of Jowett House (19 The Square), which was built in 1895 for the former reeve of Bayfield, James Burns. The construction of this buff brick, Italianate residence drew extensively from access to experienced regional

¹ Roddick, Robert H. *A Venture in Antiques: In 1950s Bayfield*. Bayfield Historical Society, 2022, pp. 54.

² Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 17.



20. An illustration of the Commercial Hotel as it may have appeared in 1902. Illustration (c. 1950). (Bayfield Historical Society)



21. West elevation of the Jowett House, 19 The Square. One of several substantial residential structures fronting The Square.

tradespeople located in the nearby towns of Zurich, Clinton, and Seaforth, as well as artisans in London.¹

2.5 20th & 21st Century Development Summary

Community Pioneering

Throughout the first half of the 20th century, Bayfield continued to benefit from increasingly reliable overland connections to its neighbouring communities. In 1851, when the Brantford and Buffalo railway bypassed Bayfield, it was marked an apparent setback to its resource economy; however, in doing so, the passing rail also helped to shape the identity of the village as an elusive getaway for seasonal residents and vacationers seeking refuge from larger towns and cities. This isolation rather came to be seen as a benefit to Bayfield's burgeoning leisure tourist industry.

Bayfield's continued growth and development during this period was driven, in part, by the seasonal ebb and flow of itinerant residents. The construction of two churches in the first half of the 20th century reveal the presence of growing congregations and the continued accumulation of significant civic institutions around or near Clan Gregor Square. St. Andrew's United Church (originally Standee's Presbyterian Church prior to amalgamation) was constructed fronting Clan Gregor Square in 1902. Built in a Gothic ecclesiastical style, the church was constructed atop a stone foundation sourced from the Bayfield River. Knox Presbyterian Church, located at 2 Bayfield Main Street North, and adjacent The Square, was constructed in 1931 in a modest scale and of red-brown brick.²

¹ Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 25.

² Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 6, 8.



23. The “New Bridge” across Bayfield River, built as part of the extension of Highway 21 from Grand Bend to Goderich (photographed c. 1950s). (Bayfield Historical Society)



22. A plaque commemorating the establishment of Pioneer Park through the fundraising efforts of the Pioneer Park Association.



25. The Bayfield Library at 18 Bayfield Main Street North. The library was constructed as a sympathetic addition to the existing Heritage Conservation District.



24. 52 Colina Street, known locally as the "Lighthouse". A residential structure representative of the eclectic and playful nature of architecture in the village.

The 1920s and 1930s also saw the continued sub-division and development of lakeshore properties along Tuyl Street, which is anchored by the Metcalf House (1904) and Pioneer Park at the north end. This development was spurred, in part, by the construction of Highway 21 in the 1930s, which brought reliable connectivity to Bayfield in all but the most extreme winter storms. The highway provided convenient access to the port towns along Lake Huron from the Highway 401 corridor to the south, bringing new economic growth through tourists and seasonal residents. Connecting the communities of Grand Bend, Bayfield, Goderich, and ultimately terminating in Owen Sound, the highway also reinforced regional connections, leading to the continued expansion of services along Bayfield Main Street North. Notable examples of such structures from this period include the Old Post Office (1923) and the Reconstructed Walnut Inn (c. 1950), which sits atop the site of the former Exchange Hotel that was consumed by fire in 1947.¹

The continued growth of Bayfield, alongside its growing popularity as a seasonal destination, resulted in increasing development pressures that were not always received favourably by residents.

One community response to this pressure was a concerted 'push back' on land use to preserve public access to green space and Lake Huron at the north-west corner of the Village. Specifically, the Pioneer Park Association was established in the 1940s for the purpose preserving one of the last remaining public beach access points at the westernmost end of Bayfield Terrace and Colina Streets. By fundraising \$2000, the Association was able to purchase several lots on Bayfield Terrace and Colina Streets from the J. H. Reid Estate. The name "Pioneer Park" was chosen to honour the first structure in Bayfield, which formerly stood on one of the acquired lots. The Association's Letters Patent provides the following mandate for the organization: "To promote the health and enjoyment of the people of the said village of Bayfield and vicinity

¹ Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 9, 18.

through owning, preserving, improving, and managing a park or parks open to the public without charge, and to undertake other projects for the welfare of the community.”¹

Eclectic Charm

The emergence of Bayfield as a destination for seasonal residents and vacationers resulted in considerable expansion of both war-time and post-war vernacular cottages. Examples of this typology within the Old Bayfield study area itself are relatively rare and are largely limited to residential replacements or infill. Conversely, the area bounded by Cameron Street to the south, Tuyl Street to the east, Blair Street to the west, and Dow Street to the north is largely characterized by this typology of modest one-storey, or one-and-a-half-storey, residential structures sited on generous lots.

This period also witnessed the construction of several eclectic structures within Old Bayfield. One notable example is the residential structure at 52 Colina Street, locally known as the “Lighthouse,” which was built in the 1980s as a playful interpretation of the lighthouse on Strawberry Island on Manitoulin Island. In contrast, the new Bayfield Public Library, which was completed in 2011, was built on Bayfield Main Street North as a sympathetic addition to the Heritage Conservation District within which it is located centrally.²

Community Preservation, 1980s to Present

The mid-century efforts directed at community organizing and preservation that resulted in the creation of Pioneer Park, were mirrored in the 1980s by a push to preserve the heritage attributes at the core of the village. After the enactment of the Ontario Heritage Act in 1975, Bayfield (through the

Municipality of Bluewater) became one of the first communities in Ontario to establish a Heritage Conservation District. The HCD Plan enshrined the eclectic nature of development within the village, stating that, “the character of the District is essentially its diversity in terms of building age, style and appearance, open space, vistas, signs and pedestrian amenity. No overriding theme style or period predominates.” The Heritage Conservation District Plan further remarks that the village “is at once charming, rambling and elusive,”³ alluding to the Village’s appeal as a seasonal getaway.

