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Image Gallery



Courtesy of: Captain G.P.K. (Glenn) Dean



Courtesy of: Captain G.P.K. (Glenn) Dean



Edward Hartwick, 23, stands in front of highest tower in a boat on the waters. His name is across the road behind him. 1887



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ISSUE DATE:

Jan. 19, 2010



PL080489

Ontario Municipal Board
Commission des affaires municipales de l'Ontario

Capital Paving Inc. has appealed to the Ontario Municipal Board under subsection 22(7) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, from Wellington County Council's refusal or neglect to enact a proposed amendment to the Official Plan for the County of Wellington to provide the lands described as Lots 13, 14 and 15, Concession 3, for the establishment of an aggregate extraction operation known as the Aikensville Pit
(Approval Authority File No. OP-2005-03)
OMB File No. PL080489

Capital Paving Inc. has appealed to the Ontario Municipal Board under subsection 34(11) of the *Planning Act*, R.S.O. 1990, c. P.13, as amended, from Puslinch Township Council's refusal or neglect to enact a proposed amendment to Zoning By-law 19/85 of the Township of Puslinch to rezone lands described as Lots 13, 14 and 15, Concession 3 from Agricultural (A) Zone and Natural Environment (NE) Zone to Extractive (EXI) Zone to permit the establishment of an aggregate extraction operation
OMB File No. PL080917 and PL081005

At the request of Capital Paving Inc., the Minister of Natural Resources has referred to the Ontario Municipal Board under subsection 11(5) of the *Aggregate Resources Act*, R.S.O. 1990, c. A.8, as amended, an application for a Class A licence for the removal of aggregate from lands being composed of Part Lot 13, 14, 15 Concession 3, in the Township of Puslinch
OMB File No. MM090001

APPEARANCES:

Parties

Counsel

Capital Paving Inc.

P. Pickfield and E. Donaldson (Student-at-Law)

Cranberry Area Residents and Ratepayers Association

R. Northey and K. Stavrakos

Township of Puslinch

H. Murphy

DECISION DELIVERED BY N.C. JACKSON, ORDER OF THE BOARD AND DIRECTION TO THE HONOURABLE MINISTER OF NATURAL RESOURCES

Introduction

This is an epic struggle between an aggregate producer in need of additional aggregate and the residents of a rural area. There are approximately one hundred residential lots within 1 kilometre of the site proposed for extraction. Most residents reside in substantial homes on large estate type lots. Approximately one half of the hundred are members of the Cranberry Area Residents and Ratepayers Association (hereinafter CARRA) incorporated as a non profit Corporation for purposes of preserving their community. The opposing residents view the impacts of the proposed aggregate operation as so significant that their way of life will be affected. Legal Counsel for the Proponent (hereinafter Capital) and for CARRA have left no stone unturned in calling their cases with a plethora of professional expert witnesses on each side. Mr. Pickfield called expert witnesses in the areas of Aggregate site plans and landscape architecture, planning, traffic engineering, noise, dust, hydrogeology and ecology. Mr. Northey called expert witnesses in the areas of planning, noise, dust, hydrogeology and ecology. Eight members of CARRA testified. Mr. Northey then called under summons a resident and a number of provincial officials from the Ministries of the Environment and Natural Resources and a planning official from the County of Wellington. At the request of Mr. Northey the Board scheduled a public evening session of the hearing but no additional members of the public came forward other than those represented under CARRA. The Board did hear from Participant Helen Purdy, a long time resident who recounted at length background evidence.

Although the County of Wellington was represented at the Prehearing, and notwithstanding that an Appeal under section 22(7) of the *Planning Act* was made from County Council's refusal to enact an Official Plan Amendment applied for, County Council was not represented in this hearing. Two County Planning Officials did testify when called by other Parties. The Township of Puslinch was present and represented by counsel Murphy. Puslinch is a local Township within Wellington County and the site of the proposed aggregate operation. Puslinch, following the refusal of Wellington to proceed with the required Official Plan Amendment, refused to pass the required Zoning By-law Amendment. Mr. Murphy called experts in planning, hydrogeology and ecology. Although Puslinch remained opposed to the end it was made clear through its counsel and witnesses that their primary concern was the projected (established) water table which they advocated as higher than Capital. Puslinch with their own proposed vertical

zoning (limit on extraction below ground surface) and higher water table (resulting in less extraction) did support some revised hydrogeological, ecological and planning points of Capital but there was no agreement on the established water table and hence no joinder with Capital to support the Capital planning Appeals under the *Planning Act*. The Provincial Ministries were not present as a Party. In addition to the *Planning Act* Appeals from the refusals of Wellington to pass an Official Plan Amendment and the Township of Puslinch to pass a zoning by-law amendment, the Minister of Natural Resources has in the absence of required zoning and at the request of Capital, referred the Application for a Category 1 Class A License (below the water table in part) to the Board pursuant to the *Aggregate Resources Act*. The two *Planning Act* Appeals by Capital and the referral of the License Application are consolidated.

The Board otherwise constituted held two prehearing conferences and issued a Procedural Order for the Hearing. In this Hearing the Board heard from 32 professional and lay witnesses over 31 hearing days - a hearing consuming approximately 2 months in duration with a break when the hearing was not completed within earlier estimates. The hearing was recorded by a court reporter who assisted the Board with the swearing of witnesses and the filing of the 214 exhibits. The Hearing was well attended. The Board attended at the site and surrounding area with legal counsel to better appreciate the hearing evidence.

The major issue in the Hearing is local and county planning in the context of the Provincial Policy Statement. The License under the *Aggregate Resources Act* requires rezoning (section 12.1 of ARA states no license for a pit shall be issued if a zoning by-law prohibits the use. Section 34(2) of the *Planning Act* deems the operation of a pit to be a use of land under 34(1) which provides for the passing of zoning prohibiting the use of land except for the purposes set out in the by-law. Zoning requires Official Plan policy changes since section 24 of the *Planning Act* requires zoning by-laws to conform with the Official Plan. Puslinch has no Official Plan. The Township has zoning but relies on the County of Wellington for planning administration (the County planner provides advice to Puslinch). Planning in Wellington County is truly 2 tier with the Official Plan and its attendant policy considerations at the upper tier County and implementation in the form of Zoning at the lower tier Township level. That is not to forget that Planning in Ontario recognizes and requires that the Provincial Policies and in particular the Provincial Policy Statement (PPS) be followed such that planning in

both Puslinch and Wellington and indeed before this Board be consistent with the PPS (section 3(5) of the *Planning Act*) Section 1.1(b) of the *Planning Act* states that the purposes of the *Act* are *inter alia* to provide for a land use planning system led by provincial policy.

Site Context

The proposed site is located in Lots 13, 14 and 15 Concession 3 in the Township of Puslinch (Aikensville) County of Wellington. The proposed site consists of eight properties that are leased to Capital until final rehabilitation. The eight properties total 51.3 hectares (126.7 acres). The main use of the site has been agricultural - field crops. The site is within a larger block of land bounded by Concession Road 4 on the north, County road 35 on the east, County road 34 on the south and County road 12 on the west. Access to the site is to be by laneway to County road 35. A temporary access from County road 35 is in existence developed for site testing. Much of Puslinch and other parts of Wellington have natural features and aggregate deposits (31 Aggregate licenses in Puslinch in 2009, sometimes in proximity). That is true of the subject property in that aggregate deposits are in close proximity to natural features including 3 Provincially Significant Wetlands, Provincially Significant Woodlands, Provincially Significant Wildlife habitat, fish habitat on the periphery in 3 streams, non Provincially Significant Wetland and a Regionally Significant Area of Natural and Scientific Interest. Outside the proposed licensed area, the proposed pit and its access road are within 120 metres of a provincially significant wetland to the north east, 4 provincially significant wetlands on the east side of the site within 120 metres of the access route and fish habitat in Tributary C along the site access and eastern boundary. The entire area is within a provincial wetland complex known as the Cranberry Oil Well Bog. When CARRA considers the natural features themselves, together with adjacent lands considerations from the PPS-120 metres from the Provincially Significant Features to be analyzed, in photo imagery on its materials, CARRA asserts virtually all the site, including the extraction area and the balance of the site to be ecologically significant. When this is coupled with the nearby 100 residential lots or homes also depicted on CARRA imagery, CARRA suggests or implies it is a tall order that Capital has chosen to embark upon. Such implications for the Environment and the nearby residential community are to be determined however, not by speculation or conjecture,

but by the best evidence in this hearing. Capital asserts it has evaluated environmental and social concerns to the satisfaction of the County staff and provincial ministries.

The Proposal

Capital seeks approvals for a gravel extraction operation to remove 1.25 million tonnes with a maximum annual rate of 400,000 tonnes. Mathematics would suggest the site could be closed and rehabilitated in approximately 3 years. Capital used a 5 to 7 year term in writing as part of this application but then backed away from their own figure when it was suggested that might be considered a condition. CARRA also made it clear such a condition was not acceptable to it.

This site is to be used by Capital for what it calls a feeder site. Capital is a local aggregate producer and road construction company located in Puslinch for 40 years. Its head office and manufacturing facility known as the Main Plant is located several kilometres from the subject property. It is proposed that aggregate excavated and crushed on the proposed site would be hauled to the Main Plant where it would be washed and used in concrete batching and in the asphalt plant. This would be the main use of the aggregate from the proposed Aikensville site although there could be some aggregate sold directly to other users. The main haul route would be from the proposed Aikensville site to the Main Plant on County roads 35 and 34. During this hearing it became apparent that a permit to take water at the Main Plant was outstanding. That will involve an application to the Ministry of the Environment (MOE) and is not before this Board in this hearing.

Extraction is proposed on 31.2 hectares of the site total 51.3 hectares. Of the 31.2 hectares, extraction will take place to 0.5 metres above the water table for 25.9 hectares (standard conditions for extraction above the water table only is 1.5 metres) and below water table is proposed in 2 areas totalling 5.3 hectares. The below water table extraction areas will, in rehabilitation, result in additional wetland features connecting existing wetlands on the site.

Extraction is proposed in four phases with sequencing shown on operational site plans. Following the phased extraction, rehabilitation is to be progressive with 25.9 hectares rehabilitated to agricultural use and 5.3 hectares being additional wetlands. The lands rehabilitated to agriculture will have 1 metre above the water table.

Applications Process

The *Aggregate Resources Act* (ARA) Application was filed first on February 17, 2005 followed by the Applications to amend the County Official Plan (OP) and to amend the Township Zoning By-law both made on April 25, 2005. The OP Application requests that the subject property be included within the Mineral Aggregates Area. Field work dates back to 2003. As a result of agency circulations further field work took place and conditions for the license revised. When CARRA questioned before the OMB, public consultation in the ARA process, Capital refiled the ARA License Application in 2008. CARRA was unsuccessful in a Motion for costs it brought against the MNR. Based on the technical circulations to the provincial ministries of the Environment, Natural Resources and Municipal Affairs and responses elicited, Capital takes the position that Provincial Ministries have signed off. The evidence in this hearing, both documentary and oral from summonsed provincial officials, generally confirms that position.

The Planning Framework

Current Zoning on the subject property in Puslinch By-law 19/85 is Agricultural and Natural Environment. Residential uses are permitted. Extraction is not permitted and is covered in other zoning applicable elsewhere in Puslinch. Capital proposes amending this By-law to permit extractive use. The proposal combines zoning to a depth of the 2006 ground water elevations, zoning without depth where extraction is to go below the water table and an exception to the Agricultural zoning outside the extractive area to permit the temporary haul route, scale house, entry signage and landscape berms. The Township in evidence and submissions proposes further zoning amendments refinements re the vertical depth from a more elevated water table. No extraction is to be permitted on the Provincially Significant wetlands.

The current Wellington Official Plan designates the subject property as Greenlands, Core Greenlands and Natural Environment. The Capital Official Plan Application asked for change to show the subject property within the Mineral Aggregates Area. The Mineral Aggregates Area is on an Overlay in the Official Plan. The current Aggregate Area Overlay in the Official Plan does not show aggregate resource on the subject property. Subsequently Capital's Application evolved to change designations in the Official Plan on the subject property, to change a small .6 hectare area from Core Greenlands (Cedar knoll) to Secondary Agriculture and a .16 hectare

unevaluated wetland from Core Greenlands to Secondary Agriculture. Mineral Aggregate Extraction is permitted under the Official Plan in Secondary Agriculture and Greenlands designations if shown on the Mineral Extraction Overlay, but not in the Core Greenlands designation.

The Provincial Policy Statement 2005 is a Provincial planning document covering many issues that must be considered in lower tier planning both at the County level and Township level for consistency. Although the PPS must be read in its entirety, the planning evidence in this hearing from 4 professional planners covered the following sections in particular:

- 1.0 Building Strong Communities
 - 1.1 Managing and Directing Land Use to Achieve Efficient Development and Land Use patterns
 - 1.7 Long Term Economic Prosperity
 - 2 Wise Use and Management of Resources
 - 2.1 Natural Heritage
 - 2.2 Water
 - 2.5 Mineral Aggregate Resources

These sections are reproduced in relevant parts as follows:

1.0 Building Strong Communities

Ontario's long term prosperity, environmental health and social well being depend on wisely managing change and promoting efficient land use and development patterns. Efficient land use and development patterns support strong, liveable, and healthy communities, protect the environment and public health and safety and facilitate economic growth.

Accordingly:

1.1 Managing and directing land use to achieve efficient development and land use patterns

1.1.1 Healthy, liveable and safe communities are sustained by:

- a) promoting efficient development and land use patterns which sustain the financial well being of the Province and municipalities over the long term
- b) accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space to meet long term needs;

- c) avoiding development and land use patterns which may cause environmental or public health and safety concerns;
- d) avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;
- e) promoting cost effective development standards to minimize land consumption and servicing costs;
- g) Ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected need

1.1.4 Rural Areas in Municipalities

1.1.4.1 In rural areas located in municipalities:

- a) permitted uses and activities shall relate to the management or use of resources, resource-based recreational activities, limited residential development and other rural land uses;
- c) new land uses, including the creation of lots, and new or expanding livestock facilities, shall comply with the minimum distance separation formulae;
- e) locally-important agricultural and resource areas should be designated and protected by directing non-related development where it will not constrain these uses;
- f) opportunities should be retained to locate new or expanding land uses that require separation from other uses;
- g) recreational, tourism and other economic opportunities should be promoted.

1.2 Coordination

1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities or which cross lower, single and/or upper tier municipal boundaries, including:

- a) managing and/or promoting growth and development;
- b) managing natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources;

1.7 Long-Term Economic Prosperity

1.7.1 Long term economic prosperity should be supported by:

- a) optimizing the long term availability and use of land, resources, infrastructure and public service facilities;

- e) planning so that major facilities (such as airports, transportation/transit/rail infrastructure and ----/corridors, intermodal facilities, sewage treatment facilities, waste management systems, oil and gas pipelines, industries and resource extraction activities) and sensitive land uses are appropriately designed, buffered, and/or separated from each other to prevent adverse effects from odour, noise and other contaminants and minimize risk to public health and safety;

Sensitive land uses are defined in the PPS as: means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects from contaminant discharges generated from a nearby major facility. Sensitive land uses may be part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities.

Adverse effects are defined in the PPS to mean: as defined in the *Environmental Protection Act*, means one or more of

- a) impairment of the quality of the natural environment for any use that can be made of it;
- b) injury or damage to property or plant or animal life;
- c) harm or material discomfort to any person;
- d) an adverse effect on the health of any person;
- e) impairment on the safety of any person;
- f) rendering any property or plant or animal life unfit for human use;
- g) loss of enjoyment of normal use of property; and
- h) interference with normal conduct of business.

2.0 Wise Use and Management of Resources

Ontario's long term prosperity, environmental health and social well being depend on protecting natural heritage, water, agricultural, mineral and cultural heritage and archaeological resources for their economic, environmental and social benefits.

Accordingly:

2.1 Natural features and areas will be protected for the long term.

- 2.1.2 The diversity and connectivity of natural features in an area, and the long term ecological function and biodiversity of natural heritage systems, should be maintained, restored or, where possible, improved, recognizing linkages between and among

natural heritage features and areas, surface water features and ground water features.

2.1.3 Development and site alteration shall not be permitted in:

- a) significant habitat of endangered species;
- b) significant wetlands in Ecoregions 5E, 6E and 7E; and
- c) significant coastal wetlands.

2.1.4 Development and site alteration shall not be permitted in:

- a) significant wetlands in the Canadian Shield north of Ecoregions 5E, 6E and 7E;
- b) significant woodlands south and east of the Canadian Shield;
- c) significant valley lands south and east of the Canadian Shield;
- d) significant wildlife habitat; and
- e) significant areas of natural and scientific interest unless it has been demonstrated that there will be no negative impacts on the natural features or their ecological functions

2.1.5 Development and site alteration shall not be permitted in fish habitat except in accordance with provincial and federal requirements.

2.1.6 Development and site alteration shall not be permitted on adjacent lands to the natural features and areas identified in policies 2.1.3, 2.1.4 and 2.1.5 unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.

2.1.7 Nothing in policy 2.1 is intended to limit the ability of existing agricultural uses to continue.

2.2 Water

2.2.1 Planning Authorities shall protect, improve or restore the quality and quantity of water by:

- a) using the watershed as the ecologically meaningful scale for planning;
- b) minimizing potential adverse negative impacts, including cross-jurisdictional and cross-watershed impacts;
- c) identifying surface water features, ground water/features, hydrologic functions and natural heritage features and areas which are necessary for the ecological and hydrological integrity of the watershed;

- d) implementing necessary restrictions on development and site alteration to:
 - 1. protect all municipal drinking water supplies and designated vulnerable areas; and
 - 2. protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive ground water features, and their hydrologic functions;
 - e) maintaining linkages and related functions among surface water features, ground water features, hydrologic functions and natural heritage features and areas;
 - f) promoting efficient and sustainable use of water resources, including practices for water conservation and sustaining water quality; and
 - g) ensuring stormwater management practices minimize stormwater volumes and contaminant loads, and maintain or increase the extent of vegetative and pervious surfaces.

2.2.2 Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored.

Mitigative measures and/or alternative development approaches may be required in order to protect, improve or restore sensitive surface water features, sensitive ground water features and their hydrologic functions.

2.5 Mineral Aggregate Resources

2.5.1 Mineral Aggregate Resources shall be protected for long term use.

2.5.2 Protection of Long-Term Resource Supply

2.5.2.1 As much of the mineral aggregate resources as is realistically possible shall be made available as close to market as possible.

Demonstration of need for mineral aggregate resources, including any type of supply/demand analysis, shall not be required, notwithstanding the availability, designation or licensing for extraction of mineral aggregate resources locally or elsewhere.

- 2.5.2.2 Extraction shall be undertaken in a manner that minimizes social and environmental impacts.
- 2.5.2.3 The conservation of mineral aggregate resources should be promoted by making provision for the recovery of these resources, wherever feasible.
- 2.5.2.4 Mineral Aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety, or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning or development permit under the *Planning Act*. When a license for extraction or operation ceases to exist, policy 2.5.2.5 continues to apply.
- 2.2.2.5 In areas adjacent to or in known deposits of mineral aggregate resources, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if:
 - a) resource use would not be feasible; or
 - b) the proposed land use or development serves a greater long-term public interest; and
 - c) issues of public health, public safety and environmental impact are addressed.

2.5.3 Rehabilitation

- 2.5.3.1 Progressive and final rehabilitation shall be required to accommodate subsequent land uses, to promote land use compatibility, and to recognize the interim nature of extraction. Final rehabilitation shall take surrounding land use and approved land use designations into consideration.

Discussion of Issues

Aggregate Resources

Aggregate Resources are given a privileged position in the PPS section 2.5.2. As much of the mineral aggregate resources as is realistically possible shall be made available as close to markets as possible. The Board accepts the evidence of Capital

that the proposed site is in an advantageous location close to Highway 401 and markets. The Aggregate resource is part of an Outwash deposit from Glacier activity. The deposit is described in the Ontario Geological Survey as of secondary significance. Capitol is an important employer in the context of the language of the Wellington Official Plan. Aggregate extraction is the only use in the wide ranging PPS where need is not specifically required. The word realistically may be a qualification as is section 2.5.2.2 which requires extraction be undertaken in a manner which minimizes social and environmental impacts. The word minimizes suggests the acceptance of some impact. Section 2.5.2.4 takes the protection of aggregates further in that incompatible uses are restricted so that aggregate operations may continue or expand. Such existing aggregate operations may continue without *Planning Act* approvals. Under section 2.5.2.5 in areas adjacent to or in known deposits of mineral aggregate resources, development which could hinder or preclude the establishment of new operations is restricted. Compatibility is referred to in terms of the interim nature of extraction and progressive and final rehabilitation. While residential sensitive uses would be restricted in locating near to existing or expanding aggregate operations and in the area of known deposits, the PPS also provides protection in buffering and or separation when the residential use is in place first (PPS 1.7.1 e). More later in this decision on residential prior use and the minimization of social and environmental impacts. It is fair to say the PPS speaks to the incompatibility of sensitive residential use with earlier aggregate operations and the reverse is also true that a proposed pit may be incompatible with the prior residential use.

Water and Ecology

Water is a central issue because of what exists on the site an understanding of the hydrology and hydrogeology is critical if existing provincially significant wetlands, woodlands and wildlife habitat are to be preserved (no development permitted under the PPS) but also because of their relationship to the ecology of the area and the need to maintain links and connectivity under the PPS. From the evidence it is clear that there is surface water drainage on site at certain times of the year and that that surface water must be understood in terms of its interaction if any with ground water - both terms used in the PPS. The subject lands are part of the Paris Moraine which contains high quality aggregate resources but is also the home of the head waters of the Irish Creek. A watershed study is planned but has not been undertaken in part due to cost constraints.

A Wellington County Study of Environmentally Sensitive Areas in 1978 did identify the Cranberry Bog "as an Environmentally Sensitive Area consisting of dry uplands, swamps and enclosed bogs. Most of the area contains wetlands located in depressions among the hills of the Paris Moraine. The ponds, bogs and swamps retain water throughout the year. In the summer much of the ground is covered by a rich, thick growth of moisture-loving plants. This area has a high diversity of plants considering its small size." The Study lists farming, groundwater changes and resource extraction as negative impacts on critical elements.

In 1985 the MNR studied the area and identified the Oil Well Bog-Little Tract and the Cranberry Bog as a Provincially Significant Wetland Complex with a total size of 329.8 hectares. The Little Tract is a 200 acre plot containing 100 acres of woodland including old growth forest, bequeathed to the County. Capital had informally proposed an expansion of its Pit 5 into the Little Tract but this was rejected by the County of Wellington in late 1997. Subsequently Capital in 2003 began assembling leases for the proposed pit in nearby Aikensville.

Water and the ecology are directly related in the PPS and in practice. Water serves the ecological landscape and in turn the significant woodlands and wildlife habitat. Too much or too little water, as a result of changes in the land gradient, directly affects the ecology including significant woodlands and wildlife habitat. When excavation takes place for up to an estimated 5 to 7 year period, the impact on the surface and ground water and ecology must be carefully analyzed. Section 2 of the PPS contains strong language respecting the protection of the quality and quantity of water, identifying surface and ground water features and hydrologic functions and maintaining linkages among surface water features and ground water features, hydrologic functions and natural heritage features. Development is not permitted in the significant wetlands on site. Nor is development permitted in adjacent lands unless the ecological function of the adjacent lands has been evaluated with a demonstration of no negative impacts on the natural features or on their ecological functions.

Capital has endeavoured to work around the three provincially significant wetlands on the site and has analyzed, by drilling test pits, drive point piezometers and monitoring wells, the hydrology of the area to be excavated in adjacent lands. Capital is to be commended for the significant number of drill holes and with the related extensive

ecological review undertaken. The Board finds that recommendations to be implemented in site plan conditions and on the site plans themselves could improve connectivity and links through the 2 new ponds proposed and vegetation to be planted on a bordering stream. However, the assumptions made by Capital and their consultants re surface and ground water cloud their water analysis. The assumptions relate to existing surface and groundwater inputs and those same outputs. Evapotranspiration together with the effects of removed trees and new ponds were studied. However, assumptions respecting the ground and surface water not changing cannot be accepted in this complex sensitive natural environment recognized by the Province. The Board prefers the more extensive water balance methodology suggested in the testimony of Dr. Bradford for CARRA. She referenced the Oak Ridges Moraine Conservation Plan Technical Paper Series wherein the MOE set out the inputs and outputs of a typical water budget. Inputs would include Precipitation, Surface Water flow in and Groundwater flow in, while outputs include evaporation and transpiration, surface water flow out and groundwater flow out. This type of water budget analysis is more reflective of an ecosystem approach particularly in an area where there is a moraine including headwaters that have not been evaluated in a Watershed study. In 2005 the Grand River Conservation Authority recommended for reasons of the significance of the groundwater system and ecological complexity that a sub watershed study be undertaken of the Irish Creek regionally significant watershed and this was supported by the Council of Puslinch.

The Board prefers this more straight forward moraine methodology for use upon another Moraine (Paris Moraine) to show the impacts of excavation and the creation of two new ponds rather than the MOEE Hydrogeological Technical Information for Land Development Applications which is intended for use in rural sewage systems and for peak runoff for storm water management purposes. The Board has carefully considered Mr. Pickfield's able attack on Dr. Bradford's qualifications, experience and her failure to attend at the site. Her work, however, is as a peer reviewer with experience at the MOE and in related academic fields. Her credibility versus Mr. Pickfield's witness, the Township and Provincial hydrogeologists, has been weighed carefully and upheld in coming to the conclusion on the merits.

Also in the evidence on water is the water table to be established for the purpose of measuring excavation limits for most of the site (90%) which is to be above the

established water table. Significant work has been undertaken through testing to analyze where the water table should be. When the Aggregate License was first applied for in 2005 a water table was proposed. A higher water table was proposed with re-filing of the Application in 2008 reflecting higher than normal precipitation in 2006.

