



**TO: Development and Infrastructure Committee**  
**FROM: Planning and Building**  
**SUBJECT: Official Plan Review:**  
**Preliminary study of the heritage character of the Mount Nemo Plateau**

Report Number: PB-07-14

Wards Affected: All

File Numbers: 505-01; 505-08-13

Date to Committee: January 13, 2014

Date to Council: January 27, 2014

---

**Recommendation:**

RECEIVE the report, "A Preliminary Study of the Heritage Character of the Mount Nemo Plateau" (Preliminary Study), prepared by Andre Scheinman, Heritage Preservation Consultant, dated December 9, 2013, as attached in Appendix A of PB-07-14;

DIRECT the Director of Planning and Building to conduct a public workshop in February 2014 to inform the community on the findings of the Preliminary Study and to consult on the direction of a potential Heritage Conservation District Study and Study Area by-law;

AUTHORIZE the Director of Planning and Building to prepare, for review by Council and subsequent consultation with the public, a draft Heritage Conservation District Study Area by-law; and

DIRECT the Director of Planning and Building to report back in Q1 2014 on the findings of the public engagement, potential directions on a Heritage Conservation District Study and draft Study Area by-law.

Files: 505-01; 501-08-13

## **Purpose:**

The purpose of the staff report PB-07-14 is to transmit the Preliminary Study of the Heritage Character of the Mount Nemo Plateau (Preliminary Study) as part of the Official Plan Review (OPR) and to recommend next steps including public consultation, to further study the heritage character and community value of the Mount Nemo Plateau.

---

## **Background:**

### **Pertinent Council Resolutions**

On July 2, 2013, a staff direction by City Council as outlined below:

*WHEREAS the City of Burlington has initiated a 5 year review of the City's Official Plan, entitled, "Growing in Place";*

*WHEREAS as part of its Official Plan Review, the City undertook a public consultation/workshop with respect to the policies of its rural areas;*

*WHEREAS the Mount Nemo Plateau is a distinct landform that is essential to the ecology, community, economy and identity of the City of Burlington;*

*WHEREAS the Council of the City of Burlington is committed to exploring opportunities to better provide for the long-term protection, conservation, and preservation of the Mount Nemo Plateau;*

*NOW THEREFORE BE IT RESOLVED THAT:*

*THAT staff of the Planning and Building Department, working in conjunction with the City Solicitor, are directed to carry out a preliminary examination of heritage issues on the Mount Nemo Plateau, to include:*

- 1. review of existing property designations on the Plateau;*
- 2. consideration of any new or future designations on the Plateau; and*
- 3. recommendations, if any, on further study of heritage attributes and options regarding the Mount Nemo Plateau.*

*THAT staff be authorized to retain the assistance of one or more experts in heritage and/or rural land use planning to work with City staff and carry out appropriate research and formal reporting on this preliminary examination;*

*THAT \$70,000.00 be allocated from the Contingency Reserve to fund this preliminary examination and legal assistance;*

*THAT the Director of Planning and Building report back on the results of this preliminary examination of heritage issues in the fall of 2013 as part of a report on the Official Plan Review process. (L-8-13)*

---

## **Discussion:**

The following section will discuss the:

1. Scope and findings of the Preliminary Study of Heritage Character of the Mount Nemo Plateau;
2. Next Steps in further study of the Mount Nemo Plateau

### **1. Preliminary Study of the Heritage Character of the Mount Nemo Plateau**

#### **1.1 Scope of the Preliminary Study**

In October 2013, Andre Scheinman, heritage consultant, was retained to undertake a preliminary study of the heritage character of the Mount Nemo Plateau.

The purpose of the study was to provide a preliminary examination of the character and heritage issues on the Mount Nemo Plateau by:

- conducting an assessment of the character and heritage of the Mount Nemo Plateau;
- identifying options for the long-term conservation and enhancement of the character and heritage value of Mount Nemo; and
- recommending any further study that may be required to better understand the character and heritage of the Mount Nemo Plateau and how it may be conserved and enhanced.

The study was conducted in three parts including a review of the policy and analytical framework, a review and analysis of background material as well as recommendations.

Part 1 of the study was intended to provide a preliminary review and summary of:

- The relevant policy and heritage frameworks with respect to heritage resources and cultural heritage landscapes;
- Cultural heritage landscape definitions and evaluation criteria in use, or proposed in other locales;
- Relevant approaches to protecting and enhancing character and heritage value, both locally and internationally.

Part 2 of the study was intended to provide a preliminary overview of the history of the Mount Nemo Plateau from First Nations inhabitation to the present, and a locating of this history within a broader historical context. It also intended to provide a preliminary identification, assessment and/or analysis of the study area boundaries and the elements and features that define and contribute to the character and heritage value of the plateau and make it distinctive within the city.

The consultant also explored the potential presence of one or more cultural heritage landscapes as well as records of past expressions of community value. The study provided a preliminary evaluation of the potential to conserve and enhance the elements, features and landscapes as well as develop a preliminary Character and Heritage Value Statement for the area. Lastly the consultant was required to identify threats to the heritage character and integrity of the area.

Part 3 of the study was intended to identify preliminary options under the Ontario Heritage Act and/or Planning Act to conserve and enhance the elements and features that define and contribute to the heritage character of the plateau and recommend any further study that may be required to better understand the character and heritage of the Mount Nemo Plateau and how it may be conserved and enhanced.