More recently, in 2020, a successful grassroots fundraising effort to preserve access to the Bayfield River Flats purchased 4.75 acres of land, including the ruins of the Thomson’s Mill complex. The purpose of this acquisition was to ensure both public access to the river, and a future siting of a new pedestrian walkway over Highway 21. The campaign to purchase the flats continues a legacy in Bayfield of community pioneering in matters of cultural heritage preservation.⁴

³ Hill & Borgal, Architects & Planners. *A Heritage Conservation District Plan*, 1983, pp. 40.

⁴ Forrest, Ben. “Preserving the Huron Tract.” *Huron-Perth Boomers* (Spring 2020), pp. 10-13. Available at: <http://www.huronperthboomers.com/wp-content/HuronTract.pdf>

¹ Woods, Lucy R. “History of the Pioneer Park Association.” *Pioneer Park Association* (n.d.). Available at: <https://pioneerpark.ca/history/>

² Jerome, Jodi. *Municipal Inventory of Cultural Heritage Properties*. Bluewater Heritage Committee, 2014, pp. 29, 15.



26. Bayfield River, c.1900-1901. (Bayfield Historical Society)

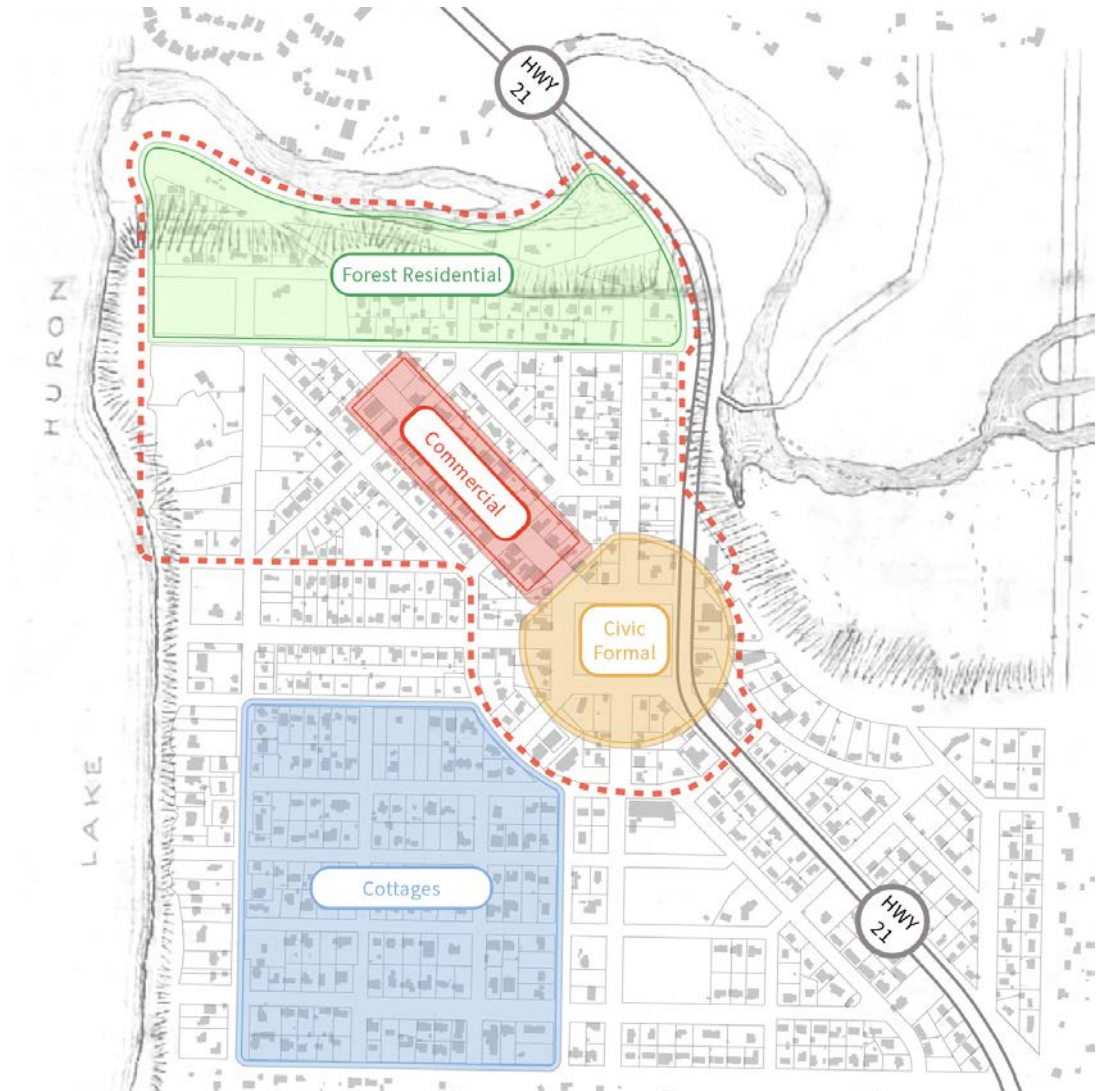
3 ASSESSMENT OF THE STUDY AREA

3.1 Village Structure

Several macro-scale structural elements and built-form typologies make significant contributions to the present character of the Village of Bayfield. Within and adjacent to the Old Bayfield study area, these include Highway 21, which constitutes the primary northern and southern gateway to the village, and four notable built-form typologies, which we identify here as: Forest Residential, Commercial, Civic Formal, and Cottages.