The establishment of a water table is indeed a variable problem dependent on precipitation in a year and years and indeed by the season. The Board is aware from the evidence of the Township, its intent to provide a zoning by-law that will be effective in regulating the depth of excavation in accordance with what is applied for. Section 66 of the *Aggregate Resources Act* provides for an override as to regulation rather than use. The intent of the Township is worthy and enforceable to the degree that use is permitted to certain depth. The Township has looked to a higher yet precipitation year in 2008 reflecting yet a higher water table. The Township at that point seems to have gone too far moving to different water table levels in different areas of the site picking variable high water years so as to reflect the highest water levels possible. The Capital approach is more consistent. However, the failure of Capital to establish a water table reflective of more recent high water levels (from the year 2008) could mean flooding on the pit floor (it may be below the actual water table). Such water table may then not reflect the license and site plan and conditions. In Exhibit 37D, water was evident on the pit floor in 2002, in the Mast pit in Puslinch where extraction was not permitted within 1 metre of the water table. Under the ARA the Minister may amend conditions without a further hearing or Appeal rights.

The failure of Capital to reflect 2008 high water levels in its proposed established water table is not good planning given its intent to stay above the established water table for approximately 90 percent of the site. The Board bears in mind counsel Murphy's repeated reference that it was the decision of Capital to proceed with the 2006 water levels as the established water table rather than their hydrogeologist who maintained the need to be .5 metres above the high water table (Exhibit 13 page 56).

The Board finds that Capital has failed to satisfactorily analyze ground and surface water on the site as a whole and in adjacent areas and, as a result, the Board cannot accept the Capital assertions that there will not be impacts harmful to an existing high level environmental regime.

Based upon the close degree that the Capital ecologist worked with and supported the Capital hydrogeologist and the close relationship of water with ecology, the finding of the Board on ecology must reflect the same failure of Capital to prove the protection of the ecology on site and off both in the provincially significant features and in the adjacent areas. Specific examples of ecological concern are:

- a) The proposed use of 15 metre buffers from provincially significant wetlands , 8 metres from tree trunks and 1 metre from the drip line when 30 metre buffers have been used by Capital in two other pit applications in Puslinch in accordance with the Grand River Conservation Authority manual and MNR practice (Exhibit 7d page 94).
- b) In the phasing of operations a proposed internal haul route will run through such a buffer.

Buffer areas are intended as no touch whereas Adjacent areas are for analysis based upon their sensitivity. The Adjacent Areas as set out in the Wellington Official Plan are 120 metres from the Significant Features.

Traffic

Although raised by CARRA, the only qualified expert evidence on traffic was called by Capital. Helen Purdy did flesh out in her Participant Statement and evidence her traffic concerns emanating in part from difficulties between Capital and her brother on another Pit. The Board is satisfied that major County roads (principally County roads 35 and 34) which are proposed for haul route purposes, are sufficient with regard to road capacity considerations. The County, after engineering review, has entered into an Agreement with Capital for improvements that may be necessary.

Good Planning Test

The findings of the Board must apply the PPS in its entirety notwithstanding that Policies may when applied to the same project differ. In this case the Board has applied the Aggregate Policies - but not as an override. Rather those policies are applied to determine whether extraction proposed is realistic and whether social and

environmental impacts can be minimized. The Board concludes extraction proposed is not realistic given that the possible environmental impacts have not been minimized.

Social impacts involve consideration of the approximate 100 residents in the area. Mr. Dorfman, as planner for Capital, reviewed his previous experience in the mapping of aggregate resources elsewhere in the Province. It was his evidence that because of incompatibility he had recommended that existing aggregate resources not be mapped in settlement areas and their vicinity. The proposed pit is not within a settlement area as designated or mapped under the County Official Plan. There are however some similarities with a settlement area in terms of the number of residents (testimony of Nick Macdonald CARRA planner) and the reference by Helen Purdy to the history of Aikensville. It is not realistic to consider a pit in terms of the social impact on nearby residents (proximity 200 metres to nearest property line, 20 residential properties within 300 metres and 100 residential properties within 1000 metres). Capital has used these distances in another pit to argue minimum separation distance and zone of influence for an existing pit when residential development was planned. Capital correspondence suggests a 500 metre buffer may not be sufficient. The MOE in its Noise Screening Process for Section 9 Applications (Exhibit 7B page 132) suggests in the questionnaire that the minimum separation distance to achieve compliance with the Ministry noise guidelines is 1000 metres from Aggregate Crushing operations. What is proposed in Aikensville is a land assembly of 8 lots for an aggregate operation reversing the existing dominant form of rural residential development.

Normally the County has planned for aggregate expansion through an aggregate overlay in the County Plan. The evidence is that such an overlay in Wellington is in respect of primary aggregate deposits of quality and quantity only. The evidence of Nick Macdonald, planner for CARRA, is that in his professional planning experience he has and does recommend primary and secondary aggregate deposits be identified in the Official Plan. The County of Wellington has not identified secondary deposits which must be the subject of both Official Plan amendments and Zoning By-law amendments. Both amendments would be to recognize in policy and then implement approval in zoning for a secondary aggregate deposit. This duplicitous test deprives the public of the more general notice of the secondary deposit in the Official Plan before the residential development or purchase. The protection of aggregate in the PPS is specific to established operations and known deposits. It is piecemeal planning to consider

additional secondary deposits other than by inclusion on the overlay generally, perhaps with consideration of what land uses already exist. Coordination in an integrated comprehensive approach is a requirement of section 1.2.1 of the PPS. Section 1.1.4.1 of the PPS states locally-important resource areas should be designated. Of 11 aggregate extraction areas requiring approval in South Wellington - 9 of which are in Puslinch - 9 were approved by Zoning without an OPA on the basis that they were within the Aggregate Overlay in the Official Plan. Of the 9 in Puslinch only 1 required an OPA and that was Capital's Wellington Pit 5 for a second phase with the Permit to reflect amalgamation (Exhibit 143). The undertaking (Exhibit 152) of Mr. Salis, County planner, confirmed the Capital Pit 5 second phase was of tertiary significance in resource ranking and that outside Puslinch, in Wellington County, 3 pits with OP amendments were of tertiary significance of the resource.

The OP amendment is also to change designations underlying the overlay for an unevaluated wetland and an AINSI on site. The Board finds the planning exercise that seemed to evolve as a correction in boundaries and an informal evaluation of an unassessed wetland from what was first applied for as a change in the Aggregate overlay, to be insufficient to warrant the changes sought in designation. Correspondence shows after the planning applications were made, access became an issue with the unevaluated wetland (existing designation as Core Greenlands) and access through that designation was unavoidable due to surrounding wetland locations. Mr. Pickfield is correct that the ARA legislated process is intended to be iterative. However, when the hearing stage is reached and positions are taken, the Appellant is expected to be consistent. Throughout this hearing Capital amended its conditions for the site plans in Exhibits 18-1e) June 9, 2009, 18-2e) June 11, 2009 and 18-3e) November 4, 2009.

More specifically social impacts have been explored in depth in respect of noise and dust having regard initially to MOE Guidelines. It is appropriate so to do given the definition of adverse impact in the PPS referring to the *Environmental Protection Act*. Indeed the County Official Plan makes reference to Provincial standards, guidelines and regulations processes. No Certificate of Approval has been applied for in respect of noise or dust. Such processes will involve Ministry policies and guidelines under the *Environmental Protection Act*.

The Board concludes from the evidence before it that at sensitive receptor three (the closest residential property to the excavation site) that there will be a doubling of noise level in an amenity area (rear yard). This is recognized as amenity area or outdoor space where routine or normal activities at reasonably expected times under the definition of sensitive land use in the PPS. The evidence is that this area has been in regular use for a pool, gazebo and for walking trails. The proposed noise level in that area was described as a doubling of ambient natural sound to the point where one would have to shout to be heard. This, the Board finds, could be an exceedance to MOE guidelines - in particular NPC -232: Sound Level Limits for Stationary Sources in Class 3 Areas (Rural) limit 45dBA but projected to be 50dBA, an increase of 10dBA over current ambient 40dBA. In the rural circumstances the Board prefers the use of the rural guideline as more reflective of a predictable worst case basis rather than the urban guideline. The Board does not condone a process wherein CARRA asked to participate in the noise analysis and was excluded from a meeting when noise was discussed and where the municipal noise consultant changed his concluding opinion to agree with the Capital noise consultant.

With regard to dust the Board finds possible discharges of fine particulate matter and crystalline silica in excess of MOE guidance documents (Ambient Air Quality Criteria) that will not be cured under the Capital Best Management Practices Plan. That Plan suggests awaiting for visual dust clouds to appear the size of one third of a commercial vehicle before watering takes place (no water taking at this site is proposed). There is questionable coordination with admitted subcontracting and with the exemption condition sought to permit night loading and shipping to meet urgent provincial contracts and specifications. The Board's finding is that public health concerns may result inconsistent with policy 1.1.1(c) of the PPS. The Board in evaluating *Planning Act* applications is not restricted to MOE guidelines since it must determine if an undertaking is good land use planning. *Ottawa v. Sample* (2001) 43 O.M.B.R. 1444(SCJ) at 1492. *Gold Mountain Springs Inc. Re* (2002) 44C.E.L.R. (N.S.287 (OMB) at 2963. *Grey Association for Better Planning v. Artemesia Waters Ltd.* (2002), 62 O.R. (3d) (Div.Ct.) at 203 -204. Moreover even if individual point of impingement limits are met under Regulation 419/05 as argued by Capital such do not take into account background levels of contaminants and hence cumulative effect - *Dawber v. Ontario* (Director, Ministry of the Environment) (2007), 28C.E.L. (3d) 281 (OERT) at 297-298 affirmed in Divisional Court *Dawber v. Ontario* (Director, Ministry of

the Environment) (20080, 36 C.L.E.R. (3d) 191(Div.Ct.). Neither is the Board convinced that Capital modeling took into effect worst case positions and the best data. The evidence of the CARRA witness has been carefully considered for his qualifications and experience. Although the CARRA witness, Dr. DiGiovanni, was not as experienced in aggregates as the Capital witness, his experience, education and carriage in giving testimony was sufficient to give opinions in the specialized field.

The Board's finding is that social impacts are not minimized.

Notice

Helen Purdy questioned the Municipal notice re the *Planning Act* Amendments. Her concern was respecting notice signage on site and the failure to provide a planning report with the planning applications. The Board called for the Puslinch Clerk to testify. Based upon her testimony and *Planning Act* language, the Board finds the appropriate notice was provided through the newspaper. Signage on site and the planning report are optional. The absence of such a report is however, relevant. This process started with a License application even though the License could not be issued without rezoning. The Rezoning and Official Plan applications were filed 2 months after the License Application. That no planning impact assessment was filed with the application (may be required under section 4.6.2 of the County Official Plan), that Capital initially did not hire a planning consultant and that the planning witness for Capital was not retained until, several years after the Planning Applications were filed, speaks to the significance that Capital placed on planning.

Compliance

The ARA requires in section 12 consideration of the Applicant's compliance record. Capital has an excellent record in rehabilitating sites after closure and has received awards. There have been however, instances in the record before the Board where Capital has not been as compliant. Capital failed to disclose its initial soil testing results so that others might appreciate the depth of the deposits when quantity and quality of the resource can be an issue. On another Capital site, unauthorized tree cutting by the owner who had leased to Capital, took place contrary to site plan conditions. On the proposed site Capital undertook preparatory work both with respect to a culvert and to constructing an access road without regard to approvals.

Section 2.1 of the *Planning Act*

Section 2.1 of the *Planning Act* requires the OMB to have regard for the Decision of the Municipal Council. In this case, due to the Transition provisions of Bill 51 this may not have application. However, because of the refilling and amending of applications it is out of caution reviewed in any event. In *City of Ottawa v. Minto Community Inc.* (Ont. Div. Ct. File DC-09-001527-000) the majority held that the Board has an obligation to at least scrutinize and carefully consider the Council decision as well as the information and material that was before the Council. The Board has done this with the planning reports made to the Councils, Exhibits 7a to 7d and press reports set out in the participant witness statement of Helen Purdy (Exhibit 212). In *Minto* the Ottawa Council provided reasons for its refusal. In the case now before the Board there are no such reasons. By its actions County Council voted to approve of an Official Plan amendment by resolution, then on third reading voted down the OP amendment. The County appeared at the Prehearing but then withdrew before the hearing commenced. The Township first passed a resolution to support the County OPA, then after the County OP amendment lost on third reading, the Township passed a resolution opposing. That position changed somewhat at the hearing based upon whether the Township could succeed on a higher established groundwater table and related Zoning. Press reports with no certification as to accuracy cannot be given determinative weight. The Council positions can be given very little weight in this case because they are so variable and without reasons.

Expert Witnesses

Expert witnesses are in a privileged position in giving their opinion evidence. Normal evidence is more direct. Experts are qualified and then are expected to conduct themselves in a manner that is independent. In this long hearing, questions arose as to that independence in respect of witnesses for each of the parties. Mr. Northey indicated a resident questioned the independence and impartiality of a Capital consultant in ecology. Mr. Northey then moved a Motion to deal with the allegation respecting the weight to be given to Capitol's ecological evidence. The Board set down that motion to be heard orally during the hearing. The resident and the ecologist testified re alleged directions from one Capital consultant in the hearing room to another who was testifying. Based on the denial and explanation concerning hand movements and the

line of vision, the complainant was satisfied with the explanation and thus Mr. Northey withdrew his Motion.

The Board having observed a Puslinch witness sitting in the front bench with counsel pose questions for counsel during his cross-examination of another witness by the counsel questioned whether this was bringing the assisting witness into the roll of an advocate. That conduct did not continue. Similarly the Board noted a witness for CARRA repeatedly approach his counsel during counsel representations. A response that the conduct was to assist the Board was accepted.

Mr. Pickfield, in able final argument, questioned whether the testimony of several CARRA witnesses had become so critical that it was more in the nature of advocacy and not independent expert testimony. The Board has carefully reviewed witness statements, exhibits and its notes and concludes that not to be the case. Several CARRA witnesses chose in a peer review capacity to comment on the evidence of their peers testifying for Capital. In so doing they may have been critical - but that is the nature of what has come to be common in peer review evidence. Pointing out the difference with one's evidence and that of another expert can be helpful to the Board as long as it is respectful and professional. That is the case. One CARRA expert witness chose to speak directly to the Board. He referred to the onus of proof based upon his review of witness statements and some of the *viva voce* testimony. That is normally the purview of counsel and the Board. However the Board acknowledges that such evidence was given in part respecting the PPS which does clearly indicate that in order to develop in lands adjacent provincially significant wetlands there is an initial onus on the proponent to show no adverse affects. Once that issue is joined the onus may shift during the hearing. The Board is satisfied that this and all other experts were appropriately qualified so as to enable them to give their opinions. The Board has carefully reviewed all the testimony in coming to its conclusions.

Board Conclusion

In coming to its Conclusion the Board is appreciative of the comprehensiveness of the final submissions and the professionalism of all counsel. The Board finds the *Planning Act* appeals are not consistent with the PPS and in particular policies 1.0, 1.1.1 c), 1.2 1.7.1(e), 2.1.1, 2.1.6, 2.2.1(c) and (e), 2.2.2, and 2.5.2.1 and 2.5.2.2. The

Planning Act Appeals for Official Plan Amendment and Zoning By-law Amendment do not represent good planning and are not in the public interest.

Disposition and Board Order

The Capital Appeals for Official Plan and Zoning Amendments under the *Planning Act* are dismissed. Without zoning required under the ARA, this Board respectfully directs the Honourable Minister of Natural Resources not to issue the Aggregate Licence referred to this Board.

So Orders the Board.

"N.C. Jackson"

N.C. JACKSON
MEMBER



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If you have any community events, photos or media to be listed here, please contact us at:

events@bridgekeepers.ca

West Montrose Resident's Association AGM

October 18th, 2012



The annual general meeting of the Association's corporation will be held at the Winterbourne Christian School on Thursday October 18th at 7pm.

This is the most important community meeting of the year. Updates on all community related activities can be discussed and/or put forward. Including the Capital Paving Gravel Pit Application, Drinking Water, Wells, Signage (speed and now bridge load limits) and future plans for community preservation.

If you are a community leader or have goals for your community consider being nominated for a position on the board. ALL POSITIONS are up for re-election, returning officers must communicate their intent to the board.

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You can help preserve "The Covered Bridge Experience"!
Please click on one of the above to learn more.

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You can help! Please [click here](#) to help us preserve the Covered Bridge Experience!



Capital Paving has applied to locate a massive Gravel Pit at the end of the historic West Montrose Covered Bridge (built in 1881).

Although the bridge will remain, the "Covered Bridge Experience" as you know it will not. The pit will disrupt the tranquility and peacefulness of the area and ruin the "Covered Bridge Experience" for thousands of visitors. This project could last for decades and will cover an area of almost FIVE MILLION SQUARE FEET!

(click to view map)

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The application for the Covered Bridge Pit is one of the most controversial in the recent history of the industry. Within weeks, the application attracted hundreds of letters of objection, newspaper & broadcast coverage, and a Facebook group with thousands of members from around the world!

In The News

Capital Denied at Aikensville – [click here](#) for full OMB Decision
Woolwich Gravel Pit Application

Media

- New:
- August 27, 2009 - Cultural heritage landscape worth considering
 - August 20, 2009 - BridgeKeepers seek full disclosure
 - August 13, 2009 - Pit applicant asks for speedier process
 - June 4, 2009 - From pit to paradise
 - May 15, 2009 - Gravel pit conundrum here to stay
 - May 15, 2009 - Gravel pit applicant presses Woolwich to move forward

- Archive:
- Watch CTV News Clip
 - Sept 10, 2008 - West Montrose may get historic protection
 - Nov 27, 2008 - Bridgekeepers Media Release
 - Nov 30, 2008 - Fighting to save the "Kissing Bridge"
 - Dec 1, 2008 - West Montrose residents fight plan for gravel pit near bridge Part 1 | Part 2
 - Dec 13, 2008 - Battle brewing over gravel pit

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Dec 15, 2008 - Bridge carolers tune into the past [the star.com](#)

Dec 16, 2008 - Holiday tradition at historic covered bridge [CTV](#)

Dec 16, 2008 - Group organizes against gravel-pit proposal [Independent](#)

Jan 30, 2009 - Citizens' group supports township's gravel policy

[Independent](#)

April 16, 2009 - To act green, we need concrete ideas [GLOBE&MAIL](#)

In Other News

Feb 11, 2009 - Keeping a close eye on the weather [The Record.com](#)

[Guelph Mercury.com](#)

Read "Gravel pit application licence pulled"

 Read "It's official: Puslinch council opposed to Aikensville gravel pit"



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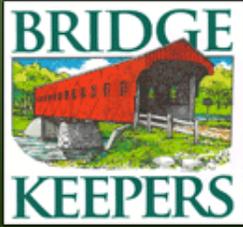
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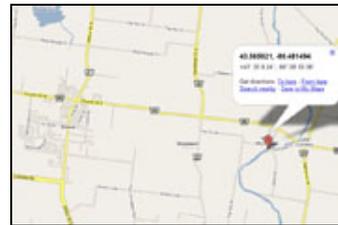
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Service	Map	Satellite	Other
Google Maps	Map	Satellite	Terrain
Yahoo! Maps	Map	Satellite	
Live Search maps	Map	Aerial	Bird's Eye
TerraServer		Satellite	
MapQuest	Map		
MSN maps	Map		
WikiMapia	Map	Satellite	Terrain
OpenStreetMap	Map		more...
Ask.com	Map		
Map24	Map		
Flash Earth		Satellite	
ACME Mapper	Map	Satellite	Terrain
GPS Visualizer	Map	Satellite	Mapnik
GeaBios		Satellite	Terrain
GlobeXplorer		Satellite	
Blue Marble Navigator		Satellite	
GeoNames		Satellite	
Fourmilab		Satellite	
Norkart Virtual Globe		Satellite	
MapTech	Map		
USMapServer	Map		
Geody			Links
MultiMap	Map		
NaviTraveler	Map		
Degree Confluence Project			Info
Shaded Relief	Map		
ExploreOurPla.net		Daily	



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43.585621,-80.481494

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Our Case

This can't happen!

The proposed Covered Bridge Pit poses serious threats to tourism, culture & heritage of the area, safety, and water supply & quality. If a massive pit can be approved in an area as significant and sensitive as this, is there **anywhere** a pit is **not** acceptable?

- [Impact on tourism](#)
- [Cultural / Heritage Impacts](#)
- [Safety](#)
- [Risk to water](#)
- [List of objections](#)

Impact on tourism and the "brands" of Woolwich and Waterloo: The Covered Bridge is an icon of the culture, heritage and agricultural / small settlement image that attracts tourists and new residents to the area – AND keeps the Mennonites in this area. A massive gravel pit, with all of its inherent noise, pollution, scarring of the land, safety issues and traffic... located just 180 metres from the

historic bridge... would destroy that image, experience and attraction forever.

Cultural / Heritage Impacts: *"Preserving Our Past..."* The Kissing Bridge is a national historic site – the only site so designated in Woolwich Township. There is a recommendation pending to designate the valley around West Montrose as a Cultural Heritage Landscape. The cultural and heritage significance of "The Covered Bridge Experience" transcends thirteen decades and seven generations, and a large part of the appeal of West Montrose and the surrounding area is its unspoiled link to our past. Many buildings around West Montrose – the general store, church, old schoolhouse, and several homes and farmsteads are historically significant. The key elements of "The Covered Bridge Experience" link to Woolwich's heritage as a community based on farming, the river and - of course - the bridge.

Safety: *"Protecting Our Future..."* Many critical safety issues are not addressed by this proposal. The conveyor may spook horses and cause them to bolt in front of haul trucks. Increased truck traffic along roads used by pedestrians, buggies and school buses – especially when considered cumulatively with existing traffic and other proposed pits – is a major concern. The interaction of hundreds of slow-to-stop gravel trucks with horses and buggies along the road through the pit has not been addressed. And locating the entrance to the pit within metres of a Mennonite school is totally inappropriate. Children walk along the shoulder of this road to school, in dark clothing and often in darkness. One day we may hear news of a horrific – perhaps fatal - accident at this very spot.

Risk to water quality and supply: Capital paving proposes a below-water-table excavation, and also lowering of the water table. This type of excavation can impact water quality and supply to users within sixteen kilometres of the site. The proposal claims that, if local wells are affected (contaminated or cut off) "alternatives are available". Although West Montrose residents enjoy excellent water, municipal wells in the area are already inadequate – water is trucked in to supplement the supply. Risking the current supply is irresponsible and unacceptable.

Objections

Objections: Concerns and objections submitted to Capital Paving and the Ministry of Natural Resources include, but are not limited to:

| 1 - 10 | 11 - 20 | 21 - 31 | 31 - 40 | 41 - 50 | 51 - 60 | 61 - 70 | 71 - 80 | 81 - 90 | 91 - 93 |



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The Facts About The Myths

Click here to learn Twenty things you may not know about the "Kissing Bridge", Mennonites, this application, and tourism in Waterloo Region.

Click on any of the claims below to learn more.

1. CLAIM / MYTH: Only a small portion of gravel will be extracted from below the water table.

2. CLAIM / MYTH: This pit will be developed in successive phases and the large majority of the land will be available for farming at all times.

3. CLAIM / MYTH: The site will be rehabilitated back to full agricultural use in 7-10 years.

4. CLAIM / MYTH: Capital Paving is a small company.

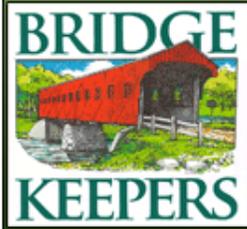
5. CLAIM / MYTH: Although Letson Drive, the road through the proposed pit, will be rerouted, vehicle and horse-and-buggy traffic will be able to pass as usual.

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6. CLAIM / MYTH: The pit isn't "that close" to the covered bridge.

7. CLAIM / MYTH: The land will be returned to the farmers in better condition for agriculture than before the excavation.



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Studies & Reports

Here you can find reports and studies from Capital Paving, our experts and others; along with current policies of various levels of government and other agencies.

 [CHL REPORT TO WOOLWICH TOWNSHIP](#)

 [Township of Woolwich Official Plan, including Aggregate Resources Policy](#)

 [Regional Municipality Official Plan \(current\)](#)

 [Region Municipality Official Plan \(proposed\)](#)

 [Capital Paving Proposal & Studies](#)

 [Archaeological Study](#)

 [Cultural Heritage Landscape Report \(Dr. Robert Shipley et al, PDF\) - coming soon](#)

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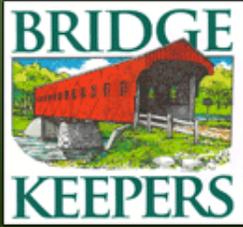
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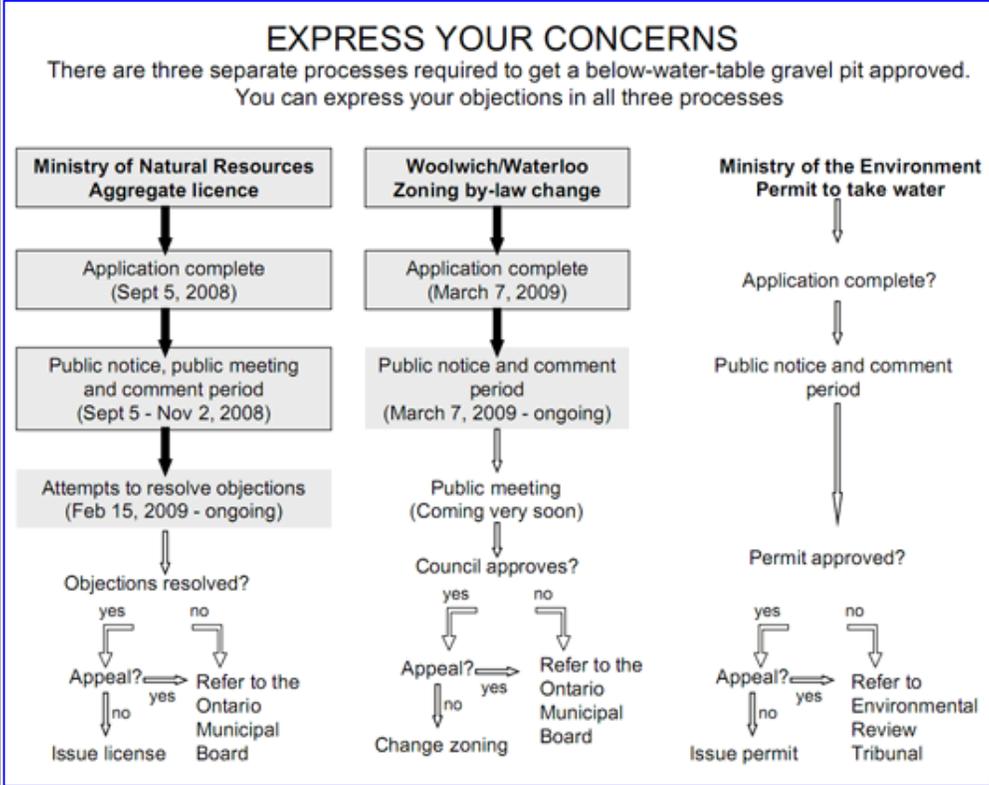


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Approvals Required

Several approvals are required before this operation might be permitted, including:

1. Municipal Land Use Approvals
 - Compliance with the Township of Woolwich Official Plan
 - Township of Woolwich zoning amendments

Land use approvals will be granted or denied by Township of Woolwich Council. Council will review the application in connection with the documents noted above, as well as the Regional Municipality of Waterloo Official Plan, and the 1996/97 Provincial Policy Statement. Other relevant reference materials include the 2005 Provincial Policy Statement. Council decisions can be appealed to the Ontario Municipal Board (OMB). A decision of the OMB can be appealed to the Provincial Cabinet (Premier and Ministers) under certain provisions (such as where the Minister of Municipal Affairs and Housing provides written notice to the OMB that an appeal to the Board may affect a Provincial Interest).