## **1.2 Key Findings of the Preliminary Study**

The consultant identified a number of constituent cultural resources and elements. Specifically, patterns of spatial organization/circulation networks, heritage properties, buildings, structures, settlement clusters, archaeological sites, trails and significant views were all identified.

The consultant concluded that the Mount Nemo Plateau can be,

“Considered as a distinct historical community represented by a range of heritage features and elements (and even today with agriculture as an

important pursuit) bounded in such a clear physical manner by the Plateau/Escarpment landform the Study Area can be identified as an organically evolved, continuous Cultural Heritage Landscape (CHL)” (Preliminary Study, page 29).

Cultural Heritage Landscapes are defined by the Provincial Policy Statement, 2005 (PPS) as: a defined geographical area of heritage significance which has been modified by human activities and is valued by a community. It involves a 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.

The consultant identified some concerns and issues facing the plateau and provided the following recommendation:

“It is strongly recommended that the City of Burlington authorize the undertaking of an HCD Study of the Mount Nemo Plateau Study Area, now identified as a CHL, with boundaries as identified above” (Preliminary Study, page 32).

In addition, the consultant provided the following comments to accompany the recommendation:

In the course of a more detailed study of the area and with the benefit of public input it will be possible to confirm that the Mount Nemo Plateau CHL is best preserved through designation as an HCD” (Preliminary Study, page 32).

It is understood that should the Plateau, through the process outlined above, be designated as an HCD, municipal authority would be exercised in co-ordination with existing regulatory bodies, specifically the NEC”(Preliminary Study page 32).

## **2. Next Steps in Further Study of the Mount Nemo Plateau**

It is important to note that the Preliminary Study does not constitute a Heritage Conservation District Study. The intent behind the Preliminary Study was to have a consultant go out into the plateau to determine at a basic level, whether or not the area possesses any heritage character. This preliminary study constitutes

'field work' in a sense that Council sought to gain a better understanding of the area as per the staff direction.

Now that the results of the Preliminary Study have been received, staff is recommending that a program of consultation with the community and key stakeholders be initiated.

Staff proposes that a public workshop be held in late January/early February to engage Mount Nemo property owners and key stakeholders in a workshop to discuss and seek comments on the Preliminary Study. Public engagement is a foundational piece to a Heritage District Study and staff recommends that input from the community be sought prior to proceeding to any HCD Study. Planning staff will work with Ward Councillors and Communications staff to ensure that the proposed workshop is widely advertised.

Staff also recognizes the need to prepare a draft By-law for review by Council before public consultation on it. The By-law is required by the Ontario Heritage Act. Its purpose is to identify the study area for a possible heritage conservation district. It can also put in place appropriate interim controls. If, following the next Council meeting, Council supports proceeding with an HCD, staff would carry out public consultation on the draft By-law.

---

## **Financial Matters:**

### **Total Financial Impact**

As documented in staff reports L-8-13 and PB-89-13, costs related to the Preliminary Study have been funded through the Contingency- Reserve and the approved Capital Budget for the Official Plan Review (OP0009). The budget for the consultant portion of the project is \$50,717.50.

---

## **Public Engagement Matters:**

Due to the preliminary nature of the study conducted to date, no formal public consultation process has been conducted. Staff recommends that notice be provided to all affected property owners as well a workshop conducted to engage the stakeholders and residents in discussion around the Preliminary Study.

In the event that Council decides to pursue further study through the HCD study/plan, a public and stakeholder communication and engagement plan will be created and implemented.

### **Consultation with Heritage Burlington**

Heritage Burlington received a presentation from the consultant, Andre Scheinman at their November meeting to introduce the committee to the study's scope and initial research. A copy of the Preliminary Study of the Heritage Character of the Mount Nemo Plateau was provided to Heritage Burlington on December 9<sup>th</sup>, 2013. A second opportunity for consultation was provided at the December Heritage Burlington meeting. Heritage Burlington's comments will be provided to Committee under separate cover for the January 13<sup>th</sup> Development and Infrastructure Committee meeting.

In addition, staff has had a preliminary meeting with staff from the Niagara Escarpment Commission.

Both Heritage Burlington and Niagara Escarpment Commission staff will be invited to attend the proposed workshop and will be notified of any upcoming reports or engagement opportunities.

---

### **Conclusion:**

The delivery of the Preliminary Study of the Heritage Character of the Mount Nemo Plateau signifies the completion of the staff direction. The work of the consultant has identified that the Mount Nemo Plateau possesses heritage character worthy of recognition as a cultural heritage landscape and for further study as potential for designation as a heritage conservation district. Staff recommends that decisions on whether or not to pursue an HCD study be delayed until significant notice and public engagement is conducted. Staff will report back on the outcome of any public consultation.

---

Respectfully submitted,

Jenna Puletto, Planner 1 - Heritage & Development

(905) 335 7600 ext. 7824

**Appendices:**

A. Preliminary Study of the Heritage Character of the Mount Nemo Plateau

**Notifications:** (after Council decision)

Name:	Mailing or E-mail Address:
Heritage Burlington	c/o Gina van den Burg, Clerks
NEC	c/o Nancy Mott-Allen
Halton Region	c/o Ron Glenn

**Approved by:**

Bruce Krushelnicki, Director of Planning and Building  
Jeff Fielding, City Manager  
Mike Spicer, Director of Transit

**Reviewed by:**

Andrea Smith, Manager, Policy and Research