It should be noted that while these built-form typologies are present in notable concentrations in the geographic areas identified, these typologies are not exclusive to these areas. For example, while there are commercial structures on Main Street South, they do not assume the concentration of eclectic and historical forms as found on Main Street North. Similarly, while there are war-time and post-war vernacular cottages located throughout Bayfield, the area identified as “Cottages” contains this typology in particular concentration.

Finally, there are two areas of Old Bayfield that we have not included as significant contributing areas to this typological analysis. One pocket is the geographic area bounded by Victoria Place, Colina Street, Louisa Street, and Charles Street. The other is the triangle bounded by Tuyll Street, Delevan Street and Chiniquy Street. These areas undeniably contribute to the historic and eclectic charm of the village; however, we did not find a cohesive identity within these areas, nor sufficient extant heritage buildings to support their inclusion. We therefore do not consider them to be representative of a particular built-form typology or to constitute a particular character area.



27. Key structural elements of the Village of Bayfield.



3.2 Forest Residential

One of the first areas of Bayfield to see concentrated development was along an east-west axis running parallel to the Bayfield River and including Bayfield Terrace and Long Hill Road.

Now anchored by Pioneer Park and the mouth of Bayfield River at the western end, and by the river flats and the ruins of Thomson's Mill complex on the eastern end, the area's first structures have largely been replaced through subsequent redevelopment. Overall, this area remains characterized by large lots, modest residential structures of varying dates and vernacular styles, significant setbacks, and a generous tree canopy.

The present iteration of this area contains an eclectic mix of architectural styles. Few remnants remain of the early to mid-19th century concentration of development along this west-east thoroughfare. Some remnants of community structures hint at the early prominence of this area in Bayfield's nascent village development. This area also serves as the northern gateway to Bayfield, both through Highway 21 and through the southern banks of the Bayfield River.



28. 37 Bayfield Terrace demonstrates the built-form typical of the area: a modest structure sited on a generous lot with naturalized treescape.



29. Looking east along Bayfield Terrace. Mature trees with extensive canopies are characteristic of this area.



3.3 Commercial

The Commercial typology comprises the core area of commercial and service structures along Bayfield Main Street North and constitutes a significant portion of the existing Heritage Conservation District.

Architecturally, the area comprises an eclectic mix of structures that form a bustling transition from the more civic processional and formal nature of Clan Gregor Square to the residential house-form structures north of Catherine Street and south of Colina Street.

The area's built-form is an enduring legacy of the prosperity that Bayfield experienced as a key agricultural and timber trade hub in the latter half of the 19th century. Many of the structures that remain from this period were originally constructed to provide services and accommodation to traders and other commercial passersby. Stylistically, these buildings call on architectural language spanning the course of the 19th century; this diversity allows for individual business identities to emerge while creating a dynamic commercial thoroughfare for the Village. Cohesion along Main Street North is rather achieved by consistent setbacks, ample side lots, a mature tree canopy, and access that allows for vehicular parking while privileging the pedestrian experience.



31. The Albion Hotel at 1 Bayfield Main Street North (constructed 1840). One of the oldest structures on the main street, it was a general store before being expanded and converted into a hotel.



30. 19 Bayfield Main Street North (constructed 1854) is representative of the adaptation of residential structures to commercial uses to service traders and the growing community during the second half of the 19th century.



3.4 Civic Formal

At the northern end of Bayfield Main Street South, Clan Gregor Square constitutes a formal southern entrance to the commercial core of Old Bayfield.

The Civic Formal typology centred on Clan Gregor Square contains many of the monumental civic and religious structures that were built during a time when overland connections to nearby towns and to the City of London were strengthened as the primary travel corridors to and from Bayfield.

Although there is a mix (both historical and recent) of residential, religious, commercial, and civic structures in this area, they present a common orientation to the Square, and are enhanced in their formality by the formal nature of the street trees and the central park-like space of Clan Gregor Square.

Notably, the structures which punctuate the perimeter of Clan Gregor Square call attention to themselves and communicate visually with one another through increased height and the presence of a few towers. In doing so, there is cohesion amongst otherwise distinctive landmark-style structures that are tempered by the scale and mature tree cover of the park that anchors the planning and built-form arrangement.



33. A view of Bayfield Town Hall (constructed 1882) through the mature trees of Clan Gregor Square.



32. The house-form building at 13 The Square (constructed 1878-1890) was the home of Dr. Richard Stanbury who threw lavish parties at the residence.



3.5 Cottages

Although the area of Bayfield north of Cameron Street was largely developed prior to the Second World War, it contains a notable concentration of vernacular cottages of post-war origin. This area is bounded by Cameron Street on the south, Tuyl Street on the west, Dow Street and Charles Street on the north, and Blair Street on the east.

The development of this post-war cottage typology was the product of Bayfield's growing identity as a vacation or seasonal destination and its increasing cohort of itinerant residents.

Architecturally, the typology consists primarily of modest one-storey to one-and-a-half-storey residential structures sited on generous lots. Many of the original structures in this area have since been redeveloped with larger residential structures, but the cottage vernacular is still prevalent in the area. The area also has a generous treescape, though it is younger and less extensive than in other areas of the village, most notably the area along Bayfield Terrace.



34. 21 Glass Street is representative of the modest cottage-style residential structures constructed in Bayfield in the post-war years.