2. Class A Licence under the Ontario Aggregate Resources Act

The license will be granted or denied by the Minister of Natural Resources. Issues under the Planning Act and Aggregates Act related to this matter may be referred to the Ontario Municipal Board. Where other approvals are required as well (for example, water taking permits under the Ontario Water Resources Act, approvals under the Environmental Protection Act, and environmental assessments), these matters, along with the planning and aggregate matters, may be referred to a Consolidated Hearings Board. A decision of the Consolidated Hearings Board may be appealed to the Provincial Cabinet (Premier and Ministers).

Technical Studies

Several technical studies must be prepared and submitted by Capital Paving under the Aggregate Resources Act and in accordance with the Official Plan. Technical studies include:

- Aggregate quality and geology
 - Agriculture
 - Cultural-heritage
- Ground and surface water
 - Natural environment
 - Noise
 - Planning and land use
 - Traffic and truck routes.

These studies must document existing conditions, potential impacts of the proposed development and suitable remedial measures to mitigate impacts of the development.

Site plans are required and must include existing features, operational plans, progressive and final rehabilitation plans, and cross-sections of the site.

Timeframe for Approvals

Timeframes for approval or denial vary. The timeframe will be specific to this application. Relevant laws specify minimum timelines for public notice, public consultation opportunities, and filings of objection. Decisions on applications for aggregate extraction operations have taken over 7 years, including appellate procedures.







Lloyd Hartwick, 15, ready to hoist a lighted lantern to a hook in the rafters. His home is across the road behind him. 1949.



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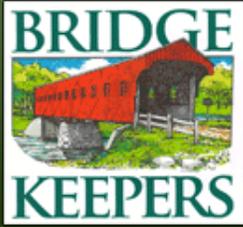


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About Us

"Never doubt that a small group of thoughtful, committed citizens can change the world. Indeed, it is the only thing that ever has." Margaret Mead

BridgeKeepers is a group of thoughtful, committed citizens, each of whom has a significant stake in "The Covered Bridge Experience". We are committed to preserving the heritage, culture, quality of life and unique appeal of this special place; and to protecting it and its peoples from misuse or exploitation.

Our Signature:
"Preserving Our Past... Protecting Our Future."

Our Mission:
To preserve "The Covered Bridge Experience."

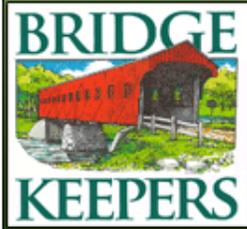
Our Vision:
To be an organization dedicated to ensuring the West Montrose area continues to be an exceptional community in which to live and visit.

To find out how you can help preserve "The Covered Bridge Experience", [click here](#).

You can help support BridgeKeepers and the Covered Bridge by joining our Facebook Group!



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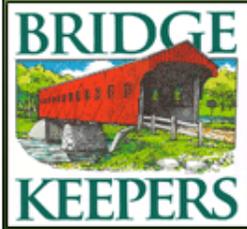


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blog@bridgekeepers.ca



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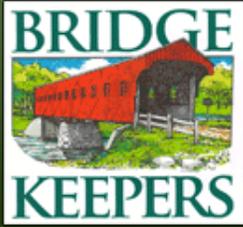
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 Note: Receipts will be provided for donations of \$20 or more. BridgeKeepers is not a registered charity.



BridgeKeepers logo merchandise!
 Enviro-Friendly Fabric Shopping Bag \$10*
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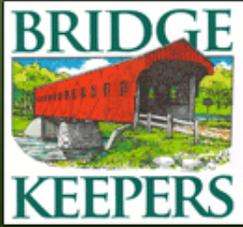
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BridgeKeepers Inc.
 1245 Rivers Edge Drive
 West Montrose, Ontario N0B 2V0

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Select the appropriate Recipient for your message

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Enter your name

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City:

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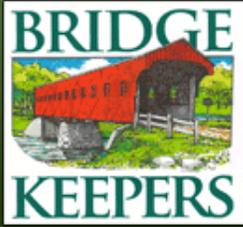
Enter the subject of your message

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events@bridgekeepers.ca

Annual Kissing Bridge Golf Tournament
September 18th, 2012

130th Anniversary Gala
West Montrose Kissing Bridge
November 5th, 2011

BridgeKeepers Golf Tournament - Tuesday June 14th, 2011
Ariss Valley Golf and Country Club

Kissing Bridge Poetry Reading - Wednesday August 11 - 6:30pm

A group of poets from Montreal will be canoeing down the Grand from Elora to Paris from August 10th-17th, stopping to give readings in cafes and libraries along the way.

Annual BridgeKeepers Golf Tournament - Tuesday June 8th, 2010

2010 Winners of the BridgeKeepers Golf Tournament

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First Annual Kissing Bridge Golf Tournament - September 20, 2009

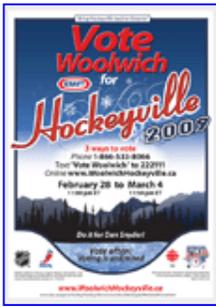
Community BBQ in West Montrose - July 12, 2009

Quilt & Fibre Art Festival - May 26 - 30, 2009

Community Yard Sale in West Montrose - May 9, 2009



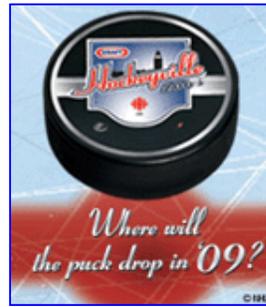
 Bridgekeepers Maple Syrup Festival Newsletter 2009



Hockeyville Woolwich



Hockeyville CBC



Hockeyville Kraft

[Click Here](#) to visit the Woolwich Hockeyville Video Page

Hockeyville is coming to the "West Montrose Arena"
(A.K.A. The Covered Bridge)
Friday February 15, 2009

Friday, February 13th, 4:00 p.m. at the covered bridge.
The Hockey Night in Canada crew will be filming "road hockey"
in the bridge to support Woolwich's bid for Kraft Hockeyville!
Olympic Gold Medalist Cassie Campbell and
former Toronto Maple Leaf Steve Thomas will be on hand.
Decorate your home in advance.
Bring signs and come early to help decorate the bridge area.
Don't forget to wear your BridgeKeepers buttons!

Kiwanis Covered Bridge Carol Sing
Monday December 15, 2008

The Kiwanis Club of Elmira hosts its annual Covered Bridge Carol Sing in the
bridge... Monday, December 15th at 7:00 p.m. Come out and enjoy this wonderful
community family event. Free cider & cookies. Song sheets provided. No admission
charge, but donations of cash or non-perishable foods to the Kiwanis Goodwill Food
Drive are appreciated. (The drive has raised over 10,000 pounds of food and close to
\$1,000 so far this season!) www.elmirakiwanisclub.com

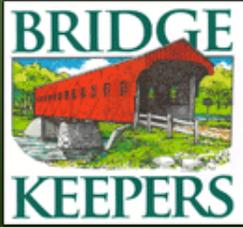
Elmira Kiwanis Santa Claus Parade
Saturday December 6, 2008 at 10 AM



[Click Here to View Pictures](#)

BridgeKeepers Board Meeting (Association members only)
Sunday, November 30th

BridgeKeepers holds its first-ever Board Meeting... Sunday, November 30th @ 3:00 p.m. All residents welcome – your questions and input are appreciated and valued.
RSVP – John or Marion at 669-1010, or bridgepitstop@live.ca.



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events@bridgekeepers.ca

Click on the Calendar button above for more information on these upcoming events:

West Montrose Resident's Association AGM

October 18th, 2012



The annual general meeting of the Association's corporation will be held at the Winterbourne Christian School on Thursday October 18th at 7pm.

This is the most important community meeting of the year. Updates on all community related activities can be discussed and/or put forward. Including the Capital Paving Gravel Pit Application, Drinking Water, Wells, Signage (speed and now bridge load limits) and future plans for community preservation.

If you are a community leader or have goals for your community consider being nominated for a position on the board. ALL POSITIONS are up for re-election, returning officers must communicate their intent to the board.

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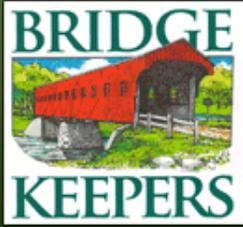
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WMRA Inc. 1245 Rivers Edge, West Montrose, Ontario, Canada

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GPS Coordinates



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INFO!

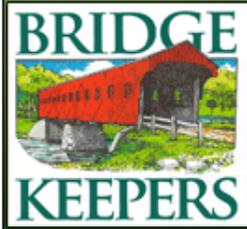
Committed individuals with a significant stake in "The Covered Bridge Experience" are invited to join BridgeKeepers (subject to approval by the Board of Directors). [Click here](#) to contact us for more information, or email us here:

info@bridgekeepers.ca

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VOLUNTEER!

This can't happen! ... stopping it will require manpower.

If you are committed to preserving "The Covered Bridge Experience", please consider volunteering on a committee, at one of our events, or to write letters to advocate for us. Stay tuned to our Community Events link for upcoming events.

Committees:

- Finance & Legal
- Membership
- Inter-Association Liaison
- Lobbying
- Marketing & Communications
- Special Events & Fundraising
- Policy Awareness
- Proposal Challenge

Click here to email your interest in volunteering or email us here:

volunteer@bridgekeepers.ca

We also need your help in sending letters to government offices and agencies. Please check back often to find out when those efforts are most needed.



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VISUAL APPEAL



NOISE, DUST & POLLUTION



GRAVEL TRUCKS



MENNONITE COMMUNITY



COMMUNITY SAFETY



ENVIRONMENT

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The proposed pit is located in a meandering river valley (designated as a heritage waterway). The landscapes of this valley, with the historic bridge, riverbed and farmland, offers exceptional and unique views and tranquility. The pit property is located on a hill within the valley, making it impossible to properly shield from sight and sound. Perimeter berming (borders of soil piled around the pit) - a common buffering feature, and the control proposed by Capital - would be ineffective in providing shielding in this scenario. You would clearly see and hear the operation from many areas that currently offer an unspoiled view of the bridge and countryside.

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"Fine particulates pose a greater danger to our health than better known kinds of air pollution, such as smog, sulphur dioxide and carbon monoxide."

- Gravel Watch, Ontario



If Capital Paving has its way, the "Covered Bridge Experience", as you know it, will soon be gone. They have applied to the Ministry of Natural Resources to tear up almost five million square feet of beautiful prime farmland just 180 metres from the bridge... for a gravel pit. The sound of birds, the rippling river and the clip-clopping of hooves will be replaced by the roar of trucks, the shrill scream of back-up beepers, the crashing of rock falling into processors, and the growl of a huge rock crusher. Located in a river valley, dust, fumes, airborne silica and other pollutants will circulate up and down the valley, at the mercy of the winds.

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Up to 75,000 truck trips each construction season.

Should Capital Paving secure a contract for a major highway like the new Highway 7 between Kitchener and Guelph, the pit AND TRUCKS could operate twenty-four hours a day.

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The road many Mennonites use to travel through West Montrose for shopping at the general store, or to visit family and neighbours, would be excavated and rerouted - through an un-rehabilitated section of gravel pit. A conveyor would be built across the road to carry rock. Rather than risk injury caused by horses being spooked by the noise, many Mennonites may simply stop using this road, effectively shutting off their primary route. Mennonites also use the road to travel to their meeting house located on the other side of the proposed pit.

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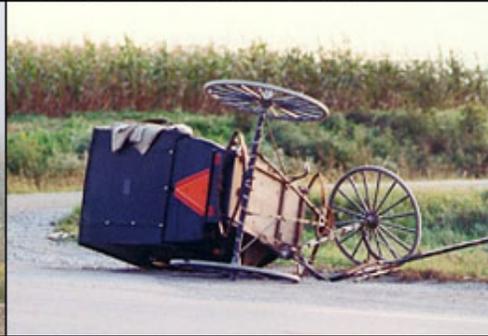
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BridgeKeepers is concerned with several safety issues related to the operation, including the conveyor that may spook horses and cause them to bolt in front of the haul trucks. They worry about the interaction of hundreds of slow-to-stop trucks with horses and buggies, and with the pit entrance being just a few metres from an Old Order Mennonite school. Children walk along the shoulder of the road to get to and from school, in dark clothing and often in the dark. One day we may pick up the paper or turn on the news and hear of a horrific - perhaps fatal - accident at that very spot.

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Fuel and lubricants from the gravel equipment will be used metres from the Grand River. In the event of a spill or flooding of the river the risk to the water resources in the area and downstream is heightened by the use of the Grand River as a drinking water supply by the Region of Waterloo and other communities.

Capital Paving's plan is to excavate below the water table... and even to lower the water table in some areas of the pit. This will negatively impact the river, and will in all probability devastate a large wetland immediately adjacent to the site. These wetlands are recharged by water flowing from the site, which then flows into the Grand River. Capital's pit would dramatically reduce groundwater discharge into the wetlands. Without this discharge, trees, vegetation and wildlife - the entire ecosystem of the wetland - could disappear.

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Thursday August 27th, 2009

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Cultural Heritage Landscape worth considering

Published - Aug 27th, 2009

By



The West Montrose Residents' Association — also known as BridgeKeepers — is holding a meeting that will be well worth attending.

The meeting, which may end up actually being held within the West Montrose Covered Bridge, will feature professor Robert Shipley, from the University of Waterloo's Heritage Resources Centre.

Earlier this year, Shipley presented a report to Woolwich council, outlining the reasons he believes that the West Montrose area qualifies as a Cultural Heritage Landscape. Such a designation could put restrictions on development, as well as renovations of existing buildings, throughout the designated area.

It would likely also put a damper on the gravel pit that is being proposed by Capital Paving, on nearby Letson Road.

Shipley's report first came to council in April, without a great deal of comment.

In his research, he talked to residents of West Montrose, to determine their connection to the village, and their feelings about it.

Through his research, he learned that residents truly do value the quiet, historical nature of the village, and are proud of the West Montrose Covered Bridge. This is one of the most important elements in whether an area should be designated as a Cultural Heritage Landscape — the view its own residents hold towards it.

"It's highly valued by the community, both the individual elements (of the bridge), and the landscape as a whole," said Shipley.

While Woolwich council has yet to formulate a response to the report presented by Shipley, his arguments are definitely worth considering. And this means that the meeting being planned by the BridgeKeepers is well worth attending, if only to learn more about this designation, and the impact it could have.

At the very least, it will give local residents more information to process, as they consider the future of the area — one with a gravel pit, or one without.

Related Stories

Heeding our Vital Signs

August 21st, 2009

Right now, the Kitchener-Waterloo Community Foundation is embarking on the third year of its Vital Signs survey, asking members of the community to grade our Region in a number of areas. It is really like

[Read Full Story](#)

Fiscally prudent, or wasteful spending?

March 5th, 2009

This past week, Woolwich councillors were told that they should tighten their belts, and present a more fiscally prudent budget than the one they were supporting. Woolwich resident Glenn Fern presented councillors with

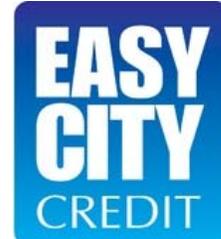
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Elmira, ON

15°C A few clouds

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BridgeKeepers seek full disclosure. Want access to all gravel pit documents

Published - Aug 20th, 2009
By Gail Martin Independent Editor



Members of the BridgeKeepers group are pushing Woolwich Council for a full disclosure of all communication between the township and Capital Paving.

The request was discussed at the Aug. 11 council meeting. John Fielding, co-chairman of BridgeKeepers, had sent a letter to council, outlining the request.

BridgeKeepers is a group that is opposing Capital Paving's application for a large gravel pit in the West Montrose area.

In his letter, Fielding noted that the Aggregate Resources Act requires "opportunities for public consultation on decisions that are transparent and fair for all affected participants."

Fielding went on to say, "we expect that same assurance of consultation and transparency applies to the municipal zoning process as much as it does to the licensing process."

Fielding, in his letter, asked that the township provide copies of "all correspondence" with Capital Paving, and expressed concern over the fact that individual members of council had been advised not to meet with BridgeKeeper members, except in council chambers, "under the openness of full public exposure and disclosure."

At the Aug. 11 meeting, Woolwich CAO David Brenneman clarified the township's position.

He said that, under the Planning Act, all files are "open and accessible," and available to all members of the public.

However, he added that since some of the files related to Capital Paving are related to legal matters, those files would not be available.

Brenneman also said that he was the staff member who had advised members of council not to meet with BridgeKeepers representatives, in order to avoid accusations of prejudice against members of council, since the proposed gravel pit is now part of an official planning application.

"Ultimately, members of council have to make their own decisions, but our job is to provide the best advice we can," said Brenneman, who said that in other, similar cases, "we will continue to give the same advice, that it is not appropriate."

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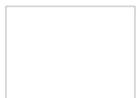


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August 26th, 2009

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Wristbands "sell out" for WMC grand opening

August 26th, 2009
Gail Martin Independent Editor

The party at the Woolwich Memorial Centre looks like it's going to be a good one. A total of 1,800 residents have signed up for the free barbecue set for Sept. 12,

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Pit applicant asks for speedier process

August 13, 2009 By: [Steve Kannon](#)

[Comment](#)

Concerned about delays and extra costs, a developer seeking to open a gravel pit near Conestogo wants the township to drop its demand for more studies.

Woolwich is currently asking for outside reviews of seven of the eight reports concerning the Hunsberger pit submitted by Hunder Developments in support of its bid for a zone change to allow the aggregate operation. Questioning the need for peer reviews, planning consultant David Sisco called on township council this week to speed up the process.

“We are simply frustrated and somewhat at odds with staff’s requests,” he said in council chambers Tuesday night. “We’re not trying to circumvent the process ... we’re asking for some reasonableness,” Sisco added, saying Woolwich’s demand for peer reviews amounts to duplication as many of the reports are being scrutinized by other agencies, including the Region of Waterloo and the Ministry of Natural Resources.

Director of engineering and planning Dan Kennaley, however, dismissed that assertion, saying those reviews are more perfunctory, with the agencies relying on the credentials of the experts submitting the original reports. As well, those other bodies don’t share information in any detail with the municipality, providing no foundation for Woolwich to judge the gravel pit application.

“Peer reviews are a very important part of the planning process,” he said, calling Woolwich’s process one with “tough but fair rules.”

Tougher rules were exactly what councillors approved last year with the new aggregate policy, known as official plan amendment 13 (OPA 13). That policy is at the heart of an Ontario Municipal Board hearing initiated by another gravel pit applicant, Capital Paving, which is looking to open a large operation near West Montrose. That company, too, has complained about the pace of its application and the peer-review requirements.

While sympathizing with the applicant’s concerns about the pace, Coun. Mark Bauman said it’s important to follow the process established by the township.

In response to a question from Bauman, Kennaley said the peer review process isn’t automatic, but considered on a case-by-case basis.

Hunder Developments has been asked for seven peer reviews, as has Capital Paving. The two are the most contentious of five gravel pit applications now being studied by the township. Another, Kuntz Topsoil, Sand

and Gravel's proposal for a pit at Jigs Hollow Road, north of Conestogo, has been asked for two reviews. The remaining two, expansions of existing operations, will not require any peer reviews.

With the Hunsberger application, the township has already sent three of the reports – air quality, traffic and visual impact – out for peer review. After this week's request from the developer, the other four are now on hold, Kennaley explained.

Sisco noted that his client had not been informed that three reviews had already been requested, and had not agreed to the expenditure, which he estimated at \$30,000 for all seven reports demanded by the township.

In a related matter, councillors discussed a request from the Bridge Keepers, an organization opposed to the Capital Paving gravel pit, to provide the public with all information related to the application.

Chief administrative officer David Brenneman said current policy is to make all documents related to the zone change application available to the public. However, because of the OMB appeal, some of the files related to legal issues will remain confidential.

He also reiterated township policy that staff would not meet individually with any of the parties to discuss the zone change application, saying "it's not appropriate" to talk about the issue outside of an open and public meeting. The idea is to ensure that no one is seen to be given preferred status.

"There shouldn't be individual, one-on-one meetings with anyone."

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From pit to paradise

How the GRCA worked with gravel makers to guarantee an environmental gain

June 04, 2009

ROB O'FLANAGAN AND SCOTT TRACEY
MERCURY STAFF

BLOOMINGDALE

It's a warm spring afternoon, and around a small lake in Woolwich Township residents are enjoying the change of seasons.

Cyclists on mountain bikes whiz past groups of friends walking their dogs, while nearby a golden retriever comically splashes in the water, apparently in pursuit of an elusive fish. Overhead, an osprey delivers lunch to a nest atop a decommissioned utility pole.

It's easy to forget just a few years ago this oasis was a dusty industrial zone.

That's the whole point.

Snyder's Flats, nestled in a bend in the Grand River near Bloomingdale, was bought by the Grand River Conservation Authority 40 years ago as part of a larger program to keep valley lands within the conservation authority's control.

In the mid-1970s, the authority began collaborating with its neighbour, Preston Sand and Gravel, to remove aggregates from the 96-hectare property.

Mining was done between 1979 and 1987.

Martin Neumann, the conservation authority's supervisor of terrestrial resources, said the extraction was designed to create specific habitats with the resulting ponds and wooded areas.

"That was one of the very unusual things about this property," Neumann said during a recent tour.

"The extraction was done with a habitat goal in mind.

"We said if we're going to do this we want to come out of it with an environmental gain, and that's what we've done."

But typically, the options for pit rehabilitation are relatively limited, and far from satisfactory to critics of the aggregate industry. They say returning a pit to its original condition -- especially bringing it back to fertile farmland or its original natural ecosystem -- is not as easy as people in the industry make it out to be. Given the rapid rate of farmland reduction in Ontario, restoring pits to agricultural fertility has never been more urgent, some say.

An official with the Ontario Aggregate Resources Corporation -- the agency that oversees abandoned-pit rehabilitation in Ontario -- says rehabilitation is relatively easy, and there have been a number of successful restorations of farmland.

Many former gravel pits in Ontario have been transformed beyond recognition. Christie Pits in Toronto became a major recreational area. The Botanical Gardens in Hamilton was once a quarry. A large part of the University of Guelph's Arboretum was a gravel pit, and a number of former aggregate sites have been turned into subdivisions or golf courses.

Tony Dowling is the co-chair of the community group BridgeKeepers, which is trying to block the development of a pit in West Montrose. Dowling said for every 1,000 hectares of land excavated for aggregate extraction, only about half is rehabilitated to agricultural land. Rehabilitating pits to agricultural land is inefficient, he said, because the land is often only suitable for pasture, not deep-rooting crops.

The group Ontario Farmland Trust says about 240,000 hectares of prime Ontario farmland was lost to production between 1996 to 2006, due to urban development and the aggregate extraction that feeds the growth.

"Farmers around our area say no matter how much you rehabilitate it and try to bring it back, you will never get back to the same quality of land you had before excavation," Dowling said. "You disturb all of the soil culture when you move it off the land. Land is a living thing. When you pile it all up in berms around an excavation area, a lot of the life within the soil is disrupted and dies off."

It takes years, possibly decades for that soil to regain the fertility it had before, he added.



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Gravel pit conundrum here to stay

May 15, 2009 By: [Steve Kannon](#)

[Comment](#)

As Coun. Mark Bauman noted at this week's Woolwich council meeting, gravel pits are about to become a big part of the agenda for many months – and perhaps years – to come.

There are currently five aggregate applications under consideration at the township. The most contentious are the Capital Paving bid for an operation in West Montrose and the Hunsberger application in Conestogo.

The former raises the hackles of those concerned about the covered bridge and its surrounding environment, above and beyond the noise, dust and safety concerns that naturally come along with such operations. In the Conestogo case, the gravel pit threatens to send soaring the number of trucks rumbling through the village, as well as negatively impacting the quality of life of nearby residents.

In the normal course of affairs, the cost-benefit analysis would provide councillors with an easy answer: deny the applications. Municipal share of aggregate profits are miniscule, not enough to cover the direct costs associated with road repairs and safety measures, let alone the health and well-being of residents.

Like those who settle in the country then begin complaining about the smell of the surrounding farmland, anyone who moves close to an existing gravel pit must live by the credo of caveat emptor. The situation is much different when someone attempts to establish a pit near an existing neighbourhood, as is the case in both examples.

Unfortunately, the situation isn't as simple as that. No, councillors will have to weigh the likelihood of their denial being immediately appealed to the Ontario Municipal Board, which has a track record of ignoring local decisions in favour of developers.

The poor provincial record of respecting local wishes is magnified in the case of gravel pits, where the Aggregate Resources Act is practically a cudgel, and the Ministry of Natural Resources seen as a defender of operators, not Ontarians.

Of course, we do need gravel, and it does have to come from somewhere. Because of its geography, this stretch of the province is rife with aggregate, as witnessed by the numerous pits already in operation. If every application for an extraction licence was turned down, we'd have to find alternative sources for an essential material.

Clearly, then, we need to find a balance point.

Currently, provincial policies favour developers, putting far too much power in the hands of the OMB. Opponents such as Gravel Watch Ontario say the same is true of the aggregate policies. They also lament the actions of the MNR in enforcing what feeble rules do exist. Fixing those inadequacies would go a long way in reducing the disputes over gravel pit applications.

High on the priority list is the enacting of sunset clauses on gravel licences: hard and intractable timelines for the decommissioning of pits. As it stands today, operators can continue to work an “active” site for years, a favourite tactic for avoiding the remediation now required of pit owners. Such a move would assure nearby residents that the health and safety risks would exist for a fixed time only, an important step.

As it stands right now, even where municipalities have tried to impose sunset clauses, the MNR has simply stepped in and voided them.

Equally pressing are rules to assure quick and full rehabilitation of pits, returning them to the identical state seen before excavation began. Here, too, the record has been abysmal. Changes haven’t been forthcoming.

No, the issue before council isn’t going away any time soon.

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2 Comments on "Gravel pit conundrum here to stay"

1. [Frank Price](#) on Tue, 2nd Jun 2009

I think that both the OMB and MNR are simply not taking into consideration the “Quality of Life” issues that really impact us all and which must be measured carefully in each circumstance. Surely putting in a Gravel Pit in a quiet town like Conestogo or Winterbourne which will potentially run 12 hours a day and produce a minimum of 17,000 trucks per year has a dramatic impact on the quality of life. To think it doesn’t suggests that somebody has their collective heads in the sand, or should I say pit.

Noise, safety, environment, are real issues and they really do affect the quality of life of all the residence.

We chose to live our lives here because we all embraced those key elements which stand out in small rural communities; safety for our children, low traffic volumes, a natural rural non urban environment, low noise rates and the enjoyment of nature, wildlife and the small rural life style. Surely two businessmen who appear to have no regard for these [our values], can’t change this for everyone.

In the end the MNR and OMB must change their political stand and give a larger weighting score to real life issues over those of business when doing their assessments.

Certainly the quality of live in all of its forms, of all the towns' people out rates the almighty dollar and the business desires of one or two individuals; who as an aside don't live in the very communities being affected.

It's on days like this that I wish we were all aboriginals, because then we could simply block all the roads to and from our community. I'll bet if that were the case the MNR and OMB would be told to back off in a heart beat by the province.

Big Chief Pain in the Pit

2. [Rick Hendershot](#) on Fri, 26th Jun 2009

Having a continuous string of large, noisy gravel trucks roaring through Conestogo is not a future concern. It is happening right now. I recently saw 20 trucks in a 15 minute period pass through the main intersection of Conestogo.

What makes things worse is that virtually every one of them is speeding. From what I can tell truckers completely ignore the speed limit. This makes everything much worse – the noise, the danger, the wear and tear on the roads.

Since the traffic light was installed at the intersection of regional roads 17 and 22, drivers have a licence to speed through town at whatever speed they want.

Regional authorities may be powerless to keep trucks off our village roads, but they are not powerless when it comes to enforcing the speed limits.

Why don't the police do their job and enforce the speed limit in Conestogo? If gravel truck traffic is inevitable, at least it could be made less intrusive, noisy and dangerous if it was slowed down.

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Gravel pit applicant presses Woolwich to move forward

May 15, 2009 By: [Steve Kannon](#)

[Comment](#)

Impatient with the handling of its application for a gravel pit in West Montrose, Capital Paving wants Woolwich to speed up the process. The township, however, is intent on a full study of the matter, requesting still more information from the company.

Studies of the impacts on both groundwater and air quality are required before the township can move ahead, director of engineering and planning Dan Kennaley told councillors this week in discussing a letter from Capital Paving.

In that letter, the Guelph-based company complained the process has already gone on for more than eight months, calling on the township to hold a mandatory public meeting shortly and to begin having studies submitted by the firm reviewed by other experts.

Some of the reports are ready for peer review, Kennaley noted, but the environmental impact studies will have to wait until the remaining reports – a subwatershed scale hydrogeological study and a dust and air quality impact study – have been provided by the company.

For its part, Capital claims neither study is required, as the relevant information has been covered in the reports submitted to date.

The hydrogeological study tackles one of the most contentious issues, as the company plans to excavate below the water table on portions of the 115-acre site. That gives rise to worries about the impact on local wells, the nearby Grand River and the future prospects of farming the land after any aggregate operation has closed and the land remediated.

“They want to dig far too close to the water table, which has repercussions for the site’s future use as farmland, and can have an impact on local wells,” Tony Dowling, part of the Bridge Keepers organization opposed to the gravel pit, said in an interview.

He sees this as a precedent-setting application because of the request to excavate below the water table.

The group is also worried about the impact the proposed pit would have on the area surrounding the covered bridge, the one-of-a-kind landmark that is an important tourist attraction. And while other gravel pits operate in the area, by virtue of its size, there would be three to five times as much dust and noise, with a

commensurate amount of truck traffic, he said.

The Bridge Keepers have spent the last eight months gathering information, fundraising and developing a strategy for the upcoming battle. The effort has spread beyond West Montrose, as financial contributions have started to come in from others outside the area. As well, volunteers approaching visitors at the bridge have seen them digging in their pockets to support maintaining the area's cultural heritage, itself part of a study recently submitted to the township by University of Waterloo professor Robert Shipley.

“When we tell them what’s happening, they’re happy to offer the change in their pockets or \$5 or \$20. These are visitors from all over – Germany ... we had a busload from Britain the other day.”

Although open to negotiating with Capital Paving, the residents are not optimistic about a settlement, said Dowling. Instead they’re digging in for a long fight.

Coun. Mark Bauman, however, suggested a decision should be made sooner rather than later.

“One of the things we don’t want to do is to appear that we’re dragging our feet just to drag out the process – that just costs everyone money,” he said, noting five pending applications mean gravel pits will be the big issue for council over the next several months, if not years.

“At the end of the day, I’d like to see this come to a conclusion – whatever that conclusion is – as quickly and as timely as possible, for all of the gravel pit applications, so that residents can get on with their lives and get accustomed to the new normal [when] whatever changes come along.”

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West Montrose may get historic protection

TERRY PENDER
RECORD STAFF

WEST MONTROSE

The famous covered bridge over the rippling waters of the Grand River is at the heart of a proposed cultural heritage landscape.

The designation would help protect the rural landscape and historic buildings around the West Montrose landmark known locally as "The Kissing Bridge."

"If this isn't a candidate, then what else is? It is iconic," said Robert Shipley, head of the University of Waterloo Heritage Resources Centre.

The survival of the covered bridge, built more than 125 years ago, and its past as an important crossing, make it significant, he said.

"The setting around it is also considered significant by many people," said Shipley.

Before a designation is granted, people have to prove they care about the area. So Shipley and other researchers at the University of Waterloo are conducting an online survey to determine how people feel about the bridge, vistas and some of the town's old buildings.

Anyone can take the survey on the website for the Heritage Resources Centre at the University of Waterloo at <http://www.fes.uwaterloo.ca/research/hrc/>

The researchers are collecting comments until Oct. 5.

The heritage preservation movement has long protected individual buildings and sites with official designations under the Ontario Heritage Act.

Later, whole neighbourhoods and groups of buildings could be designated as Historic Conservation Districts.

The designation of a cultural heritage landscape protects the context and surroundings of historic sites and buildings. While municipal councils have had power to designate landscapes since 1995, few have been created, compared with the number of designated properties and neighbourhoods.

In Waterloo Region, there is only one designated landscape -- Sim's Estate, the ruins of a house of a prominent Kitchener family along the Grand River in South Kitchener.

The landscape will soon be surrounded by a posh subdivision, and there is no public access to the site.

But thousands of people visit the West Montrose covered bridge every year. Built in 1881 by John Bear, the structure is known as The Kissing Bridge because its walls shielded young couples from watchful adults in the village.

In the spring of 2007, university researchers held focus groups with people living in and near West Montrose.

"Well it's kind of a unique village," said participant Merlyn Martin, who's lived in the area for nearly 50 years. "And I would think it's good to keep the cultural thing going if we could.

"There is no other place in Ontario that has a covered bridge."

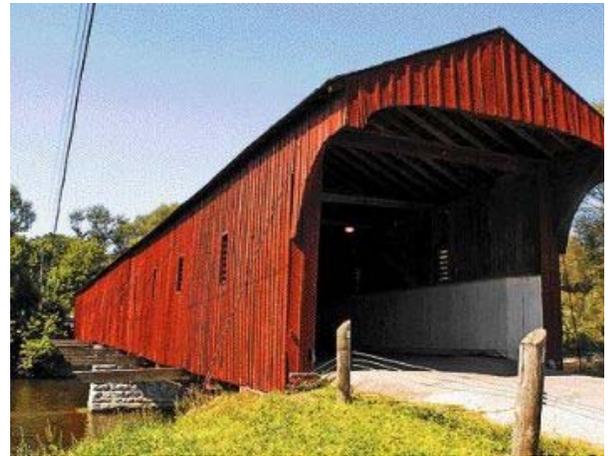
The blacksmith shop, train station, post office, limestone mill and sawmill are long gone from West Montrose. But the covered bridge remains, as does the United Church, some historic homes and the general store.

Shipley expects to make a report to Woolwich council before the end of the year on the proposal for a cultural heritage landscape. If councillors support the move, they must approve a list of the specific features to be protected.

Dan Kennaley, the director of engineering and planning services for Woolwich Township, said he supports such a move.

"Personally, I think these cultural heritage resources are wonderful and extremely important to understanding where we have come from," he said.

He's supported by Doreen Snyder, who has lived in the area for 46 years.



IAN WILLMS, RECORD STAFF

"The bridge is the main focus point," she said.

The push for the study of West Montrose as a cultural heritage landscape came from Waterloo Region's heritage public advisory committee. That group hired consultants a few years ago to identify possible landscapes for designation. The consultants' list includes West Montrose, Maryhill, Doon Village, the centres of Galt, Hespeler and Preston, the warehouse district in Kitchener, the Schoerg and Betzner farms and Pioneer Tower in South Kitchener, among others.

Because of the area's profile and history, preservationists believe it should be relatively easy to get the designation.

To qualify as a cultural heritage landscape, an area must have been modified by human activity, have heritage significance and be valued by the community. Specific features of the landscape are identified and listed for protection when an area is designated. These features can include fence lines, vistas, trees, rivers, roads and buildings.

Work on the West Montrose landscape comes at the same time as applications to expand a gravel pit and erect a communications tower in the area.

Shipleigh said the impact of proposed developments would likely be assessed, and councillors could demand changes to reduce the negative effects on the landscape.

tpender@therecord.com

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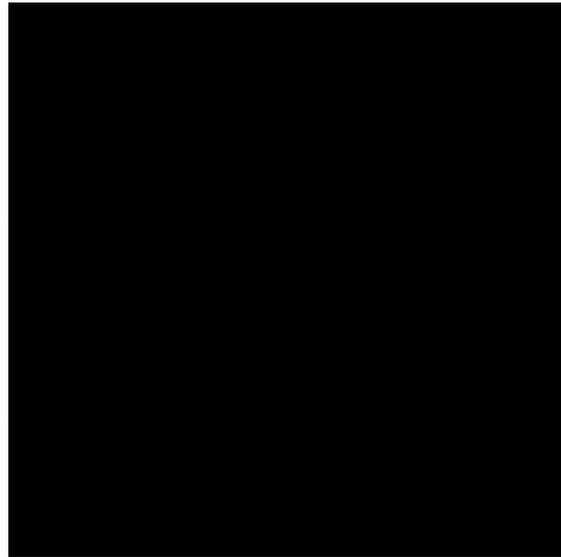


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Fighting to save the "Kissing Bridge"

Updated Sun. Nov. 30 2008 9:24 PM ET



Concerned residents in West Montrose held their first board meeting this afternoon to save what they call "an icon of simpler times."

The West Montrose Bridge is nearly one hundred and thirty years old and is the last covered bridge in Ontario.

The Township of Woolwich is reviewing an application to build a gravel pit nearby and residents say its approval could destroy the essence of their community.

Tony Dowling, a resident, says "You see the Mennonites working in their fields, you see the kids playing in the school yards, with their dresses and their black pants and white dress shirts and you realize that it's not all about the bridge... yes the bridge is the centre of it, but it's much more than that."

Members of the Bridgekeepers Association will be appealing to all levels of government.

Council members say they are waiting for recommendations from the Township's Engineering and Planning Department before moving forward.

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Canada's foremost furry forecaster, Wiarton Willie, saw his shadow this morning as he emerged from his den.



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Updated Mon. Feb. 02 2009 8:06 AM ET

A trailer is carted off in Cambridge over the weekend, inside over 200-thousand dollars worth of merchandise.



Chemical Spill

Updated Sun. Feb. 01 2009 10:21 PM ET

A close call in Guelph earlier today. Roads were shut down and businesses had to be evacuated after a chemical spill on Speedvale Avenue.

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Battle brewing over gravel pit

» Bridge Keepers group goes on the offensive to counter company's bid for license

By: Steve Kannon | Posted: December 13, 2008

Nobody welcomes a gravel pit with open arms. With every application comes some kind of opposition – some more than others. You can put the bid for a large pit near West Montrose into the “battle brewing” category.

Concerned about the impact on the settlement's quaint lifestyle centered on the historic covered bridge, a group calling itself the Bridge Keepers has begun rallying the community to fight. Guelph-based Capital Paving wants to extract aggregate from a 115-acre site near the intersection of Letson Drive and Kathleen Street.

The best defence is a good offence, maintains organizer Tony Dowling, who's employed the Internet as part of an aggressive marketing strategy against the proposed operation. “You have to work hard – the field is pretty heavily tipped in favour of the applicants,” he said in an interview, noting communities typically get short shrift when it comes to gravel pits.

The group is concentrating on the potential negative impacts on one of Woolwich Township's major tourism draws, the kissing bridge, its 127-year history and the rural flavour exemplified by the Mennonite population.

“Lots of visitors come here to see the bridge. There's a great panoramic view of the scene from Jigs Hollow Road that people just love. This (the pit) will ruin the whole experience.”

Bridge Keepers is working up an entire campaign to help bring officials on side.

The application process is underway with both the Ministry of Natural Resources, which licenses gravel pits, and the township, which must grant a zone change to allow the operation on what is currently farmland.

Having deemed Capital Paving's initial application incomplete, the township is now waiting on the company to provide more information before proceeding with a review of the project. And just this week, it added a sub-watershed study to its list of requirements to determine the impact on the groundwater and surrounding geology, explained Dan Kennaley, Woolwich's director of engineering and planning.

“This might constitute a significant delay for Capital Pavement,” as the study typically must go through four seasons.

For its part, Capital Paving expects to carry out many studies to show why the pit should

be located at the West Montrose location. The company is sensitive to community concerns, and wants to minimize the impact of its operation at the site, said representative George Lourenco.

The company has seen an extraordinary amount of feedback from this proposal, much more than what he's seen with other applications.

"With this one, there's been quite a bit of concern – about the bridge, the tourism impact, the Mennonite [traffic]."

Although the pit would be larger than many in the area, it would still be smaller than the industry average, added Lourenco.

The company would extract a maximum of 500,000 tonnes of gravel annually, drawing down what is believed to be about 2.5 million tonnes of available resources. The pit would operate for seven to 10 years before closing down and being rehabilitated back to farmland.

The impact would be much smaller than opponents predict, he said.

"I've been through this process before. Perceptions change with the opening of an operation ... and neighbours find out it's not as bad as what they thought it would be."

He points to the company's pits of comparable size elsewhere, including one in Guelph-Eramosa Township that operates adjacent to a small settlement – "We do have operations that coexist with residential areas."

Still, he's not surprised there'll be a fight over the proposal, with opponents questioning why this location must be used when there's plenty of aggregate throughout the region.

While that may be, there's no certainty that just because gravel exists that anyone can get access to it, perhaps due to environmental concerns, impact on wetlands or other restrictions.

The area in question has already been designated by the township and Waterloo Region as suitable for aggregate extraction, he said, adding residents' concerns will be addressed as the application process moves along.

"Any aggregate application comes with opposition. Industry is trying to change the perception of aggregate extraction – it's not what it used to be."

Dowling, however, remains unmoved. The location is just not suitable for dump trucks making some 260 return trips each day, with gravel being crushed and hauled at all hours of day on rural roads used by horse-and-buggy Mennonites, a parochial school nearby, he said.

"There are many other sources of aggregate. This is just about the worst place you could pick."

There's also the question of negative effects on the Grand River, which offers pristine conditions and great fishing in the stretch near West Montrose, Dowling added.

To make their case, members of the Bridge Keepers will attempt to win in the forum of public opinion. They expect they're in for a long battle, one they're willing to see though.

"We have the public support, we have the will and we have the finances to continue."

Bridge carollers tune into the past

Waterloo Region singers enjoy the acoustics of Ontario's only surviving covered bridge

December 15, 2008

TRACEY TYLER
STAFF REPORTER

WEST MONTROSE, Ont.—Dutch scientists placed violins by Cremonese masters such as Antonio Stradivari through CT scanners this year and found their rich sound might be explained by the density of the wood.

Tony Dowling could have saved them a lot of trouble by taking them on a stroll through this picturesque village, home to Ontario's only surviving covered bridge.



SIMON WILSON FOR THE TORONTO STAR

West Montrose residents practise for their annual moonlight Christmas carol sing Dec. 15, 2008 under the village's covered bridge, the only one left in Ontario.

For nearly 130 years, it's been a landmark and important passageway, linking one side of the Waterloo Region community to the other.

But in recent times, residents discovered their bridge also has musicality. It became apparent about 20 years ago, a few nights before Christmas, when Dowling, new to the village, crossed the bridge with his wife and began singing "Silent Night."

"I listened and thought, 'That sounds pretty good,' which is quite an accomplishment with my voice," he recalls. "There's a good reason why so many musical instruments are made out of well-seasoned wood."

Those dense hardwood acoustics will be on display tonight when villagers gather by moonlight, as they do one night every December, to sing carols under the bridge.

You could call it keeping in tune with their past.

While it may be the only covered bridge doubling as a concert venue, in some ways it's part of a long tradition. "I don't know how many covered bridges have carols sung in them ... but they were certainly used for community gatherings," said David Wright, president of the National Society for the Preservation of Covered Bridges, which documents covered bridges around the world, including Canada.

VANISHING ICONS

The National Society for the Preservation of Covered Bridges recently discovered there may be as many as 3,000 covered bridges in China. In North America, their numbers are shrinking.

Here's how they add up:*

- Madison County, Iowa: 6
- New Brunswick: 63
- Vermont: 106

In an interview from Westminster, Vt., Wright said in their heyday, covered bridges served as playgrounds for children on rainy days, a site for community picnics and square dances, and even diving boards over swimming holes if kids kicked out the sideboards.

There's an aura of the past today when Mennonite horses and buggies cross the West Montrose covered bridge, but there's one important difference from olden times. While snow removal today is an obsession, it was just the opposite after the bridge was built in 1881.

Every winter, a farmer was hired at between \$5 and \$8 to "snow" the bridge – cover the thick oak floors with loads of the white stuff. It was the only way sleighs and cutters could get through smoothly.

Covered bridges came into use when builders discovered they could extend the lifespan of bridges by as much as 70 years by keeping their trusses and bracing systems sheltered from the elements.

When Dowling and fellow members of the Elmira Kiwanis Club first organized the carol sing, they sought permission from Ontario's transport ministry, which was then in charge of maintenance, and were told they should have no more than 46.5 people on the bridge at any time.

How would we police that?" Dowling asks jokingly. "Ma'am, before you come onto the bridge would you please go over and see the magician with the long horizontal box and the saw?"

Wright said one reason covered bridges appeal today is because they take people not just across the water, but back to what they perceive as simpler times.

"I'm not sure the 19th century was any simpler than our century," he said, "but it certainly was a different time."

• Pennsylvania: 200

• Ontario: 1 (used to be 5, mainly in eastern Ontario)

*estimated



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Holiday tradition at historic covered bridge

Updated Tue. Dec. 16 2008 12:23 AM ET



Christmas carolers warmed up their pipes on a cold night at the West Montrose Covered Bridge.

About 100 people tucked inside of the historic structure Monday.

The annual event is put on by the Kiwanis Club of Elmira.

MYNEWS

Do you have video or a picture that should be seen on our CTV Newscasts?
Upload/View



Still More Winter!

Updated Mon. Feb. 02 2009 8:19 AM ET

Canada's foremost furry forecaster, Wiarton Willie, saw his shadow this morning as he emerged from his den.



Trailer Theft

Updated Mon. Feb. 02 2009 8:06 AM ET

A trailer is carted off in Cambridge over the weekend, inside over 200-thousand dollars worth of merchandise.



Chemical Spill

Updated Sun. Feb. 01 2009 10:21 PM ET

A close call in Guelph earlier today. Roads were shut down and businesses had to be evacuated after a chemical spill on Speedvale Avenue.

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ELMIRA INDEPENDENT

Group organizes against gravel-pit proposal. BridgeKeepers has website, Facebook presence

Published - Dec 16th, 2008

By Gail Martin Independent Editor

Opposition to a proposed gravel pit is heating up in Woolwich Township. BridgeKeepers, a local group that has formed in opposition to Capital Paving's proposal to build a gravel pit near the West Montrose covered bridge, not only has a presence on Facebook, but has produced a four-page glossy document, outlining their concerns about the proposal.

"We're getting organized," said BridgeKeepers spokesman Tony Dowling. "We have supporters not just from West Montrose, but literally from all around the world."

The Facebook page, which invites those concerned to join, went from zero to 2,300 members in a matter of three weeks.

While there are many concerns about the gravel pit proposal, the main one is location — Dowling notes that the pit will be only 180 metres away from the end of the West Montrose covered bridge.

The pit, proposed by Capital Paving, could extract up to 500,000 tonnes of gravel per year — more than half the 800,000 tonnes that was extracted in the entire township last year.

Dowling said he is doing his best to get accurate information on his group's website — www.bridgekeepers.ca — and has asked Capital Paving to check his facts.

In addition to the concerns over location, Dowling has concerns about the proposal to dig under the water table, in some areas, and the relative size and scope of the pit.

However, according to George Lourenco, with Capital Paving, the actual area of the gravel pit is actually fairly small in size, compared to the industry average. It is approximately 100 acres in size, and will only have a lifespan of seven to nine years, said Lourenco.

It is also located in a prime aggregate extraction zone, as indicated both by the Ministry of Natural Resources, and the Region of Waterloo and Woolwich Township, which have all identified this as an area where aggregate can be extracted.

Lourenco noted that Capital Paving has completed a number of studies to ensure that all concerns are taken into consideration.

As for digging under the water table, Lourenco notes that only 1.6 per cent of the overall extraction area will be below the water table — the remaining 98.4 per cent is above the water table.

Still, Dowling is not convinced.

Dowling thinks that Capital Paving might not be aware of what he calls the “Covered Bridge experience,” in which tourists not only stop at the bridge, but also tour the countryside on the way to the area’s most well known landmark.

They would travel along Letson Drive, which is now set to be in the middle of the gravel pit.

“They will hear the back-up beepers, conveyors and trucks, and everything else,” said Dowling.

He is also concerned about the increased truck traffic in the area, especially in light of the large number of conservative Mennonites who still use horse and buggies — and the area schoolchildren who walk to school.

Lourenco notes, however, that Capital Paving has already been in consultation with the Mennonite community, and is listening to their concerns. Traffic studies have also been completed.

And, Lourenco added, Capital Paving has a very good safety record, and is “award-winning” when it comes to safety and the environment.

Capital Paving has its own website — at <http://capitalpaving-montrosepitfacts.net>, as a means of making sure the public gets all the information they need about the pit.

Lourenco is hopeful that as the application process continues, these concerns will be alleviated.

If not, Lourenco added, “we tend to find that once we are operating the actual site, people’s perceptions change, and they find it is not as bad as they thought it would be.”

As for Dowling, he still is convinced the gravel pit is not a good fit — and he hopes to persuade Woolwich council to rule against the application.

However, if he fails in that quest, Dowling and his group hope to accomplish at least one thing — “should it go ahead, we want to minimize the impact. We know we can’t have zero impact.”

The gravel pit proposal is currently in a comment period at the Ministry of Natural Resources, and is expected to come to council for a zone change sometime in the new year.

ENVIRONMENT

To act green, we need concrete ideas**Legal loopholes let city's dependence on gravel rip apart Ontario's natural landscape****JOHN BARBER**
APRIL 16, 2009

jbarber@globeandmail.com

Good thing nobody includes concrete in measurements of their so-called ecological footprints. Ontarians are such gluttons for the stuff that every man, woman and child would have to be fitted annually with cement shoes weighing 15 tonnes a pair and standing taller than they do, as hapless as any stoolies ever sent to sleep with the fishes.

But in that event, they would be much more likely to think about the wisdom of continuing to rip apart their most precious natural landscapes - conservation lands unhappily pregnant with gravel - to satisfy the mania.

Such thoughts would be especially welcome in Greater Toronto, concrete capital of Canada. Three of every four tonnes of gravel mined to serve our sprawl comes from the Niagara Escarpment or the Oak Ridges Moraine, according to a 2005 report by The Pembina Institute. In addition to their own protective legislation, both landforms are included in the province's more recent and widely acclaimed greenbelt.

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But look at the loopholes and you will see why former MPP Marilyn Churley called that the "gravel belt."

Activists fighting new pits and expansions quickly discover that gravel trumps all. Nothing is more protected in the green borderlands of Toronto than the right to turn them into gravel pits.

Ontario policy is strictly "aggregate *uber alles*," according to Mark Winfield of York University, co-author of the Pembina report.

Where other jurisdictions have rushed to reduce demand for aggregates and increase the use of recycled concrete, Ontario has concentrated exclusively on securing and protecting ample supplies of "virgin material" as close as possible to Toronto, according to Prof. Winfield.

At the same time, it has ignored repeated demands for reform from such figures as Ontario Environmental Commissioner Gord Miller.

"They talk about it but nothing seems to happen," Prof. Winfield said.