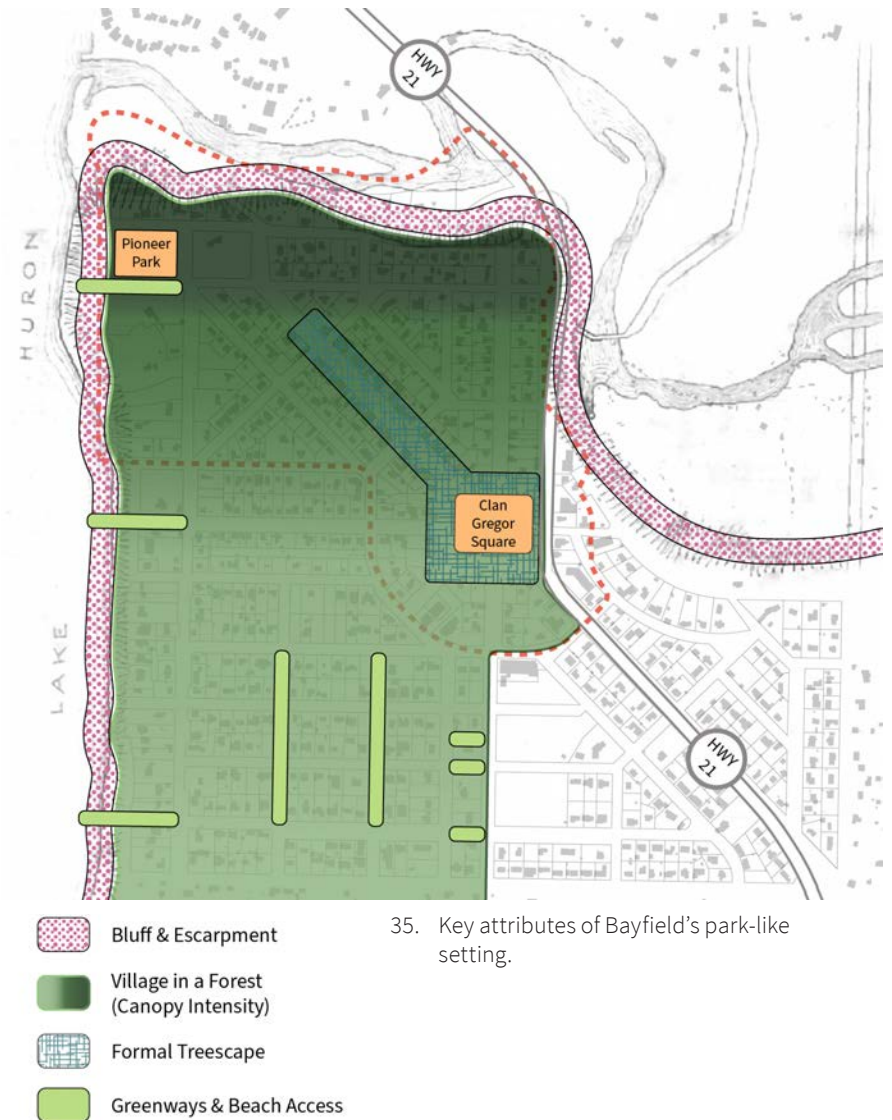
3.6 Bayfield's Park-like Setting

Several natural and urban design elements work in tandem to contribute to Bayfield's park-like setting. Excluding Lake Huron and Bayfield River, the largest of these natural features are the bluffs and escarpment, which form a semi-passable perimeter along the western and northern edges of Bayfield. The Lake Huron bluffs afford the village with a degree of protection from breaking waves, but they also constitute a defining feature in historical images of Bayfield. Together the bluffs and escarpment contribute to a real and perceived isolation of the town on the broad plateau above the eastern shore of Lake Huron.

The natural and formal treescapes within Bayfield are another feature contributing to its park-like setting and character as a secluded community. The intensity of the tree canopy is most significant in the north of the village along Bayfield Terrace and Colina Street. Here, the area is characterized by mature, established trees with broad canopies. This may be contrasted with the more intentional and formal treescapes found along Bayfield Main Street North and within and around Clan Gregor Square itself.

Finally, a number of greenways provide mid-block pedestrian connectivity and public access points to the beach. Within the Old Bayfield study area these include an east-west greenway running parallel and between Howard Street West and Dow Street and two north-south greenways running north from Victoria Street and terminating at Jane Street and at Dow Street.

The creation community organizations like the Pioneer Park Association and the Bayfield River Valley Trail Association attest to the importance of these natural and urban design elements to residents and also their importance in defining the character of the village.



35. Key attributes of Bayfield's park-like setting.



37. Stairs descending the bluffs from Pioneer Park to the eastern shore of Lake Huron.



39. Historic Bayfield Main Street North, showing the established treescape. (Bayfield Historical Society)



36. Children playing on the beach (c. 1913). (Bayfield Historical Society)



38. Present-day treescape of Bayfield Main Street North.



43. Clan Gregor Square (c. 1902). (Bayfield Historical Society)



41. 14 Bayfield Main Street North (constructed 1854). Photographed c. 1948. (Bayfield Historical Society)



42. The present treescape of Clan Gregor Square.



40. The present treescape along Bayfield Main Street North.



47. Dense tree coverage of Bayfield River Valley, as seen from Highway 21 (c. 1920-1929). (Bayfield Historical Society)



45. Historical Bayfield Terrace (c. 1911). (Bayfield Historical Society)



46. Looking south along Tuyll Street from Bayfield Terrace.



44. Looking southwest from the intersection of Bayfield Terrace & Bayfield Main Street North.



49. The sunset view 'protected' through the preservation efforts at Pioneer Park (c. 1976.). (Bayfield Historical Society)