In Britain, anger over similar environmental destruction did force change, including imposition of a substantial tax on aggregate extraction - 60 times higher than the few pennies a tonne Ontario charges, according to Prof. Winfield.

Today, Britons wear cement shoes one-third the weight of Ontarians'. Recycling old roads, bridges and buildings provides a quarter of all the aggregate used there.

"We've done precisely the opposite," Prof. Winfield said.

That's why the Toronto Environmental Alliance all but ignored the provincial government when it launched its new "green gravel" campaign at City Hall yesterday. Instead of attacking the impregnable citadel once again, TEA is hoping to enlist local municipalities in the cause. With most locally extracted gravel going to build and repair local roads, cities have huge heft in the market.

"What we can do is ask for policies to be put in place to really cut down on the use of virgin material," TEA campaigner Jamie Kirkpatrick said. The foremost recommendation is that municipalities specify a minimum amount of recycled material to be used on construction contracts.

To sell the message, they have recruited singer-songwriter Sarah Harmer, a self-described "gravel nerd" and leading champion of the Niagara Escarpment.

If nothing else, such efforts will keep up the pressure where it really counts - at Queen's Park, custodian of an outmoded policy with the ecological credibility of Japanese whaling.

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Phillip Crawley, Publisher

Keeping a close eye on the weather

Rising rivers present a danger to children, pets

BRENT DAVIS
RECORD STAFF

WATERLOO REGION

A mid-winter thaw has river-watchers keeping a close eye on local waterways.

But there are just too many unknowns for officials to predict whether flood-prone communities like New Hamburg and Ayr will be bailing out in the coming days.

"This still has a long way to go," said Dave Schultz of the Grand River Conservation Authority.

How mild will it actually get, and for how long? How much rain will fall, and how quickly? Will ice conditions in the rivers change suddenly, with little or no warning?

Once some morning fog lifts, today's high is expected to climb to 8 C with periods of rain and winds gusting as high as 70 km/h by evening.

The expected high is a bit cooler than the 11 C originally forecast by Environment Canada.

Water levels were just beginning to creep higher yesterday afternoon as warmer air settled in.

"We do expect the flows to continue rising overnight but not to the warning levels in any of the communities," Schultz said.

But even though warnings hadn't been issued as of last night, people who live in local flood plains shouldn't let their guard down. Conditions can quickly worsen, especially if ice jams form. Conservation authority staff were closely watching the Grand River near West Montrose and the Nith River between New Hamburg and Plattsville.

"Everybody is scared," said Wilmot Township fire chief John Ritz. "We've had a number of floods in the past year. We've been monitoring the situation for over a week now. Beyond that there isn't much we can do."

An advisory issued Monday morning said residents in low-lying areas should move items to higher ground. People and pets should also stay well clear of slippery banks and thin ice throughout the watershed.

A new pamphlet on flood preparation for residents of New Hamburg is being mailed out. It's also available at www.grandriver.ca.

The brochure outlines the warning system for the town and provides a list of tips on what people can do before, during and after a flood. Officials have also scheduled an open house for Feb. 19 at the New Hamburg Community Centre from 4 to 8 p.m. Representatives from the GRCA, Wilmot Township, Waterloo Regional Police, Union Gas and Kitchener-Wilmot Hydro will be on hand.

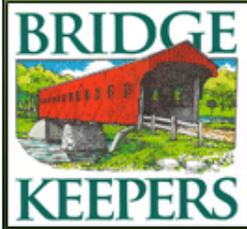
The temperature will remain above the freezing mark tomorrow at 2 C with flurries or rain. Cooler temperatures are forecast to return for the weekend, with highs of -2 and -1 C expected Friday and Saturday under sunny skies.

Before the warm front moved in, freezing rain left a slick coat of ice on area roads yesterday morning. By 8:30 a.m., Waterloo Regional Police had been called to 24 crashes across the region. Most were fender benders.

bdavis@therecord.com



Robert Wilson, Record staff



BridgeKeepers

Preserving Our Past . . . Protecting Our Future
West Montrose Residents' Association Inc.



"Please don't ruin the memories of the kissing bridge! This is where my husband proposed to me!"

Stop The Destruction



Objections

1. The reports do not address the unique nature of this site, given the close proximity to the covered bridge (a national historic site), potential impacts on tourism, designation of the area as a Cultural Heritage Landscape, and the proximity to several historic residences. The proposal attempts to inappropriately apply standard principles to a non-standard situation.
2. There has been inadequate consultation with the Old Order Mennonites, a valuable part of our community and heritage. Many travel Letson Drive on a regular basis. An aggregate operation that cuts through this road will disrupt their way of life. Provisions must be made to shut down the conveyor as horse and buggies approach.
3. Capital states they have done sound and dust studies to ensure the neighbourhood will stay within legal limits for these types of pollution. The reports do not address how these tests will be conducted to simulate real life operations, and to ensure hypothetical results will apply in reality. Thorough sound and dust studies throughout the community are required.
4. There has been inadequate notification of key stakeholders, including tourism offices, tour operators and residents throughout the river valley, who will incur abnormal sound impacts because of the unique acoustics of the valley.
5. The proposal violates Section 5.3.6 of the Regional Municipality of Waterloo Official Plan. Contrary to the statements of Capital Paving, the proposed extractive areas site plan lies within the regulation limit established by the Grand River Conservation Authority.
6. The requested variance to reduce the required setback of the aggregate extraction zone to 4 meters will greatly damage tree root systems and result in tree death. Tree death in the proposed buffer zone may expose residents and tourists to noise and dust levels that exceed MOE regulations and will negatively impact this locally significant woodland.
7. The information regarding natural heritage resources is incomplete. The wildlife survey does not include large-bodied and conspicuous species known to occupy the subject lands, such as wild turkeys and turkey vultures, and those species on adjacent lands that are connected by streamflow to the subject lands, such as snapping turtles, river otters and minks. It is impossible to determine the projected impact of this project on natural heritage resources, as required by the ARA and Section 2.1.6 of the Provincial Planning Policy 2005, when the natural resources have not received a reasonable inventory.
8. The claim that the pit will have no impact on significant freshwater species and fish

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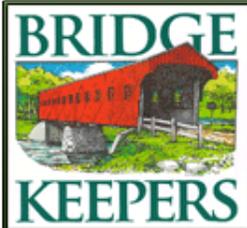
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habitat is unsubstantiated. There is no information provided regarding the effects of flood events. Capital Paving requested below water table extraction and large ponds immediately adjacent to the 100 year flood line and inside the GRCA floodplain regulation limit. This report does not include a plan to mitigate catastrophic effects on fish habitat associated with the flooding of an industrial processing site. For this reason, the proposal may be in violation of the Fisheries Act.

9. The proposal will violate both the Provincial Planning Act 2005, and the Cleanwater Act. Capital Paving is requesting the placement of aggregate washers, grinders and other processing equipment immediately adjacent to the 100 year flood line and inside the GRCA floodplain regulation limit. Some municipal water sources utilize Grand River waters downstream of the proposed site. Staff to run this equipment must be provided with sanitary facilities, and fuel and lubricants will be required to run this machinery. No plan of where sanitary facilities will be situated and where the wastes will be disposed of is provided. No plan for containment of these substances in flood conditions is provided.

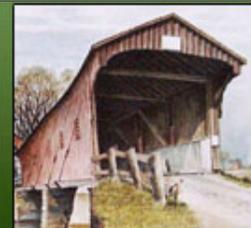
10. We object to the proposal to extract aggregate, stockpile materials, create large processing ponds and place grinders, washers, fuel storage and other equipment within the Grand River Conservation Authority regulation limit. Development within this zone is strictly regulated in order to prevent the creation of new flooding hazards or the aggravation of existing ones (Ontario Regulation 150/06). Altering the slope and elevation, placing large equipment, and stockpiling materials within this region will alter flooding regimes both in the immediate area and downstream. In addition, fuel storage in the area may pollute downstream areas in a flooding event and so will not be consistent with Provincial Policy Statement 2005, section 2.5.2.2.

| 1 - 10 | 11 - 20 | 21 - 31 | 31 - 40 | 41 - 50 | 51 - 60 | 61 - 70 | 71 - 80 | 81 - 90 | 91 - 93 |



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"Please don't ruin the memories of the kissing bridge! This is where my husband proposed to me!"

Stop The Destruction

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VISUAL APPEAL



NOISE, DUST & POLLUTION



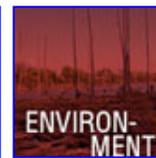
GRAVEL TRUCKS



MENNONITE COMMUNITY



COMMUNITY SAFETY



ENVIRONMENT

Objections

11. Insufficient information has been provided to evaluate the impacts of dust and other emissions on local residents, tourists, and heritage sites, and the conclusions drawn about the classification of the site are questionable. Under Ontario Regulation 346, sources are required to limit their emissions of suspended particulate matter within certain standards. However, the report contains no estimates of total particulate matter produced by the mining operation or haul route. Moreover, claims that the proposed pit should be considered as a Class II industrial facility according to the MOE D-6 guidelines seem inappropriate given the proposed pit includes the large physical size, outside storage of products, large production volumes, continuous movement of products and high probability of fugitive emissions described as characteristic of a Class III facility. Therefore, the minimum setback distances from guideline D-6 of 300 m from homes and the Grand River, and 1 km setback from the West Montrose covered bridge should be required.

12. The information regarding the impact on a large wetland is incomplete, and the conclusions based on provided information are questionable. It is likely this pit will violate Section 2.5.2.2 of the Provincial Policy Statement 2005. A reassessment of the wetland boundaries and peer review of the potential impact on this wetland is required. This review needs to include information about the magnitude and water source of the permit to take water request, the combined the effects of groundwater changes, below groundwater extraction, surface flow changes during the extraction phase and the dust and silt associated with extreme proximity of the wetland to both the edge of extraction and the 2 constructed ponds (10 m according to the published GRCA map of the wetland). In addition, justification for violating the GRCA policy requiring a 120 m setback from wetlands greater than 2 hectares (Ontario Regulation 150/06) needs to be provided and reviewed.

13. Contrary claims, the pit will have a significant detrimental visual impact during its operation. In addition, insufficient information regarding the visual impact has been provided. The proposed pit will be visible and in the foreground from the Grand River, a Canadian heritage river adjacent to the site, and from various road vistas that include the covered bridge. In addition, there is no information regarding the lighting of the site, but it is assumed that a large lighting system is proposed that will destroy the landscape character of this area at night, creating an unacceptable social impact contrary to Provincial Planning Policy 2005. Finally the visual impact assessment makes no mention of the fact that most of the shielding vegetation is deciduous and therefore site extraction will be on full view to tourists and residences for at least 7 months of the year.

14. The hydrological report included in the application to MNR is incomplete. The hydrological report did not include a well inventory. As a result at least 56% of the wells within 300m of the north side of the subject lands (those on Rivers Edge Drive)

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were omitted from the report. The majority of these are shallow dug wells susceptible to impact, and within very close proximity to the extraction zones. Therefore it seems unlikely that the proposed pit will be consistent with Provincial Policy Statement 2005, section 2.5.2.2

15. The proposal fails to adequately address the harmful airborne particulate matter which will be created. Residents and visitors will be exposed to airborne dust and particulate matter (including but not limited to Airborne Silica – a designated substance under the Occupational Health and Safety Act and subject to rigorous engineering controls) created by the pit's activities. Capital Paving's proposal does not address the exposure which will occur to residents and other people.

16. The proposal does not address the detrimental impact on three major trails that traverse the area. These trails are well used and documented. The Trans Canada Trail and Kissing Bridge Trail are in close proximity to the proposed pit, less than 100 meters away at some points. The Grand Valley Trail runs south through a bush on the edge of the proposed Gravel Pit, then runs approximately 300 meters along the north edge of the proposed pit, then south through the proposed pit for approximately 400 meters. Operation of a pit in this area would negatively impact use and enjoyment of these trails, and would have an adverse impact on tourism in the area.

17. The proposal does not address economic impacts of a pit in this unique tourist area. A major "draw" of West Montrose is the beauty and tranquility of the area. The noise, traffic, visual intrusion and pollution caused by a large gravel pit will change this dramatically. The economic impact for the area is significant. Market values of West Montrose homes may drop significantly. The tourist experience will be diminished, resulting in reduced visits and revenues for the Township, Region and local businesses, including the West Montrose Family Campground, Olde Bridge Place Bed & Breakfast Inn, Lost Acres Variety Store and other farm retail operations. These businesses will lose significant revenues as the tranquil, relaxing environment sought by many people will be gone. Economic impacts will be exacerbated by the excavation of Letson Drive, which will restrict horse and buggy traffic to and from retail businesses.

18. The report does not address the economic impact on tours of the Covered Bridge area. Most tours now include travel along Jigs Hollow Road, where views will be adversely impacted. They also include travel to the covered bridge, then south on Letson to the Mennonite woodworking shop and meeting house, and along Letson to the Mennonite school house and Mennonite shops along Katherine Street. The appeal of these tours will be adversely impacted by the presence of a gravel pit and overhead conveyor.

19. The proposal does not address the close proximity to the West Montrose Family Campground and associated noise impacts. This campground is home for numerous full season and weekend campers who travel from all over to enjoy the tranquility and unique characteristics of the area. Specifically, the noise levels have been adequately addressed for people who are residing in trailers and tents with little or no sound insulation.

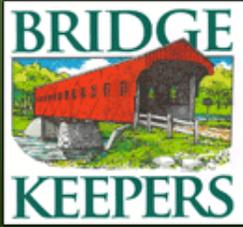
20. Capital's proposal does not address the cultural heritage aspects of the West Montrose Area - tranquil beauty entwined with the observable Old order Mennonite Culture and Ontario's only remaining covered bridge. The area has been identified as a prime candidate for Cultural Heritage Landscape designation by the Waterloo Region Public Advisory Committee. Dr. Robert Shipley, Head of the University of Waterloo Heritage Resources Centre intends to make a report and recommendation on the proposal for such designation. The physical boundaries of the designated area are yet to be determined, but could well include all or part of the licensed area. It would be imprudent to approve a license for a pit before this designation is finalized.



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21. Capital's proposal does not address the interaction of truck and local traffic on Letson Drive, and associated safety issues, nor has Capital consulted with the Old Order community regarding these issues. This road, a main thoroughfare for old Order Mennonites traveling by horse and buggy, is a shorter, safer route than Katherine Street. The large number of trucks crossing Letson Drive creates a grave risk of a serious accident. Local Old orders have advised that the proposed overhead conveyor will cause horses to bolt, endangering passengers and pedestrians. An extensive study is required, along with an alternate plan that does not have trucks or overhead conveyors interacting with horse and buggy and traditional traffic on Letson Drive.

22. Hydro-G: The wetland identified in the report is unevaluated. All assumptions about this wetland are based on theory, not actual information.

23. Hydro-G: The water source of the wetland is based on the reports "expectation", not actual information.

24 Hydro-G: The area is populated with Mennonites and century old premises, yet the Water Well summary was based solely on the MOE records (which rely on paper work being submitted when the well was constructed) and not a physical site survey.

25. Hydro-G: The lowering of the water table can affect wells with in a 10 mile radius, yet the report only lists wells unless they are adjacent to the property. The report offers that "replacement options are available" for adjacent dug wells with no additional information. The report lacks the necessary detail to allow a proper and thorough critical review of their methodology, results and conclusions about the impact to adjacent wells. The report does not indicate the time of the site inspections and what conditions existed at the time of inspections.

26. Hydro-G: Water level elevation is based on a short time period with insufficient bore holes, lacking the detail to determine actual high and low elevations of the water table.

27. Hydro-G: The report is based on sequential extraction of each operational area, whereas the operation plan of Capital Paving allows for extraction concurrently in the operation areas.

28. Hydro-G: The report provides no construction details of the two ponds and does not provide impact to the water table during construction of the ponds.

29. Hydro-G: The "French Drain" lacks the necessary detail to allow a proper review.

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30. Hydro-G: The report does not address extreme seasonal low water levels due to climatic weather conditions

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31. Hydro-G: The report calls for quarterly monitoring of the groundwater level but lacks a detailed protocol and contingency plans. Quarterly monitoring is not sufficient.

32. Hydro-G: The report does not address cumulative effects caused by water being pumped by other pit/quarry extractive operations in the area.

33. Hydro-G: Spills action plan or the plan for storage of on-site fuel and other containments are not included in the report.

34. Hydro-G: The report does not address disturbance of naturally-occurring deposits of minerals and metals on site that has the potential to contaminate groundwater and surface water.

35. Hydro-G: The report does not address odor.

36. Hydro-G: Report has not addressed the volume of water pumped from surrounding wells. Many of these wells are located on large rural properties with high usage.

37. Noise: Assertions indicating how noise will be managed are incomplete and do not address many basic challenges

38. Noise: Residences R1 has been omitted from the analysis. Capital Paving indicates that they are pursuing an agreement with the applicant but the agreement does not exist. Owners and occupants can change. The existing owner of the property can not sign away the health of existing or future occupants of the property that may also include children and the elderly. . Studies on humans demonstrate negative auditory and non-auditory effects. The effects are both immediate and cumulative. The former include cochlear damage; the latter include significant cardiovascular risk. Sufficient mitigation for residence R1 should be shown

39. Noise:Residence R2 has been omitted from the analysis. The report indicates R2 is currently unoccupied. Owners and occupants can change.

40. Noise: The Residence occupied by one of the owners has been omitted from the analysis. The house is occupied by an elderly woman. Due to the culture of the Mennonite community this women would not have had a voice in the decision to proceed with Capital Paving. This women has "living rights" for this home a common occurrence in the Mennonite community, this home has become her retirement home and she will remain regardless of her health.

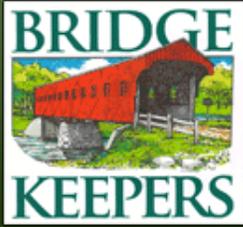
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41. Noise: The pit is located on a hill. Operations on the pit floor will be clearly visible from residences. In this way, the proposed pit is different from many others in Ontario. Perimeter berming, which is generally a primary and permanent noise control feature, would be ineffective in providing acoustic shielding from those residences.

42. Noise: The mitigation plan involves shielding the processing plant from all residential receptors. It is not clear how the simultaneous shielding of this equipment from different directions can be reliably accomplished.

43. Noise: Even with shielding, it is likely that the processing equipment will exceed expected levels indicated in the report because of the low levels of background sound in the area, especially those receptors downwind under prevailing conditions.

44. Noise: The report provides no discussion of the sound from backup beepers associated with the trucks and loaders operating on the site. Back up beepers are designed to be as audible as possible. Since they are considered to be safety devices, they are exempt from assessment. Nonetheless, they are a source of community complaints.

45. Noise: The report has identified an increase in road traffic sound levels on Regional Road 23. The Region of Waterloo has a requirement for the installation of sound barriers or berms when the sound levels increase to a certain level. A complete study of the current road traffic sound levels on Regional Road 23 and Regional Road #86 is required, including the mitigation required to address the increased sound levels caused by the applicants operation.

46. Noise: The report makes theoretical assumptions that a % of trucks will go north and % of trucks will go south when leaving the pit. In real life operation, future contracts will have all of the truck traffic travel in one direction towards the contract location. Contract locations will change so will the resulting truck routes. The increase in road traffic sound levels should be studied assuming 100% of the daily traffic travels on one truck route.

- Truck Route 1: truck traffic south on Regional Road 23
- Truck Route 2: truck traffic north on Regional Road 23 then west on Regional Road #86
- Truck Route 3: truck traffic north on Regional Road 23 then east on Regional Road #86
- Truck Route 4: truck traffic north on Regional Road 23

47. Noise: The report has calculated the receptor sound levels and berm heights

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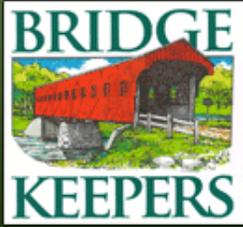
based on 1.5m reception above the ground. Pit operation is proposed at early hours, 24 hour operation under permit, residents work shift work and resident's convalescence at home, sufficient mitigation for residences to protect upstairs windows is required.

48. Noise: The report has calculated the receptor sound levels and berm heights based on 1.5m reception above the ground. Some homes have outdoor patios located on the second floor; sufficient mitigation for residences to protect outdoor patios is required.

49. Noise: Topography of the valley where this pit is proposed results in unique noise abatement issues. This report has not taken this local characteristic into account.

50. Noise: The proposed pit location is beside a river. Noise will reflect and carry a greater than normal distance off of water increasing noise levels for not just the surrounding homes but also those further down the river. This report has not taken the river into account.

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51. Noise: The proposed pit location has two ponds proposed, with a combined surface area of 1.8 hectares. Noise will reflect and carry a greater than normal distance off of water, increasing noise levels for the homes. This report has not taken the ponds into account.

52. Noise: The proposed pit location has large processing equipment with reflective surfaces. Reflective surfaces will not only re-direct noise but will increase the noise level. This report has not taken this into consideration.

53. Noise: The haul road is located immediately adjacent to a house, barn and various other large farm buildings. Reflective surfaces will not only re-direct noise but will increase the noise level. This report has not this taken this into consideration

54. Noise: The report only includes the study of 11 premises. There are over 100 impacted premises in the area.

55. Noise: Trucks will be traveling down an incline to the loading area. The report does not include the increased noise generated with gearing down and use of engine brakes.

56. Noise: Trucks will be traveling up an incline from the loading area. Trucks will be heavily loaded resulting in increase power from the engine to travel the incline. This report has not this taken this into consideration.

57. Noise: Trucks will be required to stop twice at Letson Drive, on the way in and on the way out. Trucks will make extra noise coming to a stop and accelerating from a stop. This report has not this taken this into consideration.

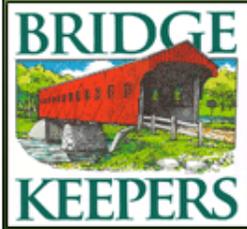
58. Noise: Equipment does not always operate to approved guidelines.

59. Noise: Trucks do not always pass MTO or MOE guidelines. Capital Paving will not know the condition of third party trucks utilizing the site.

60. Noise: Trucks exceeding speed limits and ignoring other rules of operation. Posting of speed limits and rules is not sufficient. Capital Paving will not always know the identity of third party operators and drivers utilizing the site.

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61. Noise: Temperature inversions that are common occurrence in the area have not been considered.

62. Noise: Local temperature and wind speed have not been considered.

63. Noise: The report does not address Township or Regional noise bylaws

64. Noise: The report does not include any means of verifying the compliance of the facility with MOE sound levels during the operational phase.

65. Noise: A conveyor is proposed to transport the over sized material from the working face to the processing area. The noise generated from the conveyor and resulting impact on the homes is not included in this report.

66. Noise: A highway truck or rock truck is proposed to transport the over sized material from the working face to the processing area. The noise generated from the highway truck and rock truck and resulting impact on homes is not included in this report.

67. Noise: The report has defined the Trailer Park and residential development at the north end of West Montrose as Class 2 (Urban) based solely on the proximity of Regional Road 86. The MOE states in its publication that the classification should be made on an individual basis. The classification can, and should, utilize normally available information on zoning by-laws, official plans, and other policy statements, as well as the future character of the particular piece of land in question and the land in its vicinity.

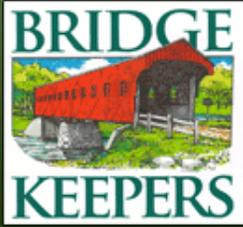
68. Noise: The report has defined residence R12-R13 as Class 2 (Urban) based solely on the proximity of Regional Road 23. The report has taken the liberty of classifying Regional Road 23 as having "significant" road traffic with out providing any data. The MOE in its publication does not use "significant" as a description but uses "major roadway" as the description. Additionally the MOE states in its publication that the classification should be made on an individual basis. The classification can, and should, utilize normally available information on zoning by-laws, official plans, and other policy statements, as well as the future character of the particular piece of land in question and the land in its vicinity.

69. Noise: The report does not specify if accelerating and decelerating truck noise (engine braking) at Regional Road 23 has been considered.

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70. Noise: The report does not specify if accelerating and decelerating truck noise (engine braking) at the signal lights located at the intersection of regional road 23 and regional road 86 has been considered.

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71. Noise: Report does not reflect the whole integrated aggregate processing operations.

72. Noise: Study does not include ALL noise generators both future and existing quarries; it is not fully inclusive and comprehensive.

73. Noise: Noise generated by equipment stripping overburden, building the noise attenuation berms, building ponds, installation of processing equipment and the haul road for the proposed quarry has been ignored from the study. Area 1 represents approximately 25% of the complete pit area and the plan has not separated construction activities from extraction. Additionally the top elevations of the westerly berm in area 1 are below the existing elevations of the majority of area 1.

74. Noise: Study does not indicate impacts on the West Montrose Covered Bridge.

75. Noise: Study does not indicate the impact on Letson Park, the only public open space in West Montrose.

76. Noise: The preliminary study should list not only the predicted mitigated sound levels at the various residential receptors but also the unmitigated results. It is important to see what the sound levels from the quarry would be if no control measures were implemented or if the control measures were damaged due to flooding

77. Noise: The study has not taken into consideration that initial extraction will occur at a higher elevation than shown.

78. Noise: Peak traffic per hour is based on theoretical assumptions. Any number of real life factors will contribute to considerable more traffic than allowed for in the report.

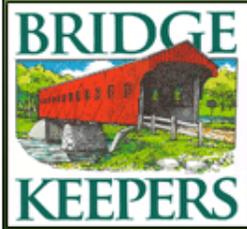
79. Noise: A vibration study has not been included.

80. Visual: The operational plan has allowed for processing equipment, stacker's and product stock piles of up to 15 meters in height. The visual impact report has not taken this into consideration.

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81. Visual: A conveyor over Letson Road is planned. The visual impact report has not taken this into consideration.

82. Visual: The report acknowledges the Covered Bridge, but does not address the visual impact on this landmark and the surrounding heritage site.

83. Visual: The report has not shown that the berm to protect view north at R10 will be sufficient and compatible with the surrounding landscape.

84. Visual: The report has not shown that the berm to protect view north at R1 will be sufficient and compatible with the surrounding landscape.

85. Visual: The report acknowledges the various woodlots and that they screen various views. It has not addressed trees where screening is available only seasonally.