48. A naturalized entrance to Pioneer Park.



50. Access point to the Mara Street Walkway, part of Bayfield's system of informal greenways.

4 PRELIMINARY CHARACTER AREAS

4.1 Character Area Identification

Through a combination of analysis of the historic development of Bayfield via desktop research, site visits, and the first phase community consultation, we have identified four preliminary Character Areas within the Old Bayfield study area. These areas have been labelled in correspondence with their predominant character identities:

Village in a Forest

Transitional

Main Street North

Clan Gregor Square

Three of these four preliminary Character Areas roughly correspond to the concentrations of built-form typologies identified earlier. The fourth, Transitional, constitutes the residential structures that form a transition in architecture and use from the commercial and service structures of Bayfield Main Street North to the Forest Residential structures along Bayfield Terrace.



51. Four preliminary character areas identified within the Old Bayfield study area.



4.2 Village in a Forest

The Village in a Forest Character Area is primarily composed of the Forest Residential built-form typology.

Historically, the area is associated with the earliest wave of development in Bayfield, which formed along an east-west axis running between the harbour at the mouth of the Bayfield River and the Thomson's Mill complex on the river flats.

Within this character area, at the northernmost end of the existing HCD, is an assemblage of properties formerly known as Elgin Place, and a property containing a residential structure known locally as "Century House" (34 Bayfield Terrace). Cumulatively, the properties provide an expansive green space that affords beach access and establishes a northern terminus for Bayfield Main Street North, with the more formal Clan Gregor Square anchoring the southern end of the street.

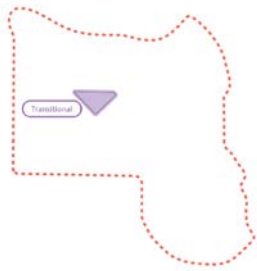
Architecturally, the area is characterized by residential structures set amongst large lots with significant tree coverage. The area is bounded by Colina Street on the south, by Lake Huron on the west, by Bayfield River on the north, and by Highway 21 on the east.



53. Built-form typology typical of the Village in a Forest Character Area. Generally modest structures sited on large lots with extensive, naturalized tree canopy.



52. A view looking northwest along Bayfield Terrace showing residential structures representative of the built-form found throughout the Village in a Forest Character Area.



4.3 Transitional

This area consists of residential house-form structures that constitute a transition of use and architectural styling between the commercial functions of Bayfield Main Street North and Colina Street. The area comprises properties on the east and west sides of Bayfield Main Street North and extending from Colina Street in the north to mid-block between Colina Street and Catherine Street in the south.

Although several of the structures within this character area are of historical value, it is the area's particular function as a transitional zone along Main Street between the commercial strip and surrounding residential area that rationalizes its identification as a distinct Preliminary Character Area that is read as separate from the Main Street North Character Area.

The properties within this character area have recently been rezoned as Heritage-Residential (HR-1), in recognition of the circumstances of their transitional nature and the sensitivity required to ensure compatible uses between the expansive and residential uses along Colina Street and Bayfield Terrace and the mixed-use of Bayfield Main Street North to the south.



55. Looking south along Bayfield Main Street North from Bayfield Terrace.



54. 32 Bayfield Main Street North (constructed 1858).



4.4 Main Street North

The Main Street North preliminary character area comprises the lively mixed-use and commercial core of Bayfield. Its boundaries mirror those of the Commercial built-form topology and contains those properties on the east and west sides of Bayfield Main Street North, extending from The Square in the south to the Transitional character area in the north.

The properties contained in this area were either included or considered for inclusion in the 1983 HCD. As such, its present identification as a unique character area represents a reiteration and re-enforcement of the importance of Main Street North in defining and maintaining the overall character and identity of Bayfield.



57. Bayfield Main Street North.



56. Bayfield Main Street North.



4.5 Clan Gregor Square

The Clan Gregor Square preliminary character area comprises those properties that front The Square. This composition consists of a mix of purpose-built civic, religious, and residential structures that—through a common orientation to The Square, and through formal treescapes—represent a formal gateway to Old Bayfield and to Bayfield Main Street North.

The historic accretion of structures around the Clan Gregor Square captures a narrative highlighting the overarching development narrative of the Village Bayfield; first as a prosperous agricultural and timber trade hub on the eastern shore of Lake Huron, then as a destination for seasonal residents and vacationers. Civic and religious structures are on the Square’s perimeter, with prominent houses functioning as both residential and commercial structures via adaptive reuse showing a commitment to the preservation of heritage buildings, while accommodating current needs and future growth potential.



59. Bayfield Town Hall (constructed 1882).



58. Mid 19th century Ontario farmhouse, located at 12 The Square.



62. Knox Presbyterian Church (constructed 1931). Located at 2 Bayfield Main Street North, just adjacent Clan Gregor Square.



61. St. Andrew's United Church (constructed 1902). Located at 6 The Square.



60. Gazebo in Clan Gregor Square.

5 POLICY ANALYSIS

5.1 Ontario Heritage Act

Revisions to Bayfield’s HCD are subject to both provincial and municipal planning regulations. At the provincial level these include the Planning Act, the Provincial Policy Statement, and the Ontario Heritage Act. At the municipal level they include the Official Plan of the Municipality of Bluewater, the Bayfield Secondary Plan, and numerous zoning by-laws.

The current HCD (1983) designates a defined area through by-law under Part V of the Ontario Heritage Act and is registered on title for each property located within the HCD. An HCD is distinct from individual designations under Part IV.