86. Visual: The report has not addressed the visual impact of the haul route and truck traffic.

87. Visual: The tree line located both in and out of the wetlands on the west side of the pit provides a significant barrier to the premises mentioned in this report and to premises not referenced. This tree line is not referenced in this report, nor is the resulting visual impact if the wetlands are put at risk.

88. Visual: The report has not shown the impact of trucks and equipment lights on premises when operation is conducted before dawn and after dusk.

89. The hours of operation (6:00 a.m. to 7:00 p.m., Monday through Friday, and Saturday 6:00 a.m. to 3:00 p.m.) are excessive, given proximity to the West Montrose settlement, campground and covered bridge. Any situations where 24 hour operation would occur would be unacceptable in terms of negative impact to the peace and quality of life of residents and visitors.

90. The report does not limit the duration of the project – i.e. a “sunset clause”. Given the impact on multiple property values and the negative impacts on enjoyment of the area by residents, tourists and campers, duration of operation of more than five years is unacceptable. At 500,000 tonnes per year, this will allow Capital to exhaust the resources within the terms of the clause.



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NOISE, DUST & POLLUTION



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91. The report does not address what measures Capital will take to ensure that lands will be restored to prime agricultural condition; as healthy, vibrant and fertile as they were before excavation, and that the lands will sustain the types of vegetation (corn, alfalfa, etc.) required to support existing cattle farms.

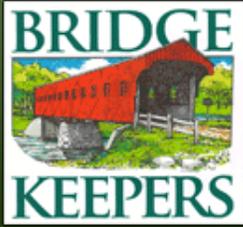
92. The report shows proposed extraction depths, but does not address how these levels will be monitored and enforced, or the consequences of non-compliance.

93. The report does not address safety issues related to the Mennonite school on Katherine St., located less than 100 meters from the proposed entrance to the access road. Many young children walk to school on the shoulder of Katherine St. wearing dark clothes, and in the dark.

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Twenty things you may not know about the "Kissing Bridge", Mennonites, this application, and tourism in Waterloo Region.

1. The area of the proposed Covered Bridge Pit is almost five million square feet, about the size of 500 average residential properties.
2. Three public trails run within 150 metres of the site, including the Kissing Bridge Trail. One runs right through the proposed excavation site.
3. Although Capital estimates 260 to 270 truck trips per day, the actual number could be many times higher during peak times.
4. Groups of Mennonite women often gather in or under the bridge to sing hymns... in four part harmony!
5. Hundreds of trucks will enter and exit the pit daily from a location just metres from a Mennonite school house. Children walk on the shoulders of this road in dark clothing to and from school.
6. The West Montrose "Kissing Bridge" was built in 1881. It is the only remaining covered bridge in Ontario.
7. There is no shortage of gravel in Ontario or Waterloo Region. The banks of the Grand River are one of the richest sources of gravel in Ontario. There are over 2,800 quarries in the province. Aggregate is shipped from Ontario to the U.S.A.
8. If Capital Paving secures a large paving contract, such as a four-lane highway, they will be allowed to operate around the clock.
9. The local Kiwanis club hosts a carol sing in the bridge in early December. The event attracts hundreds of carolers from around the Region.
10. The floor of the bridge is composed of approximately 1,300 16-foot sections of 2"X 4" lumber, laid by local old order Mennonites - nailed together and stood on edge for strength.
11. "Horse and buggy" Mennonites use the gravel road at the south end of the bridge to get to their "meeting house", about a kilometre up that road.

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12. Capital Paving intends to build a conveyor over the gravel road south of the bridge to carry rock over the horses and buggies to a large crusher.

13. On a typical Sunday, dozens of buggies use the gravel road to travel to and from church.

14. Capital Paving plans to excavate and re-route this road, forcing horses and buggies to detour through an un-rehabilitated gravel pit... or seek another route.

15. Dozens of couples are married each year on the banks of the river by the covered bridge.

16. Capital Paving will pay the township twenty cents per tonne for the gravel they extract. At 500,000 tonnes per year, that represents only \$100,000 in revenues to the municipality.

17. In 2004 Waterloo Region attracted almost 2.4 million person tourist trips, generating \$390 million in revenue, supporting 3,200 jobs and contributing \$5 million in municipal taxes.

18. The "bridgekeeper" lived in the house at the south end of the bridge. Until the late 1950's he would light kerosene lanterns in the bridge every night. In the winter, he would shovel snow **into** the bridge to accommodate Mennonites' sleighs!

19. Gravel companies are not required to pay for the damage their trucks cause to local roads. In fact, they win contracts to repair the roads... at a sizeable profit!

20. The cost to build the bridge in 1881... \$3,197.50. The cost of structural repairs done in 1999... over \$300,000! The cost for the bridge's first coat of paint... \$74.25. The "covered bridge experience"... priceless!



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CLAIM / MYTH: Only a small portion of gravel will be extracted from below the water table.

REALITY: Capital Paving's web site indicates their approach is to maximize extraction from each site. "...when the aggregate supply from a pit has been maximized, rehabilitation of the land begins." The application is for a Category 1 – Class "A" license for extraction from below the established groundwater table. The report states "there is a substantial quantity of aggregate below the water table warranting extraction". Once the pit has been approved, Capital only has to go back to the MNR for an amendment (no approval required from the Township or Region) to extract this "substantial quantity".



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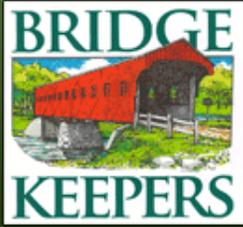
CLAIM / MYTH: This pit will be developed in successive phases and the large majority of the land will be available for farming at all times.

REALITY: Capital's submission to the MNR leaves the option to extract whenever and wherever they choose, depending on demand and the type of aggregate required. There is no commitment to prevent them from having ALL phases under development at one time.



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CLAIM / MYTH: The site will be rehabilitated back to full agricultural use in 7-10 years.

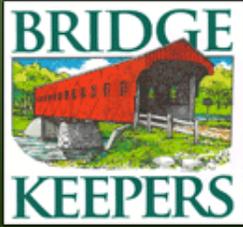
REALITY: There is no commitment in the proposal to terminate this operation in 7 years, 10 years... or EVER. Capital's report to the MNR states "agricultural rehabilitation is not required if there is a substantial quantity of aggregates below the water table warranting extraction".

(From the Environmental Commissioner of Ontario): MNR data indicates that every year over 1,000 hectares of land in Ontario is disturbed by aggregate operations, and only some 460 hectares are being rehabilitated.



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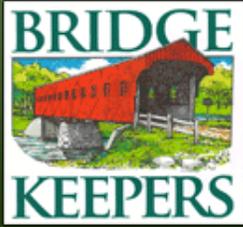
CLAIM / MYTH: Capital Paving is a small company.

REALITY: The company web site claims "Over the past decade, we have experienced explosive growth. We specialize in asphalt, aggregate and concrete, and are one of the largest players in the road-building business." They are many times larger than any of the family-owned gravel operations currently operating around West Montrose and, with a license for up to 500,000 tonnes per year, their pit will also be several times larger (and louder and dustier) than any other local pit.



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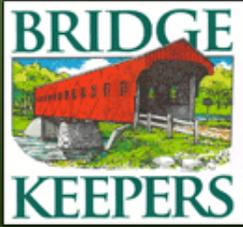
The Facts About The Myths

CLAIM / MYTH: Although Letson Drive, the road through the proposed pit, will be rerouted, vehicle and horse-and-buggy traffic will be able to pass as usual.

REALITY: The new route will pass through an un-rehabilitated gravel pit; hardly conducive to a positive experience. Horses, already skittish from the unfamiliar surroundings, will be forced to travel over or under a noisy rock conveyor. Horses may spook and bolt in front of slow-to-stop gravel trucks crossing the road. Many Mennonites may simply choose to avoid Letson Drive and the covered bridge altogether, rather than risk injury... further spoiling "The Covered Bridge Experience".



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VISUAL APPEAL



NOISE, DUST & POLLUTION



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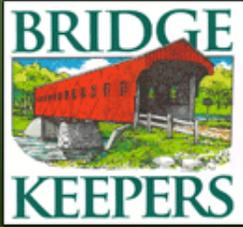
CLAIM / MYTH: The pit isn't "that close" to the covered bridge.

REALITY: The licensed excavation area is less than 180 metres from the end of the bridge. It will extend into the tree line at the top of the hill at the south end of the bridge. Its operation will be heard – at a high volume level – from the bridge and the community park where visitors linger after walking to, through and from the bridge. The pit, aggregate piles, machinery, conveyor and crusher will be highly visible from many spots where tourists stop to view the bridge against the backdrop of the surrounding heritage landscape.



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The Facts About The Myths

CLAIM / MYTH: The land will be returned to the farmers in better condition for agriculture than before the excavation.

REALITY: Farming on a gravel knoll can be difficult, since rainwater drains quickly from high spots. However, piling soil into berms for years can kill important micro-systems in the soil, rendering it semi-sterile. Returning only a half metre of soil above the water table leaves fields prone to pooling of water in high-rainfall seasons, destroying crops and crippling farmers' incomes. Experts have advised that rehabilitation in similar situations is usually conducive to nothing more than grasslands and pastures— not the corn these farmers need to feed their cattle.



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REPORT TO THE TOWNSHIP OF WOOLWICH

CONCERNING

CULTURAL HERITAGE LANDSCAPE
DESIGNATION FOR AREA CENTRED ON THE
WEST MONTROSE COVERED BRIDGE

Prepared by:

THE HERITAGE RESOURCES CENTRE

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Director, Heritage Resources Centre and Associate Professor School of Planning

Professor Robert Feick
Associate Professor, School of Planning and Department of Geography and Environmental
Management

University of Waterloo, Canada

April 2009



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April 8, 2009

Mayor and Council
Township of Woolwich
Elmira, Ontario

Dear Mayor and Council

Re: Report on Research Concerning the West Montrose Cultural Heritage Landscape

Please find attached our subject report. This work began about four years ago and has involved many people. The overall goal was to develop robust and reliable methods for determining the significance and community value of candidate Cultural Heritage Landscape sites. West Montrose was chosen as a study site for various reasons which are outlined in this report.

We hope that the work and the recommendations which grow from its findings are of assistance to the Township Council in exercising its responsibilities under the Provincial Policy Statement, the Planning Act and the Ontario Heritage Act.

Researchers from the University of Waterloo, School of Planning and the Heritage Resources Centre, are prepared to continue working with the Township to provide further information as it is required.

Yours Sincerely

Robert Shipley PhD, MCIP, RPP
Associate Professor

EXECUTIVE SUMMARY

Background

- The 2005 Provincial Policy Statement (PPS) issued under the Planning Act requires that significant and valued Cultural Heritage Landscapes (CHL) be conserved
- The West Montrose area is widely considered to be a significant CHL
- The research described in this report addressed the following questions:
 - Does the West Montrose area qualify as a CHL under the PPS
 - If so what are the appropriate boundaries for that designated CHL
 - Is it locally, regionally or provincially significant
 - Is it valued by the community

Method

- The study described in this report reviewed previous work, consulted extensively with long time resident “elders” in the village of West Montrose and conducted a web based survey of a much wider cross section of the community
- The survey engaged almost 200 people over a three month period, August to October 2008

Findings

- All of the community elders and 98% of survey respondents agreed that the West Montrose area met the PPS definition of a CHL
- Most respondents (92%) agreed that it is of Provincial significance
- The area to be subject to some form of change management intended to meet the PPS requirement for conservation was delineated and defined as three concentric zones based on the research findings
- Each zone could be subject to differing degrees of change management

Recommendations

- The Township should begin the process of designating the core zone of the CHL as a Heritage Conservation District (HCD) under the Ontario Heritage Act
 - Proposed changes within the HCD would require a Heritage Permit (HP)
 - The core zone is generally defined by the red line on Figure 8 (page 11)
- As part of the West Montrose HCD Plan, a buffer area around the core should be created
 - Proposed changes within the buffer zone would be subject to Heritage Impact Assessment (HIA)
 - The buffer zone should be generally defined by the orange line on Figure 8 (page 11)
- The Township of Woolwich should move quickly to designate the area centred on the West Montrose Covered Bridge as a Cultural Heritage Landscape (first instituting Interim Control)
 - The boundary for CHL designation should follow the broadest area identified in Figure 7 (page 10)
 - The Township should create a register of historically significant resources that covers all of the properties within the CHL designated area
 - Listing on the Register will allow a level of review as defined in the Heritage Act when changes in that area are proposed
- The general areas identified through this research should be translated into legally definable zones (following property lines) and a Statement of Significance should be drafted for the CHL in accordance with the National Standards and Guidelines (the Heritage Resources Centre offers to undertake these tasks)

Introduction

The concept of a Cultural Heritage Landscape (CHL) as a mechanism to identify, evaluate and conserve significant areas has enjoyed a rise to prominence in the planning world over the past couple of decades. The idea has been endorsed by UNESCO and the European Union has adopted the European Landscape Convention to govern the application of CHL designations.

More recently, the CHL concept has gained popularity among planning policy makers in Australia and North America. While the idea has broad acceptance and a well established record of practice in Europe, practical application in North America is not a simple matter of transferring procedures.

In Ontario, the 2005 Provincial Policy Statement (PPS) issued under the Ontario Heritage Act has directed municipalities to protect Cultural Heritage Landscapes that are “significant” and “valued by the community” (Government of Ontario, 2008). This is a fairly strong planning directive by Canadian standards. However, specifically defining what the terms “significant” and “valued by the community” mean, and identifying how to accomplish conservation of such an area once it has been identified, are issues that are only now being addressed in research and practice.

The University of Waterloo’s Heritage Resources Centre has devised and tested relatively simple and inexpensive approaches to answer the first two of the questions, namely, what is significant and what is valued by the community. Once determined, these values can form the basis for a statement of significance which should in turn guide decisions regarding the proper degree and measures of conservation. Decisions have to be made when any application is submitted to planning authorities for a change that could impact a defined Cultural Heritage Landscape.

The results of our study which applied this approach to the landscape centred on the West Montrose Covered Bridge are presented here to the Township of Woolwich. An interim report on our work was sent to the Township Council in February 2008 (Appendix C). Study results are offered along with recommendations in the expectation that they will assist the municipality in fulfilling its obligations to act as required under the terms of the PPS. The University of Waterloo’s Heritage Resources Centre also offers to continue working with the Township to assist in the subsequent stages of planning for the area.

Background of the Study Site

The PPS derives its authority from the province’s Planning Act that sets out matters of provincial interest to which municipal governments must adhere. The Provincial Policy Statement defines the term Cultural Heritage Landscape 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 (Government of Ontario, 2008).

It is such areas that the provincial government directs “shall” be conserved.

The Village of West Montrose is unique within the Region in large part because of its covered bridge that dates from the 1880s and still retains its wooden superstructure. The village is smaller than it once was and has only one remaining shop and one church. A modern subdivision extends from one side of the older settlement. The valley with the bridge in the centre is visible from a few

surrounding vantage points and also from several spots along the river bank. The bridge and valley are visited frequently by tourists and wedding parties often come to take pictures. Images of the area have appeared in travel brochures, on the Woolwich Township web-site and on the cover of the regional telephone directory. The picturesque nature of the site is enhanced by the fact that many Old Order Mennonites live in the area and are often seen driving their horses and buggies over the bridge (Figure 1).



Figure 1: The West Montrose Covered Bridge and its immediate surroundings

The area centred on the West Montrose Bridge was chosen for this study because it was felt that its profile made it a prime candidate as a Cultural Heritage Landscape. No immediate controversy was evident at the beginning of the project in 2006 and West Montrose had already been identified as a candidate CHL site by the Region of Waterloo.

Previous Studies

Recognizing that there were new requirements under the Planning Act, the Regional Municipality of Waterloo began to seriously address the question of CHLs in 2005. The Region's Heritage Planning Advisory Committee, a panel of citizen experts, outlined criteria for identifying CHLs of regional interest, identified potential sites and set up a plan to conduct further research into CHL issues.

The first study was largely generated from within the resources of the Regional Planning Department with the cooperation of the Heritage Resources Centre. It collected existing literature, policy examples and descriptions of best practices which culminated in the publication of the *Cultural Heritage Landscapes Resource Document* (Shipley, 2006). That in turn led to the engagement of consultants, Envision and André Scheinman, who produced a report entitled *Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development* (Regional Municipality of Waterloo, 2006). Excerpts are contained in Appendix A.

During the time when the current study was being undertaken an application was made for an aggregate extraction licence for a property adjacent to the village of West Montrose. Before the Township of Woolwich can consider passing a zoning by-law amendment that would allow this land use, the Township Official Plan can require the licence applicant, Capital Paving of Guelph, to complete a Cultural Heritage Landscape study according to the guidelines specified in the OP. In response to that requirement Capital Paving commissioned a study by Stantec Consulting Ltd. which was completed in July, 2008.

Assessment of Previous Studies

The *Cultural Heritage Resource Landscapes Resource Document* did not deal with specific sites but instead outlined recommended policies and practices. The *Cultural Heritage Landscapes in Waterloo Region* document, on the other hand, is comprehensive in most respects including detailed guidelines and criteria for CHL identification. It also provides specific insights on the West Montrose site which was one of the areas chosen as a case study. It concluded that the area met the provincial definition of a CHL and provided details of characteristics as well as suggesting a boundary based on the landscape expertise of the authors. The pertinent parts of that report are attached as Appendix A.

Public consultation, however, fell outside the terms of reference of the *Cultural Heritage Landscapes in Waterloo Region* work. The current research, therefore, was intended not to replicate the advice of professionals who completed that study, but to go directly to the community to discern their opinions and collect their knowledge. The current study deliberately did not refer to the findings of the consultant's report but focused instead on the wording of the Provincial Policy Statement, particularly in an attempt to clarify what was "significant" and what is "valued by the community." This was done to avoid biasing the results and to ensure that the findings could be framed using the terms from the PPS.

The study that Stantec Ltd. completed for Capital Paving focused solely on the property for which the aggregate extraction licence was being requested. It concluded that the property itself did not constitute a CHL and that the activity proposed would not negatively affect the covered bridge. No public consultation was undertaken by the consultants. There are three observations that might be made about this report. First, the authors seem to lack an understanding of the concept of a cultural landscape which is not necessarily limited to a single property. In fact, a CHL more typically encompasses a broader area. The study should properly have asked the question, "does the Capital Paving license property fall within a larger Cultural Heritage Landscape?" Second, while Stantec quoted the *Cultural Heritage Landscapes in Waterloo Region* report once and used the historic themes it outlined in their analysis, they failed to note that the Region's study concluded the Capital Paving licence property fell entirely within the West Montrose CHL defined by that report. Finally the Stantec conclusion that the Capital Paving site is not a significant CHL or part of one, without determining whether it was valued by the community, could be seen to be entirely invalid in terms of the PPS.

Methods and Approach of the Heritage Resources Centre Study

The study outlined here set out to determine the answers to four important questions. The first concerns definition. Does the area meet the PPS definition of a CHL? The second question

concerns significance. Is the area of local, regional or provincial importance? The third point is this: if people feel that the landscape is significant, what is the extent of the area they feel should be subject to some controls in order to manage future changes? The fourth point concerns community value. What things in the area do people feel are important and what is the relative importance of those elements? Furthermore, is the whole greater than the sum of its parts?

Focus Groups

A two-stage public consultation process was used to solicit community input concerning the West Montrose landscape. The first stage consisted of two focus group sessions that were held with local residents in the village. The first of these meetings was attended by seven local people specifically recruited because of their status as long standing residents. These were the “elders” whose memories and knowledge were the deepest. The second group consisted of twelve people who responded to a door-to-door flyer delivered in the village. The age range and length of residence of the second group varied somewhat more than the first group. Both meetings were held in the basement of the West Montrose United Church after service on two different Sundays. Some of the participants were also driven around the area to vantage points of their choosing and questioned about those views.

In both sessions, residents were provided with a series of resources including hardcopy and digital map displays, as well as photographs of various views and landscape elements such as the covered bridge, the local store, a park, existing buildings, and tree cover along the river. Each person was first asked to decide whether the area met the Province’s definition of a CHL. If they felt that it did they were asked whether it was of local, regional or provincial importance, what to them were the most important elements in the landscape and what memories they had of specific places. Finally, they were asked what boundary they would draw around an area that might have some measures for managing change. The protocol for the focus groups is included in Appendix B.



Figures 2 & 3: Researchers consulting with long-time residents during focus groups held in the church basement

Web Survey

The two focus group sessions were designed to permit small numbers of residents to express their memories, knowledge and preferences of the West Montrose landscape through in-depth and often individual discussions with the researchers. To gain a better appreciation of the extent that the West Montrose landscape was “valued by the community,” input from the focus groups was used to inform and structure a second stage of consultation. In this case, an Internet-based survey was developed with the intent of engaging a wider cross-section of West Montrose residents as well as interested individuals from surrounding areas, the Waterloo region and beyond.

Internet or “web-based” forms of soliciting community input are being used increasingly in various public participation contexts in different parts of the world. Some advantages of these approaches are their relatively low cost, the ability to reach large numbers of respondents and the flexibility they afford community members to respond from locations and times that are most convenient to them. The web survey tool developed for this study was relatively simple in design and consisted of a series of closed and open-ended questions as well as map-based tasks designed to gather input relating to key dimensions of the PPS. In particular, respondents were asked for their views concerning: a) whether the study area qualifies as a cultural heritage landscape, b) the relative importance or value of landscape elements identified by the focus groups, and c) the geographic extent of the potential West Montrose cultural heritage landscape that might be subject to managed change. The web survey took about 15 to 20 minutes to complete. Some of the questions were mandatory and some were optional. A total of 193 responses were collected through the Internet-based survey.

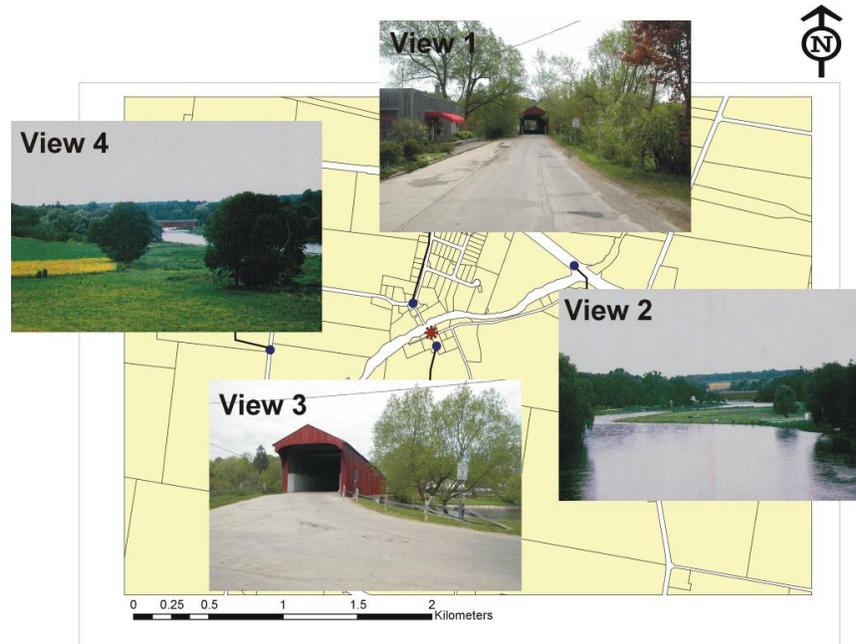


Figure 4: *Sample of visual material used in the focus groups and in the web survey.*

Of the 193 responses that were collected, 17 responses were eliminated from the analysis because the individual did not answer all of the mandatory questions. A further two entries were removed from consideration since they were judged to be duplicate responses. Since participants were not required to provide their name, duplicates were identified as responses with the same answers and from the same IP (Internet Protocol) address. There were 174 valid responses. A sample of this size

provides a high degree of reliability. Any other study involving larger numbers is likely to result in similar findings. Screen captures showing the web survey are contained in Appendix B.

The web survey was open for comments for a seven week period during August, September and October of 2008. Several methods were used to build community awareness of the survey including posting flyers in the village, providing a link to the survey from the University of Waterloo's Heritage Resource Centre web page and promoting the study through articles in local and regional newspapers (see Appendix B).¹

Prior to the application for an aggregate extraction licence adjacent to the village becoming generally known in the community (i.e. August 11 to October 13, 2009), 109 survey responses were gathered. A further 65 entries were recorded in the October 14 to November 2, 2009 period for a total of 174 responses. No statistically significant differences were found in the responses collected before and after the aggregate extraction issue was publicized. For example, prior to October 14th 88% of respondents strongly agreed with the statement that the West Montrose area is a cultural heritage landscape of local significance, while a further 81% and 78% strongly agreed that it is of regional and provincial significance respectively. The corresponding figures for the same question during the second period were 94% (locally significant), 83% (regional significance) and 77% (provincial significance). Similarly, no meaningful differences between the two time periods were found in the level of importance that respondents assigned to individual landscape components (e.g. river, bridge, fields, trees, etc.) or to the geographic extent of the West Montrose cultural heritage landscape. A check of postal codes which users were asked to provide showed that the great majority of respondents were from the immediate area, Woolwich Township and surrounding communities.

Research Findings

Significance

Of the 174 valid records, 98% replied "Yes" to a mandatory question that asked if the West Montrose area met the PPS definition of a cultural heritage landscape. In addition, 75% of all respondents completed a series of optional questions that related to the significance of West Montrose as a CHL at different geographic scales. A large majority of those who completed these questions indicated that the study area qualifies as a significant CHL at the local scale (90% strongly agree, 9% agree) and at the regional scale (82% strongly agree, 12% agree). Moreover, the results suggest that this area could arguably be considered as a provincially significant CHL (78% strongly agreed, 14% agree).

Community Value

The focus group participants identified a number of landscape components, built elements and views that contribute to, or characterise, the West Montrose CHL. The features included the bridge, trees, fields, fences, buildings, roads, wildlife and the river. There was a high degree of correspondence between most of the landscape features identified by the focus groups and the components identified by the experts engaged by the Regional of Waterloo to complete study of CHLs (Regional Municipality of Waterloo, 2006, pg 46). The only surprises were that the professional study did not identify wildlife and the river itself among the important features while the focus group participants placed a high value on these components.

¹ Woolwich Observer March 29th and August 23rd, 2008 and in the Kitchener-Waterloo Record on September 10th 2008.

Also included in the list of important elements identified by the focus groups were a number of built features. These included the church, the general store, historic houses and Letson Park. Finally the focus groups identified a series of points from which the Bridge and its surrounding are typically viewed. Once again there was a close match between the opinions of local people and the points identified by the consultants (Regional Municipality of Waterloo, 2006).

In terms of views, most often the covered bridge and its surroundings are seen from a couple of spots on the east river bank, from the tree lined street approaching the bridge from the west, from the highway bridge and from a couple of vantage points on Jigs Hollow Road (see Figure 4). Even more evident than with the landscape elements and built features, there was agreement between the focus groups and professional landscape consultants regarding the important viewpoints from which the bridge and surroundings are seen (Regional Municipality of Waterloo, 2006, pg 49).

The web survey was based on the focus group input and allowed respondents to rate the importance of the most frequently cited landscape components, built features and viewpoints on a scale of 1 to 10, where 1 indicates least importance while 10 indicates the highest importance.

Figures 5 and 6 show that while there was some variation in the importance people attached to the different elements and views there is, nevertheless, a very strong indication that all of the aspects and all of the views are important to people.

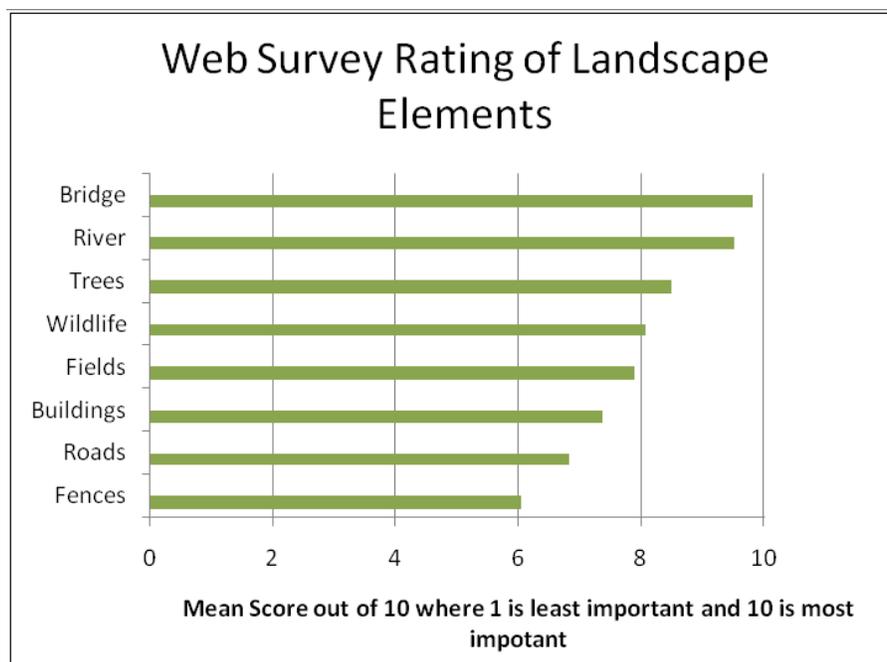


Figure 5: Importance of Selected Landscape Elements (n = 174)

In addition to rating the importance of the landscape elements and views, the survey also allowed open-ended comments to be added. Approximately one-third of the respondents took advantage of this opportunity to add explanatory notes to their ratings. While it is beyond the scope of this report to explain these comments in detail, it is worth noting that more than one-half of the comments contained references to the landscape as a whole, rather than simply a collection of important, yet independent, elements. This finding reinforces other evidence that suggests that the CHL concept is

perhaps instinctively understood by a cross section of citizens and that it is an appropriate approach to take in considering the West Montrose area.

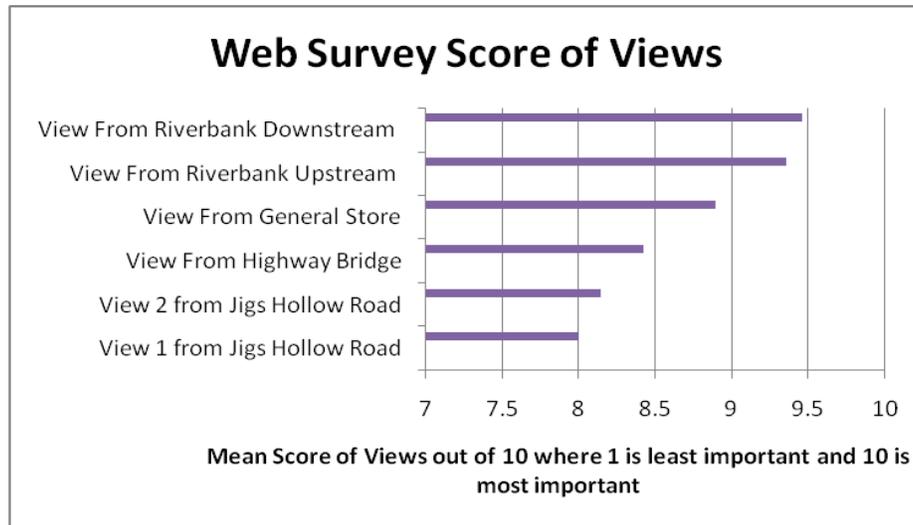


Figure 6: Importance of Views (n = 174)

Boundary Issue

The practice of defining zones, neighbourhoods or regions where specific activities, land uses or regulations apply is fundamental to planning as it provides both a degree of clarity to decision making processes and a formal recognition of the special nature of a particular area. While the need to delineate the extent of a CHL, based on shared community and cultural heritage values, is acknowledged directly in the PPS (i.e. "...a defined geographical area of heritage significance..."), some uncertainty exists in terms of how such a boundary should be established.

The challenges associated with demarcating a CHL boundary can be traced to three main factors. First, while planning issues are often addressed with "crisp" boundaries that divide space sharply based on an underlying variable (e.g. municipal limits, property lines), culturally-defined and biologically defined boundaries can be somewhat "fuzzy." Fuzzy boundaries are encountered where zones may not be mutually exclusive (e.g. overlapping animal habitats), represent transitions or gradients (e.g. soil horizons, population densities) or correspond to somewhat ambiguous concepts (e.g. downtown). Second, the concept of a CHL is socially-constructed and therefore its nature, importance and extent can vary from person-to-person based on individuals' values, experiences, perceptions and knowledge. Third, the fluid and value-based nature of many CHLs is to some degree in tension with practical administrative considerations where clear guidelines are required to manage change effectively.

In the focus groups people were asked to draw their boundaries on hard copy maps. A good deal of discussion ensued as participants explained their reasons for establishing the line in one place or another. This was clearly a case where consultation with people who possessed local knowledge led to conclusions that differed somewhat from the findings of landscape experts. The *Cultural Heritage Landscapes in Waterloo Region* document suggested a boundary that extended from Northfield Drive and the Canagagigue Creek on the west, Catherine Street on the east, Regional Road 86 on the north and the Grand River, Buggy Road and Letson Drive on the south. The authors presented credible

reasons for these demarcation limits (Regional Municipality of Waterloo, 2006, pg 47). Several of the “elders,” on the other hand, indicated that the boundary should extend further north past the old abandoned rail line and further south as far as the village of Winterbourne. They gave three reasons for this: i) the former railway station and stock yards had in the past been an important and functioning part of the settlement; ii) people living north of the tracks attended church in West Montrose and iii) all of the farms south of the village up to Winterbourne were originally owned by members of the same family who were part of the West Montrose community. Without consultation there would have been little way of coming to this understanding of the social history of the place and significance to the Cultural Heritage Landscape of the areas mentioned. The full area of significance, therefore, could be expressed by the modified version of The *Cultural Heritage Landscapes in Waterloo Region* document shown as Figure 7.

In the case of the web survey, we attempted to address the challenges outlined above with a relatively simple approach that individuals could use independently without specialised training or the person-to-person interaction that was possible in the focus groups. The web-based questionnaire used in this project was developed in cooperation with COMAP (Centre for Community Mapping), a not-for-profit group which develops and deploys strategies for information collection based on modern communications technology.

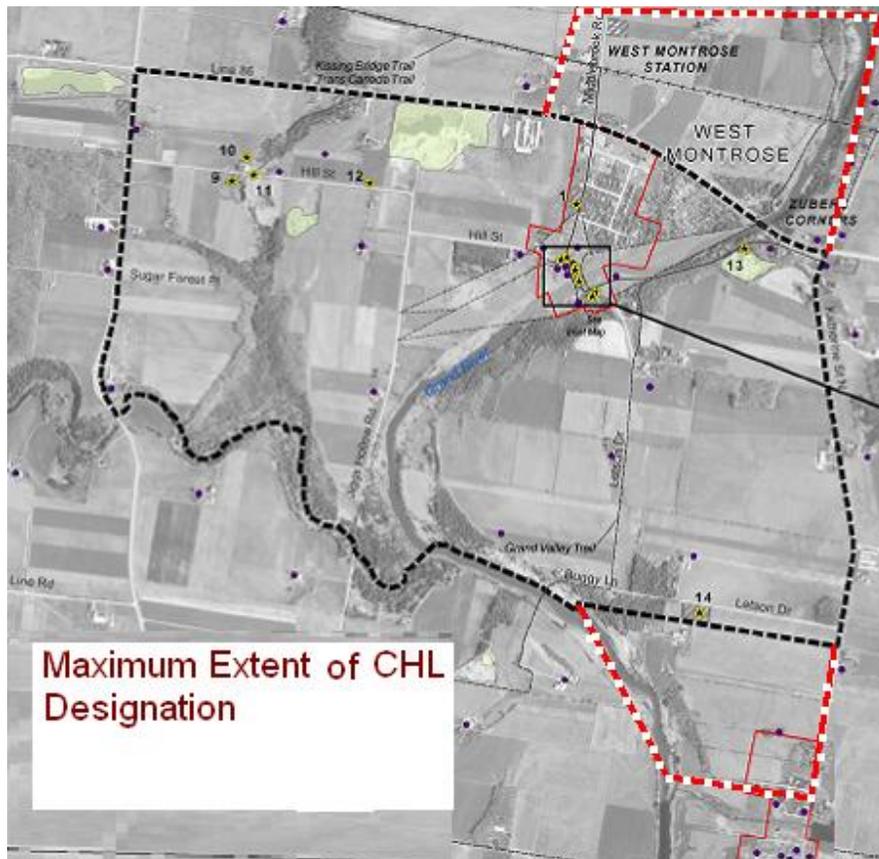


Figure 7: CHL boundary recommend in the *Cultural Heritage Landscapes in Waterloo Region* document (black dotted line) with boundary extensions suggested by community elders (red dotted line).

One of the things that each person who completed the web survey was asked to do was to trace a polygon (multi-sided figure) on an online map. Their polygon represented the area to which they felt the CHL designation along with change management measures would apply. Twelve individuals did not complete this task. Thirty other people encountered technical difficulties with the web survey tool. Common problems included polygons that were not closed or polygons that self-intersected (i.e. overlapped upon themselves).

The 132 valid CHL boundaries that were produced by the community members varied considerably in terms of area covered and shape. To accommodate this diversity, each user's polygon was converted to a raster grid layer of 2 metre resolution using ESRI's ArcGIS program. A value of 1 indicated that a particular cell lay within an individual's CHL boundary, while values of 0 were assigned to all cells beyond that person's boundary. The 132 binary raster layers were then overlaid to create a single raster layer that has cell values ranging from 1 (i.e. within 1 person's CHL boundary) to 132 (i.e. within all valid CHL boundaries). Figure 8 illustrates the results of the combined CHL boundaries.

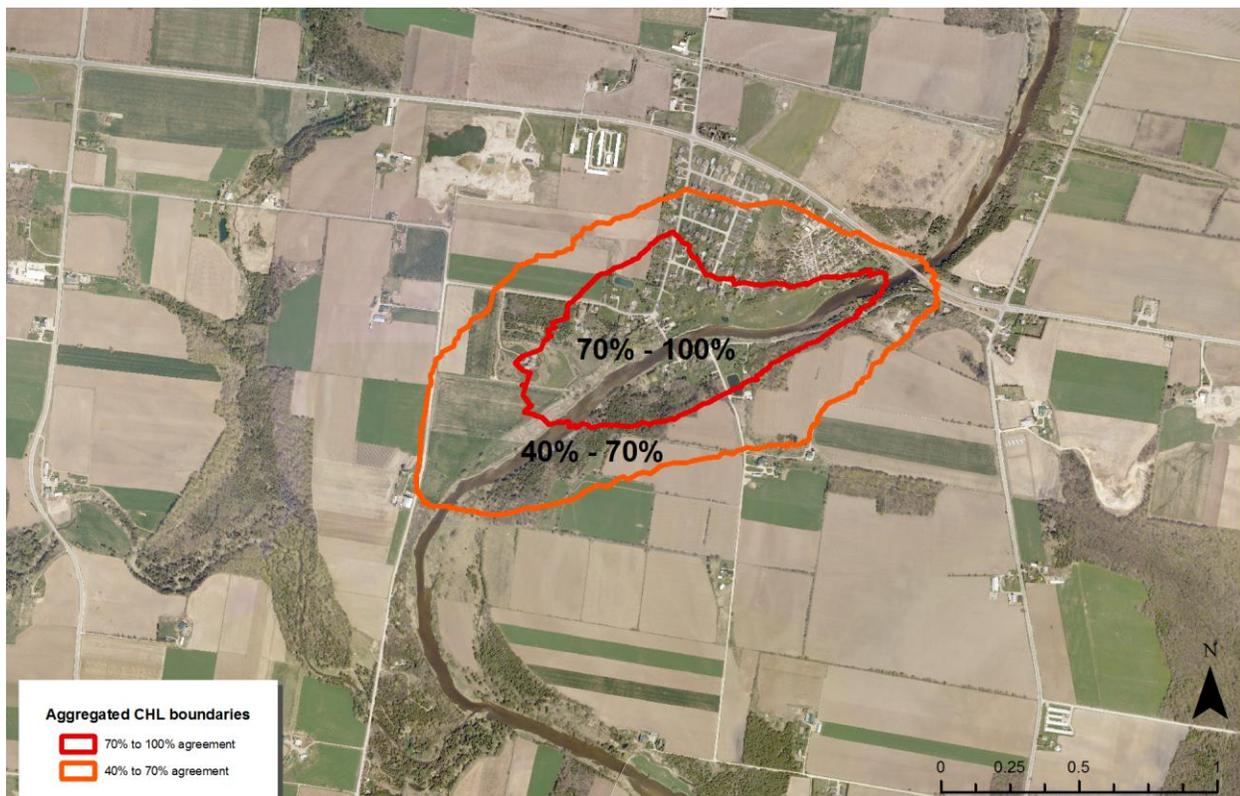


Figure 8: Aggregated citizen-generated CHL boundaries

For the purpose of producing boundaries that could be clearly defended as representing commonly shared community values, we eliminated all areas that were included within less than 40% of the citizen-drawn boundaries. That allows us to focus on areas of highest common interest. The remaining areas within the combined raster grid are classified into two categories as shown in Figure 8. These indicate the area where 40% to 70% of the community's individual CHL delineations overlap and the area where more than 70% of the respondents' individual CHL boundaries overlap.

By considering the expert landscape professional boundary as expressed in the *Cultural Heritage Landscapes in Waterloo Region* document, the community elders' local knowledge and the aggregated views of the web survey participants, we attempted to recognise that some gradients of management and planning controls may be desirable in implementing conservation of a CHL. We suggest this approach of defining multiple zones of protection may be both appropriate and practical in the context of rural CHLs such as West Montrose. Similar approaches to establishing hierarchies of zones are relatively common in environmental planning and management. For example, in wildlife management the most stringent protection measures are applied to a core area where there is an ideal habitat and a strong species population while progressively less rigorous controls are applied where interventions are intended to improve a habitat.

Conclusion

This research project set out to answer four questions: i) can we definitively determine if the area centred on the West Montrose Covered Bridge is a significant CHL as defined in the Provincial Policy Statement; ii) is the area of local, regional or provincial importance; iii) if the area is significant what boundaries should be used to determine designation and what area should be subject to change management and iv) can we reliably determine if this area is valued by the community?

The answer to the first question is clearly “yes.”

- The *Cultural Heritage Landscapes in Waterloo Region* study used criteria for evaluating CHLs that it derived from the US National Parks Service Bulletin #30 ‘Guidelines for Evaluating and Documenting Rural Historic Landscapes and Parks Canada Historic Places Initiative Standards and Guidelines and concluded the area is a significant CHL (Regional Municipality of Waterloo, 2006, pg 46)
- All of the participants in our focus groups, people possessing detailed and long standing indigenous knowledge of the place, agreed that the area meets the PPS definition of a CHL
- Of the 174 people who completed the web survey, 98% agreed that the area meets the definition of a CHL

Turning to the second question as to whether the area is of local, regional or provincial significance, 99% of valid respondents agreed it was locally significant, 94% agreed on regional importance and 92% suggested provincial significance. Overwhelmingly, therefore, we can assert that the West Montrose Cultural Heritage Landscape is provincially significant.

Considering the matter of a boundary for the significant West Montrose Cultural Heritage Landscape we have gathered information that is statistically sound and methodologically defensible in terms of meeting the PPS terminology - “significant” and “valued by the community.” It is suggested that this information can be converted into good municipal policy in the following ways:

- A “core area” could be created that would be subject to the most comprehensive planning regulations aimed at preserving the essential character of the CHL. In this case, the core area is defined as the area that fell within more than 70% of the web survey respondents’ individual CHL boundary (within the red or innermost line on Figure 8). It is centred on the covered bridge and extends over much of the historic part of the village and the sections of the Grand River that are immediately visible from the bridge
- A “review zone” could be created that might be subject to somewhat less stringent management and planning requirements. This would be intended to protect the core area

and would coincide with the orange line on Figure 8 indicating where between 40% and 70% of the community's individual CHL boundaries were drawn. The vitality of the core is clearly dependent upon the review zone, however it is likely that more change can be permitted.

- Our research has shown that experts and those with deep local knowledge are inclined to include a more expansive area than the general public. That reflects considerations of natural limits, topographical and geomorphological concepts and a socio-historical understanding. It is probably wise, therefore, to consider this broad area as needing to be recognized in some manner. For land use management purposes, the wider area might be treated as a “buffer zone” where changes might impact on the core zones and where some lesser controls could be contemplated.

Finally, there is the question of whether the area is valued by the community and once again the answer is “yes.” The value placed on the area by the local, long time residents to whom we first introduced the PPS concept, was clear and unequivocal. Once the questions were put out into the public realm for comment through our web based survey, a statistically valid sample of respondents were equally unequivocal in their opinions. Specific features, landscape elements and viewpoints were identified and rated as to their relative importance. In addition extensive explanatory comments were made by large numbers of those who took the time to answer the survey. Also the majority of those who commented in the open ended segment of the survey indicated that they value the landscape as a whole and not just its individual elements.

Recommendations to the Township of Woolwich

1. The Township of Woolwich should move quickly to designate the area centred on the West Montrose Covered Bridge as a Cultural Heritage Landscape
 - a. This action must be taken since under the direction of the PPS significant CHLs that are valued by the community “shall” be conserved and the evidence that this is such an area is conclusive
 - b. The Township has the authority as well as the responsibility to designate a CHL under the Regional Official Policy Plan and its own Official Plan
 - c. The Township should request that the Region designate the West Montrose CHL as an area of regional significance and should request that the Province designate the CHL as having provincial significance
2. The boundary for CHL designation should follow the broadest area identified in Figure 7
 - a. This boundary is conceptual as it is currently shown and will need to be refined to coincide with property lines, road allowances and other demarcations that will allow legal description
3. The Township should apply an Interim Control By-law under Section 38 of the Planning Act to the designated CHL area during the time when further planning considerations are being discussed and negotiated
4. The Township should begin the process of designating the core zone of the CHL as a Heritage Conservation District (HCD) under Part V, Section 41 of the Ontario Heritage Act

- a. The area to be included should coincide conceptually with the red line on Figure 8, the area identified as most significant by over 70% of citizens
 - b. Since this boundary is conceptual, as it is currently shown, it will need to be refined to coincide with property lines, road allowances and other demarcations that will allow legal description
 - c. Creation of a HCD will require the completion of a Plan under Section 41 (1) which must include design guidelines
 - d. Any proposed change to property, structures, and anything else defined in the plan, would be subject to review by the municipality and could only proceed following the granting of a Heritage Permit (under Section 42(1) of the Ontario Heritage Act)
5. The Township, as part of the West Montrose HCD Plan, should set out an area which would be subject to Heritage Impact Assessment (HIA)
 - a. The PPS Section 2.6.3 allows a municipality to require the completion of a HIA when some proposed change outside but impinging on an HCD occurs
 - b. Difficulties often arise in determining whether a proposal is in fact impacting an HCD. Therefore the second concentric area defined in this study (orange line on Figure 8) should be used to define the area where HIAs would be required before permission for change is granted
 6. The township should create a register of historically significant resources under Section 27(3) of the Ontario Heritage Act
 - a. The Ontario Heritage Act allows a municipality to create a register of historically significant resources
 - b. Some restrictions apply to changes proposed to properties or structures on the register
 - c. These restrictions are not as stringent as those that apply to sites within an HCD nor do they require a full HIA
 - d. Primarily they allow a time delay in proposed change during which the municipality can decide whether to designate a site or to find an alternate owner
 - e. All properties within the CHL boundary outlined in paragraph 2 above should be treated as register properties for land use regulation purposes
 7. The Heritage Resources Centre offers to undertake the following tasks as a further assistance to the Township of Woolwich
 - a. The delineation of legally definable boundaries for
 - i. the CHL designation zone
 - ii. the HCD designation zone
 - iii. the HCD buffer zone to which HIA would pertain,
Note: these boundaries will be based on the research derived conceptual mapping provided in this report
 - b. Draft a Statement of Significance including Character Defining Elements for the CHL in accordance with the Historic Places Initiative *Standards and Guidelines*

Recommendations to the Regional Municipality of Waterloo

1. The Regional Municipality of Waterloo should formally adopt the *Cultural Heritage Landscapes In Waterloo Region: A Framework for Inventory, Assessment and Policy Development, 2006* as a guidance pursuant to the Regional Official Policy Plan statements on Heritage Conservation

Acknowledgement

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APPENDIX A

EXCERPTS FROM

*Cultural Heritage Landscapes in Waterloo Region: A Framework for
Inventory, Assessment and Policy Development
(Regional Municipality of Waterloo, 2006)*

JUNE 2006



CULTURAL HERITAGE LANDSCAPES IN WATERLOO REGION: A Framework for Inventory, Assessment and Policy Development



André Scheinman Heritage Preservation Consultant

CULTURAL HERITAGE LANDSCAPES IN WATERLOO REGION:

A Framework for Inventory, Assessment and Policy Development

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Cover Photos (clockwise from top right):

Barn complex, Township of Woolwich
The Grand River through Galt, City of Cambridge
The West Montrose Covered Bridge, Township of Woolwich
Hespeler industrial heritage, City of Cambridge

EXECUTIVE SUMMARY

Waterloo Region has a diverse range of cultural heritage resources that provide an important means of defining and confirming regional identity, enhancing the quality of life of the community, supporting social development and promoting economic prosperity (ROPP, Heritage Conservation Preamble).

The Region of Waterloo is committed to conserving cultural heritage resources including Cultural Heritage Landscapes.

According to the Provincial Policy Statement (PPS), a Cultural Heritage Landscape (CHL) is *“a defined geographical area of heritage significance which has been modified by human activities and is valued by the community”*. The PPS states that significant built heritage resources and significant cultural heritage landscapes shall be conserved.

As part of the Regional Growth Management Strategy (RGMS) the Region is undertaking Cultural Heritage Landscape Assessments for rural and urban areas.

The research summarized in *Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development* was commissioned by the Region to set the foundation for the primary identification of candidate CHLs and the further inventory and evaluation of Regionally Significant CHLs; and to make recommendations on developing a formal Regional process for addressing the conservation of cultural heritage landscape resources in the Region of Waterloo.

The report begins in section 2.0 by providing a synopsis of local history focusing on early European settlement and subsequent development within the five original Townships of Waterloo County.

The historical summary is followed in section 3.0 by the identification of Regional Historical Themes (Table 1). These themes are essential to understanding the evolution of the Region and underpin its identity. The Regional Themes have been used in the Primary CHL Identification Process to distinguish CHLs that have Regional Significance from CHLs with local significance.

Section 4.0 documents the CHL Identification Process developed by the consultants based on their research. The process begins with the Primary Identification Process which uses 6 Key Steps to identify and pre-screen landscapes with potential heritage value. The Primary Identification process resulted in a list of 25 Candidate CHLs within the Region of Waterloo (listed in Section 5.0).

Once Candidate Sites have been identified, the recommended process continues to further inventory and evaluate the sites as potential Regionally Significant CHLs. Table 2 provides a summary of the CHL Evaluation Process and Criteria.

The proposed Inventory and Evaluation process was tested with two local case studies as detailed in Section 8.0 (West Montrose and the Village of Ayr). After undertaking the secondary process for these two candidate CHLs, the consultants recommend that both sites be identified as cultural heritage landscapes with regional significance.

The report also provides recommended policies and processes for conserving cultural heritage landscapes that the Region could adopt (Sections 6.0 and 7.0).

Finally, section 9.0 summarizes the consultant's findings and recommends next steps for developing a formal Regional process for addressing the conservation of cultural heritage landscape resources in the Region of Waterloo.

8.0 REGIONAL CHL CASE STUDIES

The following are two Candidate CHL cases studies selected by the Region of Waterloo to demonstrate the application of the inventory and evaluation process.

8.1 West Montrose, Township of Woolwich: Cultural Heritage Landscape Inventory

Overview

The village of West Montrose is in the Regional Municipality of Waterloo, Township of Woolwich. It is located south of Road 86 between Elmira and Guelph, and straddles the east and west banks of the Grand River on Lots Seventy, Seventy-one, and Seventy-four of the German Company Survey. The Study Area is an *Organically Evolved Village* landscape that is representative of the settlement patterns along the Grand River, which occurred through Woolwich Township in the mid-19th century.