An HCD manages change within a District to conserve an area’s cultural heritage value through a defined set of Objectives, as well as Policy Statements and Guidelines that are intended to achieve these Objectives. As such, character areas within an HCD should be cohesive and defensible. Indeed, a core objective of the existing HCD is to “achieve a cohesive, well-designed District emphasizing the integrity of its historic streetscape.”¹

The existing HCD places considerable emphasis on the Bayfield’s natural landscape and open spaces, which occur in both “structured and unstructured form”, with the structured landscape largely consisting of the tree canopy along Bayfield Main Street North and within and around Clan Gregor Square; and the unstructured form being many “informal gardens” scattered throughout “Old Bayfield”, the forest-like canopy along Bayfield Terrace, and a number of informal greenways providing pedestrian connectivity between streets and to the bluffs.²

Another notable feature of the existing HCD is an emphasis on the eclectic nature of development and architecture within the community. As noted within the 1983 HCD: “The character of the District is essentially its diversity in terms of building age, style and appearance, open space, vistas, signs and pedestrian amenity. No overriding theme style or period predominates.”³ Denoting a less prescriptive approach to managing the character of the Village, the existing HCD remarks that, “As opposed to the discernible brick commercial blocks on the main streets of most Huron County towns and villages, the Heritage District in Bayfield is at once charming, rambling and elusive.”⁴

The Ontario Heritage Act was updated in 2005 and again in 2023. These updates brought significant changes to the requirements for HCD Plans. As such, a key objective of the current plan review is to bring Bayfield’s existing 1983 HCD into accordance with these legislative updates.

Key requirements for the revised HCD include:

- Statement of Objectives (revised & updated);
- Statement of Cultural Heritage Value;
- Description of the Heritage Attributes of the HCD and properties in the District;
- Policy Statements, guidelines and procedures for achieving objectives; and
- Description of minor alterations not requiring a heritage permit.

Additionally, and in particular, at least 25% of properties in the District must satisfy two or more of the nine criteria for determining cultural value or interest.

¹ Hill & Borgal, Architects & Planners. *A Heritage Conservation District Plan*, 1983, pp. 15.

² Hill & Borgal, Architects & Planners. *A Heritage Conservation District Plan*, 1983, pp. 37.

³ Hill & Borgal, Architects & Planners. *A Heritage Conservation District Plan*, 1983, pp. 40.

⁴ *ibid.*

5.2 Bluewater Official Plan

Several policies within the Bluewater Official Plan also provide guidance for heritage conservation in the municipality. In particular, these include policies concerning Core Commercial Area, Cultural Heritage, and Cultural Heritage Goals.

The recently amended Core Commercial Area policy (7.5.4.1.17) states that “The Core Commercial area will continue to be the centre of economic, social and cultural activity in Bayfield and the preferred location of new retail development. There is limited opportunity to expand the Core Commercial designation and thus, this area must be protected for core uses (retail, restaurants, small offices, service industries and accommodation).”

Additionally, The Core Commercial area is the “preferred location of community facilities. New and existing community facilities are permitted within the Core Commercial designation and may convert to other uses such as commercial or residential without an amendment of the Plan or Zoning By-law. Adaptive reuse of buildings is encouraged to preserve the village history and identity.”

Remarking on the transition between the commercial uses of Bayfield Main Street North and the residential uses along Colina Street and Bayfield Terrace, the policy states: “Residential uses may be located above and behind non-residential uses fronting Main Street, and at street level around Clan Gregor Square. The residential properties north of Catherine Street are to be maintained as residential; this section of Main Street North acts as the transition from the bustle of Main Street before the calm of the green.”

Regarding Intangible Cultural Heritage Value, the Official Plan states: “Cultural heritage resources will be identified and conserved so they may be experienced and appreciated by existing and future generations, and enhance the Municipality’s sense of history, sense of community, identity, sustainability, economic health and quality of life.”

As such, the properties around the Square and along Main Street North are recommended to be included in the revised HCD.

The properties north of Catherine Street form a transition zone from Main Street to Colina Street, for which, the Secondary Plan has created a new Heritage Residential Zone and guidelines to manage change and growth in this area.

5.3 Secondary Plan & Zoning

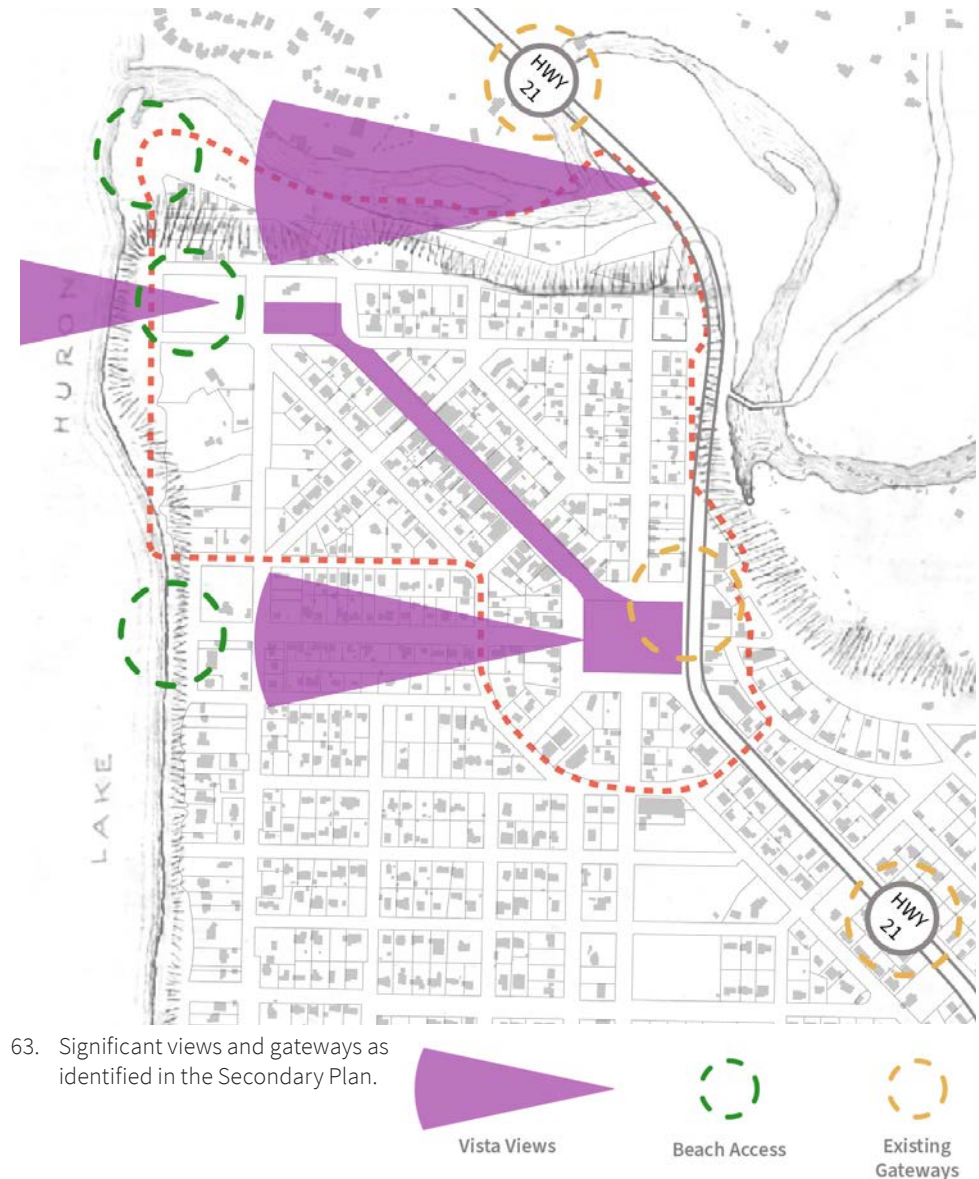
Within the Secondary Plan are several policies that inform this analysis. These include the provision of new Heritage Residential zoning for the properties along Bayfield Main Street North at the intersection with Colina Street; the identification of existing gateways; the identification of beach access points; and the identification of Vista Views located at Pioneer Park, Clan Gregor Square, and along the axis of Bayfield Main Street North, for example.

These existing policies suggest a focussing of urban design guidelines around the Square and Main Street North, a transition zone north of Catherine Street, and the preservation of waterfront access points and naturalized tree canopy along Bayfield Terrace.

The Secondary Plan remarks: “Bayfield is unique in that it is the only ‘Main Street’ in Huron County which does not feature a nineteenth century Victorian streetscape of attached buildings; it is a collection of individual buildings, separated by green space, an established tree canopy and a less hardened environment.”

In particular, consideration should be taken to ensure that the revised HCD is in accordance with the stated Goals of the Secondary Plan:

- To promote and protect the community’s sustainability;
- To maintain Main Street North and Clan Gregor Square as the social, economic and cultural centre of the Village;
- To protect and restore the natural areas within the Village including the Bayfield River and Lake Huron shoreline and to integrate climate resilience;





64. Non-residential zoning within the Old Bayfield study area (dashed red line). Uncoloured properties within the Old Bayfield study area are zoned Residential.

- Protect the authentic identity of the community and respect the cultural heritage assets;
- Promote design which fosters vibrant public spaces through built form, green space and active transportation; and
- To continue to build a complete community.

The following policies from the Secondary Plan overlap with areas protected under the existing HCD:

- The Core Commercial Area will continue to be the centre of economic, social and cultural activity in Bayfield and the preferred location of new retail development;
- Clan Gregor Square anchors Main Street North and shall remain a public park and place of assembly for civic, cultural and recreational activities. New development around Clan Gregor Square shall be two stories in height and sympathetic in design to the heritage character of the area;
- The residential properties north of Catherine Street are to be maintained as residential; this section of Main Street acts as the transition from the bustle of Main Street before the calm of the green; and,
- Recommendation: Introduce new Heritage Residential (HR1) Zone for residential properties within Bayfield's Heritage Conservation District."

Additionally, the goal of Parks, Open Spaces, and Linkages is as follows:

- Where new parks are proposed, the design of the park should avoid an overly manicured and landscaped space in favour of a more natural approach which responds to local history, existing grade, natural areas, integration with active transportation, and preference for natural materials.

6 RECOMMENDATIONS & NEXT STEPS

The following preliminary recommendations are intended to guide the subsequent phases of the Bayfield HCD study, and will be revised and refined in future documents and the finalized and adopted HCD Plan.

1. It is recommended that the Municipality of Bluewater adopt the Standards and Guidelines for the Conservation of Historic Places in Canada as a benchmark for the conservation of properties designated Parts IV and V under the OHA.
2. It is recommended that heritage-related definitions in the Municipality of Bluewater Official Plan should be revised to be consistent with the highest-order provincial policy definitions available.

Bayfield HCD Updates

A revised boundary is proposed to encapsulate the extant fabric of residential, commercial, and civic built forms that represent interdependent settlement of Bayfield in the four identified character areas during the 19th century.

- It is recommended that the HCD boundary be expanded only to include those buildings located between the existing properties designated under Part V of the Ontario Heritage Act, and not to expand into adjacent residential areas; which will be better protected through other policy tools and updated zoning by-laws.

To bring the District Plan up to the requisite standards outlined in Part V of the Ontario Heritage Act, in future phases, the development of the HCD Plan in future phases will include the following:



65. Proposed revised HCD boundary (dashed black line) overlaid on identified preliminary character areas. The Old Bayfield study area is outlined in a dashed red line.

- Revisions and updates to the Statement of Objectives;
- Articulation of a Statement of Cultural Heritage Value;
- Description of the Heritage Attributes of the HCD overall, the distinct character areas of “Clan Gregor Square” and “Main Street,” as well as the individual properties in the District;
- Boundary Revisions to encapsulate “Clan Gregor Square” and “Main Street” character areas;
- Identification of properties to be designated as Contributing or Non-Contributing under Part V of the Ontario Heritage Act;
- Policy Statements, including Guidelines and Procedures for achieving the outlined Objectives; and,
- Description of Minor Alterations not requiring a Heritage Permit.

Tree Canopy Preservation

1. It is recommended that the Municipality of Bluewater establish a tree protection and management by-law to preserve the mature tree canopy significant to the overarching heritage character of Bayfield.

Precedents:

City of Markham Tree Preservation By-law (2023)

City of Mississauga Public Tree Protection By-law and Private Tree Protection By-Law (2022)

City of Ottawa Tree Protection By-law (2021)

Current Review:

City of Guelph’s Private Tree Protection By-law Update, led by the Natural Heritage Advisory Committee (study ongoing since April 2023).

Indigenous Rights-Holder Collaboration and Engagement

The presence of two significant bodies of water, Lake Huron and Bayfield River, indicates the likelihood of areas of cultural heritage significance to these Indigenous rights-holder communities. Specific areas of Indigenous cultural significance are recommended to be defined through engagement with Indigenous knowledge keepers.

Consequently, the consultant team recommends the following measures as part of the redefinition of the Bayfield HCD project:

1. It is recommended that the Municipality of Bluewater make use of existing and develop standing relationships with local Indigenous rights-holder communities and understand what type of involvement they want in the Bayfield HCD study and legislated Plan; and,
2. That the Municipality of Bluewater explore opportunities and mechanisms to jointly recognize, conserve, steward and celebrate the Bayfield River as a Character Corridor of significance in Huron County.

Next Steps

1. Further policy analysis to determine if additional mechanisms are in place to suitably protect areas considered beyond the scope of the updated HCD Plan, such as Zoning and tree preservation by-laws, and the Secondary Plan, among others.
2. Further research and engagement to understand Indigenous associations with the land of Bayfield, and the area covered by the HCD boundaries, and how these are most appropriately acknowledged, commemorated, and preserved through various policy frameworks and commitments to collaboration.
3. Evaluation of individual properties with extant built fabric of potential historical significance in the Study Area to determine which merit inclusion as contributing or non-contributing properties within the HCD, as well as those that will be recommended for protection via designation under Part IV of the Ontario Act.

APPENDIX A: PROJECT PERSONNEL

PROJECT PERSONNEL

ERA Architects Inc. (ERA) specializes in heritage conservation, architecture, planning and landscapes as they relate to historical places. This work is driven by our core interest in connecting heritage issues to wider considerations of urban design and city building, and to broader sets of cultural values that provide perspectives to our work at different scales.

In our 30 years of work, we have provided the highest level of professional services to our clients in both the public and private sector out of offices in Toronto, Montreal and Ottawa. We have a staff of more than 100, and our Principals and Associates are members of associations that include: the Ontario Association of Architects (OAA), the Canadian Association of Heritage Professionals (CAHP) and the Royal Architectural Institute of Canada (RAIC).

The project team for this report includes the following personnel:

Graeme Stewart, OAA, MRAIC, RPP, MCIP, CAHP is a registered architect and planner and is a principal at ERA. He has been involved in numerous urban design, cultural planning, conservation and architecture projects with particular focus on neighbourhood design and regional sustainability. Graeme was a key initiator of the Tower Renewal Partnership, an initiative in low-carbon retrofit and community reinvestment examining the future of Canada's modern tower neighbourhoods.

Sharon Hong, MScPl, RPP, MCIP is an Associate with the heritage planning team at ERA. She holds a Master of Science in Planning from the University of Toronto and has over 10 years of experience working in both the public and private sectors in heritage, urban design, and community planning.

Candice Bogdanski MA, PhD (ABD), CAHP (Intern) FSA Scot is a heritage planner at ERA. She holds an M.A. in Art History (University of Toronto), and is a Doctoral Candidate (ABD) in Art History and Visual Culture (York University). Engaging with medieval architectural history and later heritage interventions, Candice's thesis considers the ways in which patronage, the built environment as an expression of power, and the post-humanist role of the maritime network in the transmission of style are uniquely tied to the North Atlantic context. Following a decade as a university instructor, Candice initially shifted into the field of built heritage through her research, with contractual civic experience at the federal and municipal levels. She is a Fellow of the Society of Antiquaries of Scotland, and is an intern member of CAHP.

Brenton Nader, MA, MScPl is a heritage planner at ERA. He holds a Master of Arts degree in urban and social history from McGill University, a Master of Science in Planning degree from the University of Toronto, and is currently completing a PhD in Planning at the University of Waterloo. His doctoral dissertation explores the history and future trajectories of artisanal manufacturing in Toronto.