Present day aerial photo of West Montrose

The hamlet is best known as the site of Ontario's sole remaining covered bridge, and is within a broader rural agricultural area that supports the well known Mennonite communities of Elmira and St. Jacob's. However, the origins of West Montrose lie within both Scottish and Mennonite settlement, which is characteristic of Woolwich Township. West Montrose is considered an excellent candidate CHL in that it is linked to settlement in the Township by German Mennonites from Pennsylvania, one of the region's central

historic themes. There is visual evidence in West Montrose and the surrounding farms of Old Order Mennonites still inhabiting the area today.

The associated historic themes of West Montrose are:

Pioneer Settlement – Scottish and Mennonite settlement of Woolwich Township;
Transportation – Bridges; and,
Lifeways – Old Order Mennonite culture.

Physiographic Description

In the central part of the watershed, through the Region of Waterloo, the Grand River flows through a wide, winding valley carved through gravel glacial deposits. The area is characterized by the Waterloo hills, which contain highly productive aquifers. Urban and rural development has resulted in fragmentation of the original natural forest cover, comprised of the mixed deciduous forests of the Great Lakes-St. Lawrence Region (Alleghenian Zone). North of the urban areas of Kitchener-Waterloo, the woodlands and wetlands of the Grand River Valley support provincially significant flora and fauna, including a brown trout fishery.

Processes

Land Uses and Activities

The origins of Woolwich Township lie in the Grand River Six Nations land grant known as Block Three, sold to William Wallace, around 1798. Following early forfeiture by Wallace the land was resold around 1807 to the German Company, which was established by a group of German

Mennonites from Pennsylvania, seeking agricultural land further north. A number of Pennsylvania Germans had already purchased land and settled in Waterloo Township. The Block Three land purchase was led by John and Jacob Erb, of the German Company and Augustus Jones, a government surveyor.

The German Company lands were surveyed by Jones into 130 lots of about 350 acres each which were primarily sold to Mennonites from Pennsylvania, who, like their Waterloo counterparts recognized the value of the land offerings. The land purchases ranged in size from 350 to as large as 1,400 acres, although settlement was sparse, with many of the Mennonites who purchased the land preferring still to settle in the more established areas of Waterloo Township. In the area of West Montrose along the Grand River, Lots Seventy, Seventy-one, and Seventy-four of the Germany Company survey in Woolwich Township were purchased from the German Company sometime after 1807: Lot Seventy by

Daniel Erb, Lot Seventy-one by David Eby, and Lot Seventy-four by Christian Stauffer. Although land purchase occurred early, settlement of this area would not take place until around the 1830s, with records indicating that key parcels of land changed hands several times before settlement took place.

One of the earliest known settlers to the West Montrose area was Jacob Benner who owned the majority of land in Lot Seventy-one and portions of Seventy-two. Ezra Eby, who in 1895 wrote a biographical history of the Pennsylvania Germans in Waterloo and other township, notes that Benner was born August 25th, 1808, and *"in 1825 he came to Canada and settled in Berlin where he was engaged in blacksmithing until 1839 when he went to West Montrose where he erected a saw mill and woollen mills, and also was proprietor of a beautiful farm"*.

In 1858, Benner established a woollen factory on Spring Creek. This factory was the community's first industry. By 1861, Benner also ran a steamed-powered sawmill. As with other areas the presence of Benner's mills initially encouraged settlement in the West Montrose area, although the mills only remained in operation until 1873. West Montrose received its first post office in 1866, managed by post-master J.B. Kilbourne, and became the postal village for the surrounding areas of Woolwich Township.

Andrew L. Anderson, a native of Scotland, arrived in the area sometime after 1845. He is believed to have named the village after his hometown of Montrose, Scotland, later adding West to the name to distinguish it from another community near Niagara Falls. The name *Montrose* of Woolwich Township appears as early as 1861 with *West Montrose* in common use by about 1865.

By 1869, West Montrose is said to have been a small settlement of about 100 inhabitants, with a post office, blacksmith, woollen mill, lumber yard, a gunsmith, a carpenter, a hotel, a stock dealer, general merchant, several coopers, and a minister. Although the mills had closed some years earlier, by 1890 West Montrose had reached a population of about 200, and serviced the surrounding farming area.

West Montrose did not benefit from the railway boom of the 1850s and 1860s that other communities of Waterloo County had. The railway through the area was established in 1907 about half mile north of the village, on the east west Canadian Pacific line. A station was built in this area, which became known as West Montrose Station. By then the

population of West Montrose had been reduced to as few as 50 residents, with only a blacksmith, a chopping mill, a mason, a cooper, a general store, and the train station which served as a shipping centre for the area farmers.

Patterns of Spatial Organization

A notable exception to the customary Southern Ontario survey of lots and concessions occurs within the German Company Tracts, and some of the associated smaller tracts of Waterloo and Woolwich townships. In these locations the surveyor laid out 350 to 400 acre lots based on providing access to a stream or river on each lot, without road allowances. With the interests of most Mennonites lying in farming, rather than industry, this settlement in large blocks ensured the availability of land for subsequent generations.



Map of German Company Tract, Woolwich Township, 1852

The resulting pattern of settlement in the German Company survey areas of Woolwich Township was somewhat haphazard, and is evident both in the larger farm parcels and in the existing road network that surrounds West Montrose, which does not reflect a traditional grid pattern. The settlement patterns are also evident in the forest remnants, which throughout Southern Ontario often occur mid-concession, while through this area are found most often on the land least suited to cultivation.

Cultural Traditions

The origins of the Mennonites lie in the European Anabaptist movement of the 16th century led, and the teachings of Menno Simons, an Anabaptist leader. In search of agricultural land, and freedom to pursue their religious

beliefs, Mennonites from Switzerland and southern Germany immigrated to Pennsylvania in the late 1600s. Following the American Revolution in 1776, a number of Mennonites moved northward into Ontario to settle on the Niagara Peninsula and along the Grand River, in Waterloo and later Woolwich Township. The Regional Municipality of Waterloo is now home to one of the largest Mennonite communities in Canada.

The earliest church congregation in West Montrose was the United Brethren. It is believed that the first services were in the blacksmith shop of Jacob Benner, with a number of denominations attending including Mennonites, Methodists, and Baptists. In 1862, the first United Brethren church was built with the West Montrose congregation sharing a circuit preacher among other communities of Woolwich Township and Waterloo County. It later became part of the United Church of Canada in 1925.

In 1950 the Markham-Waterloo conference group of Mennonites built its first meetinghouse about two kilometers north of West Montrose. This meetinghouse was unique in that it deviated from the traditional Old Order amphitheatre seating arrangement in which the pulpit was midway along the long wall of the building. Rather the interior of the West Montrose Meeting House resembled Mennonite Conference of Ontario churches that had the pulpit at the gable-end of the building facing pews rather than benches. The Winterbourne Mennonite Meeting House and cemetery is located a short distance south of West Montrose at 1118 Letson Drive. This traditional woodframe meeting house was constructed in 1965 by other Woolwich Old Order Mennonite congregations, in response to expanding numbers of members.



Former West Montrose schoolhouse

The first school of West Montrose began sometime before 1865. It was a one-room stone school located about one mile west of the community along Elmira Road. In 1865, a new stone school was built. Children of both the community and surrounding areas attended the school. The school was apparently located in the floodplain and was subjected to the annual spring flooding of the Grand River. In 1874 another stone school was built just east of the community in an area known as Zubers Corners, on land donated by William Veitch. This was a two room school which, depending upon attendance, used one or both rooms for lessons. The school remained open until 1967.



Traditional transportation methods are still in use

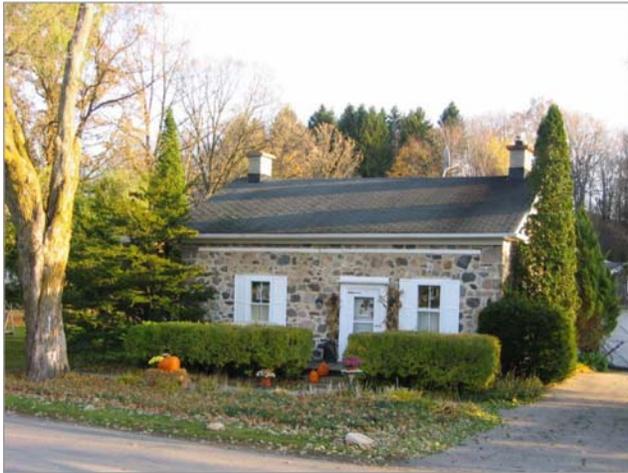
There is strong visual evidence of Old Order Mennonite farms and continued traditions and practices throughout the study area, and beyond. This is evident both through physical manifestations, such as the continued use of traditional meeting houses as well as in the cultural and social practices of every day living.

Site Context

At the core of the village, where the road crosses the Grand River, the historic context remains relatively intact. The West Montrose Bridge, with its distinctive red painted wood cladding, is the focal point, offset against the surrounding pastoral setting of the river and its floodplain. To the north of the bridge, several 19th and early 20th century residences, the former blacksmith shop, the general store and the West Montrose United Church recall the village history. Further to the northeast within the village boundaries a modern subdivision has been established, to the east of the main street. Still, the historical essence of the village remains, with traditional views on entry to the village from all

directions.

Immediately to the south, along Bridge Street are 19th century stone houses which overlook the river and which together with the views of the river and bridge provide the well-known West Montrose setting. The modern bridge on Line 86 over the Grand River terminates the easterly view, contrasting with the historic bridge and demonstrating the ongoing evolution of the area's transportation network. The broad green floodplain on the north side of the river keeps views of the newer residential area, and a trailer park at a distance.



Stone cottage, Rivers Edge Drive

To the south-east and northwest, the village fabric quickly gives way to surrounding farmlands where there is still much evidence of the Old Order Mennonite community that settled the area. At the south end, Letson Park, at the corner of Letson Drive and Rivers Edge Drive, bears the name of one of the early founding families. As one progresses southward along Letson Drive, the road turns at a dense cedar bush, and proceeds easterly toward the community of Winterbourne, passing the Winterbourne Old Order Mennonite meeting house and cemetery, as further evidence of the area's continuing Mennonite heritage.

The Grand River Trail passes through West Montrose, utilizing the unopened road allowance along Buggy Lane, and proceeding northward along Letson Drive, and Rivers Edge Drive, before connecting to the Kissing Bridge Trailway, which utilizes the east-west former railway line.

To the east of the village, Rivers Edge Drive winds along the Grand River to Zubers Corners. Although there are a number of modern residences along the road, they are well hidden by the wooded hillside setting, which includes a dense cedar grove along the river valley. Just west of Zubers Corners, the former stone schoolhouse on Rivers

Edge Drive marks the entrance to the road to West Montrose.

Elements

Circulation Networks

The road passing through West Montrose was originally Highway 86 until the present by-pass was completed. A bridge across the Grand River at West Montrose may have been present as early as 1843. Historical research has indicated that when a petition was presented to local authorities in 1844 by landowners of the area, mention was made of a road crossing the Grand River in the West Montrose area. What is well known is that the existing two-span covered bridge was designed and constructed by John and Benjamin Bear in 1881, following a contract to inspect several existing bridges in Woolwich Township. The total cost, including design and construction was \$3,557.65. John Bear had experience in building local barns, but the West Montrose bridge was his first bridge, and only the second covered bridge in all of the County.

Buildings, Structures and Objects

The most significant built feature of the West Montrose area is the West Montrose Bridge itself, which is the last remaining covered bridge in Ontario. Constructed of pine, the Queen Post bridge supports measure 9" by 18" by 50 feet, which is said to be at the time, the largest Queen Post truss ever built. The full bridge measured approximately 208 feet long, 17 feet wide and 13 feet high. The original pier and abutments were cedar cribs filled with loose stone.



West Montrose covered bridge

The flooring was oak with 7 inch wrought iron spikes, while the rafters were pine. The timbers were milled at the West Montrose sawmill, owned by W.J. Letson. Bear's original design called for 20 shutter type windows, although fewer were installed. The interior of the bridge was lit by coal oil lanterns from 1885 to about 1950 when electric lights were installed. This cloistered setting, as with many covered bridges, gave the bridge at West Montrose its reputation as the 'kissing bridge'. Over the years, stronger materials have been used to replace the abutments, piers and deck. Today, the bridge is made of a combination of steel, wood concrete, asphalt and stone. Despite these alterations, the bridge still maintains its original form and character.

There is evidence of the 19th century settlement of West Montrose remaining on both the north and the south sides of the river. In the core of the village are several fine Victorian residences, including the manor house of what is now Olde Bridge Place Bed & Breakfast, which overlooks the covered bridge north of the river. On this property is a wood-sided frame building, albeit altered, which once housed the blacksmith shop of Charles Mansfield.

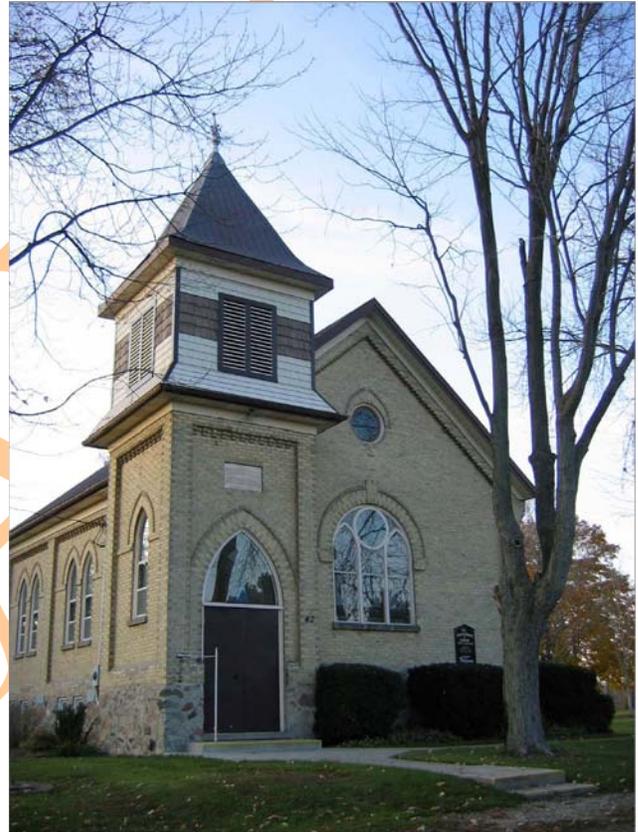


Former West Montrose blacksmith shop

The shop was later rented by Leander Gole, an employee of Mansfield's. Gole later bought a building on the SE corner of Hill, Church & Bridge (the latter now Covered Bridge Drive), across from the general store and established the village blacksmith and later a carpentry shop. Gole was well-known locally as the 'Blacksmith of West Montrose', and was the subject of newspaper columns, Bill Brahmas Ontario on Global TV, a Canadian photographic essay, and a painting, living to the age of 104. He maintained his business until age 98, when in 1985 the house was destroyed by fire. The property was purchased by the County in 1987 for a park, and the existing parking lot, listed as 'Gole Park', by the

Township, was later established amidst much local controversy.

The striking West Montrose United Church (former Congregational Church), c. 1907, and its cemetery establish a visual marker to the village core on entry from the north along Covered Bridge Road, while the westerly approach along Hill Street includes several noteworthy residences. South of the covered bridge, two picturesque stone cottages remain at 1238 and 1242 River's Edge Drive.



West Montrose United Church

In the village centre, the general store still operates as the Lost Acre Variety at the intersection of Hill Street and Covered Bridge Drive (12 Covered Bridge Drive), the horse and buggies in its parking lot evidence that it still serves the local Mennonite farming community, as well as village residents and visitors.

To the east of the hamlet, the later stone schoolhouse, c. 1874, which served both Zubers Corners and West Montrose, remains at 1060 Rivers Edge Drive, now an elegant residence. To the south of the village on Letson Drive as it proceeds easterly to Winterbourne is a traditional Mennonite meeting house, with hitching posts, and a pioneer cemetery.

Contextually, West Montrose is set in a broader agricultural landscape of century farms with clear evidence of a strongly Mennonite community to the south and west along Letson Drive, Hill Street and Jiggs Hollow Road. Most farms in the area are set well back from the road on traditional large acreages, with the large collection of barns and outbuildings reflecting their farming traditions.

A fine collection of heritage farm properties exists to the west of the bend in Hill Street, in proximity to a single lane bridge. Here the stone farmhouse at 381 Hill Street is nestled into the side of the hill with the road narrowly passing between it and the barns of 388 Hill Street. The farmhouse at number 388 is perched high on the hill beyond. Another small 19th century stone house lies further to the east at 245 Hill Street, also close to the road edge.

Vegetation Related to Land Use

The landscape setting of the West Montrose comprises open agricultural lands, bisected by the generally steep-sided valley of the Grand River, and several creek tributaries. Through the West Montrose area, the shallower valley provided fording for the historic bridge crossing. Remnant woodland areas remain in association with the valley corridor. A limited number of woodlots remain on farm properties. Common tree species in the upland forests of this portion of the central Grand River watershed, include sugar maple, beech, hemlock, and soft maple.

The lowland areas of the Grand River valley and along the lesser creek tributaries, which feed it are cedar swamps, as well as stands of ash, birch, hemlock, balsam fir, hard and soft maple, aspen, and balsam poplar. Vegetation along Rivers Edge Road between West Montrose and Zubers Corners is characteristic of this typology.

The farm complexes surrounding West Montrose include various windbreaks and hedgerows of mature oak, maple and spruce. Mature trees and well established landscapes are present on the heritage properties within the village limits.

Settlement Clusters

The village of West Montrose is the primary settlement area within the boundaries of the agriculturally based West Montrose Candidate CHL. Physically and historically the village is closely linked to Zubers Corners, a crossroads settlement to the west, which housed the local school, and to West Montrose Station which was established for a brief period of time approximately 1/2km to the north at the CP rail line.

Archaeological Sites

Based on the Region of Waterloo archaeological mapping and database, there are no known archaeological sites (registered or non-registered) within the boundaries of the West Montrose Candidate CHL. However, given the presence of the Grand River, and its tributaries and the number of built heritage resources in the area, there is a high probability that archaeological sites, both pre-historic and post European-settlement are present.

Continuing Uses

In addition to maintaining its agricultural profile, and village centre for the farming community, West Montrose has evolved to be a popular visitor/tourist destination for day trips, weekend retreats, picnicking, and trails use.

Statement of Significance

Significance Criteria

While any landscape upon which humankind has left their imprint is a cultural landscape, only those cultural landscapes that have a deep connection with the history of the jurisdiction can be identified as cultural heritage landscapes. To be considered significant from a heritage perspective it must be demonstrated through the Inventory Report that the candidate CHL meets one or more of the following criteria:

For Organically Evolved Landscapes and Associative Cultural Landscapes

- A. Is associated with events that made significant contributions to the broad patterns of history (at any level - local, regional, national, etc.) i.e., strong association with central themes; or,*
- B. Is closely associated with the lives of individuals and/or families who are considered significant to the history of the area; or,*
- C. Embodies the distinctive characteristics of a particular settlement pattern or lifeway whether derived from ethnic background, imposed by the landscape, was the practice of a specific historic period or a combination of the above; or,*
- D. Manifests a particularly close and harmonious long-standing relationship between the natural and domestic landscape; or,*
- E. Has yielded or is likely to yield information important to prehistory or history; or,*
- F. Is strongly associated with the cultural and/or*

spiritual traditions of First Nations or any other ethnic and/or religious group.

Demonstration of Integrity

A CHL must be able to be justified as distinct area of contiguous heritage integrity. The key individual elements which constitute the cultural heritage landscape and the way in which their interweaving makes a 'unique' place must still clearly reflect the historic period and/or organic evolution from which the heritage significance derives.

West Montrose is now best known as the site of Ontario's sole remaining covered bridge. The West Montrose Bridge is a provincially significant historic structure and a well-known landmark in the Region. It is the focal point for a community that retains strong visual and cultural links to its origins as an early settlement along the Grand River



Road leading to West Montrose Covered Bridge

As settlers migrated northward from Waterloo Township, the West Montrose area was one of the earliest settled in Woolwich Township. The setting of the Grand River attracted settlement of the area, and the establishment of the milling industries that spawned the village. Reflecting the general settlement of the Township, its origins lie with both the early Scottish and Mennonite immigrants. Although actual settlement on the land did not occur for some years lots in the West Montrose area were purchased in 1807 by Daniel Erb and David Eby, early supporters of the German Land Company. The original German Company survey of 350-400 acre lots is still evident in the road patterns and the large century farms that surround West Montrose. Although industrialization was never achieved, the area, like much of Woolwich Township, attracted and has held many Mennonite families who today maintain traditional farming

lifestyles in the areas surrounding the village.

Some modern development has taken place at the northern limits of the village, however the historic integrity of the village core remains, with the former Congregational Church (c. 1907), a number of 19th and early 20th century homes still present, and the general store still serving the community. The village fabric extends eastward along Rivers Edge Drive toward Zubers Corners where the stone schoolhouse c. 1874 remains. The contextual setting for the village includes the surrounding broader agricultural area, with strong indications still of a predominantly Old Order Mennonite community apparent both in the farms and the meeting house on Letson Drive.

List of Character Defining Elements

Character Defining Elements of the West Montrose CHL are:

- The West Montrose Covered Bridge
- 19th century stone cottages (245 Hill Street, 1238 & 1242 Rivers Edge Drive)
- two-room stone schoolhouse, c. 1874 (1060 Rivers Edge Drive)
- former Blacksmith shop, and 19th century Victorian farmhouse (9 Covered Bridge Drive)
- West Montrose United Church and Cemetery, c. 1907
- Mennonite Meeting House and Cemetery (Letson Drive)
- Surrounding contextual rural area including Old Order Mennonite farms
- Cluster of heritage farms & single lane bridge on Hill Street (381 Hill Street, 388 Hill Street)
- Grand River and floodplain
- Views on entry to the village core, from all directions; additional views to the West Montrose Bridge from Rivers Edge Road, Hwy. 86, and high point on Jigg's Hollow Road.

Conclusions

The preceding Inventory Report clearly demonstrates that the West Montrose CHL Study Area fulfills *Significance Criteria A, B and in particular Criteria C*. The continued presence of the West Montrose covered bridge has encouraged the retention of other historic elements and has entrenched the community as a valued place in Waterloo County. The village maintains its historic setting on the Grand River, and its relationship both socially and physically

to the surrounding agricultural area.

There is strong visual evidence of Old Order Mennonite farms and continued traditions and practices throughout the study area, and beyond. This is evident both through physical manifestations, such as farming practices, and the continued use of traditional meeting houses, complete with hitching posts, as well as in the cultural and social practices of everyday living, which are apparent even through a cursory driving tour.



One lane bridge and heritage farms on Hill Street

Although further dialogue with the Mennonite community would be needed to fully understand their social culture and to confirm the valued features and elements of the community's heritage, it is fair to assume that protection of the remaining heritage characteristics and features of the West Montrose area would help to support the continuation of Mennonite cultural traditions. Significant change to the physical landscape, such as road improvements, or further urban expansion would undoubtedly influence and impact current cultural practices.

It is thus recommended that the West Montrose Village candidate CHL be identified as a CHL with general boundaries as identified below.

Boundary Demarcations

The core of the area is the village centre from the West Montrose United Church on the north to the intersection of Letson Drive and Rivers Edge Drive on the south. However the associations of the village with the surrounding Mennonite community suggest that the boundary should be extended to include the agricultural area beyond. Line 86

formers a definitive physical boundary to the CHL on the north, although associatively it extends at least 2km northward to the former CPR line (West Montrose Station) and the West Montrose Meeting House and cemetery. The road layout is such that on the west, Northfield Road forms a clear boundary. The southern boundary follows the Grand River and extends along Letson Drive to Katherine Street, which generally forms the most easterly boundary. The described boundaries are illustrated on **Figure 2**, attached.

General Guidelines for Conservation

The Inventory and Evaluation process, confirms the significance of the hamlet of West Montrose and its contextual rural environs as a cultural heritage landscape. As such, the identification of measures to conserve both the visible heritage features of the area, and its historic cultural and social traditions, including the Old Order Mennonite way of life is key to its protection. There are a range of conservation measures for a cultural heritage landscape provided for within provincial planning and heritage policies, including listing on a register of heritage resources, heritage easements for specific properties, requirement for a heritage impact assessment, site control by-laws, designation of heritage properties under Section 29, Part IV of the *Ontario Heritage Act*, or designation of a broader area under Part V as a Heritage Conservation District.

The hamlet of West Montrose and its environs as described in the CHL inventory and evaluation is a significant heritage resource, both regionally and locally and consideration should be given to pursuing its designation as a Heritage Conservation District, to afford it the maximum protection available under the *Ontario Heritage Act*.

The formal designation processes under the *Ontario Heritage Act* require the approval of the local council, a more stringent evaluation process and documentation of specific heritage attributes, as well as direct consultation with the community, and the development of specific guidelines to direct land-use change, landscape and built form alterations. However, in the absence of, or prior to this more detailed undertaking, the following key considerations for the conservation of the West Montrose Cultural Heritage Landscape are proposed for reference in the planning and decision making process.

The recommendations are broad in nature, and not intended to replace the need for more stringent architectural and urban design guidelines as might be established through an

HCD study, or a heritage impact assessment study, or required in conjunction with a development proposal or building permit application. Reference should also be made to the Character Defining Elements identified in the Statement of Significance, and to the Conservation Guidelines outlined in Section 7.0 of the Region of Waterloo Cultural Heritage Landscape floodplain, Letson Park, rural wooded character of Assessment Study. River's Edge Drive to Zuber's Corners.



Heritage property in village

Key considerations include, but are not limited to:

Protection of village form

- Establishment of a defined heritage district as identified by the CHL boundaries, and/or (potentially) confirmed through a Heritage Conservation District Study, and designation under Part V of the *Ontario Heritage Act*.
- Maintain the existing urban settlement area boundary.
- Any proposed development within the urban area should respect the existing topography, and landscape features, and the scale and character of the existing road pattern and built-form.

Protection of heritage features: built and landscape

- Preserve heritage features, including scale and character of the roads, heritage buildings, and the West Montrose Bridge.
- Consider architectural styling and compatibility in

scale and form with heritage features for any new building or development, through the development of architectural and streetscape design guidelines.

- Preserve landscape character and features surrounding West Montrose Bridge including



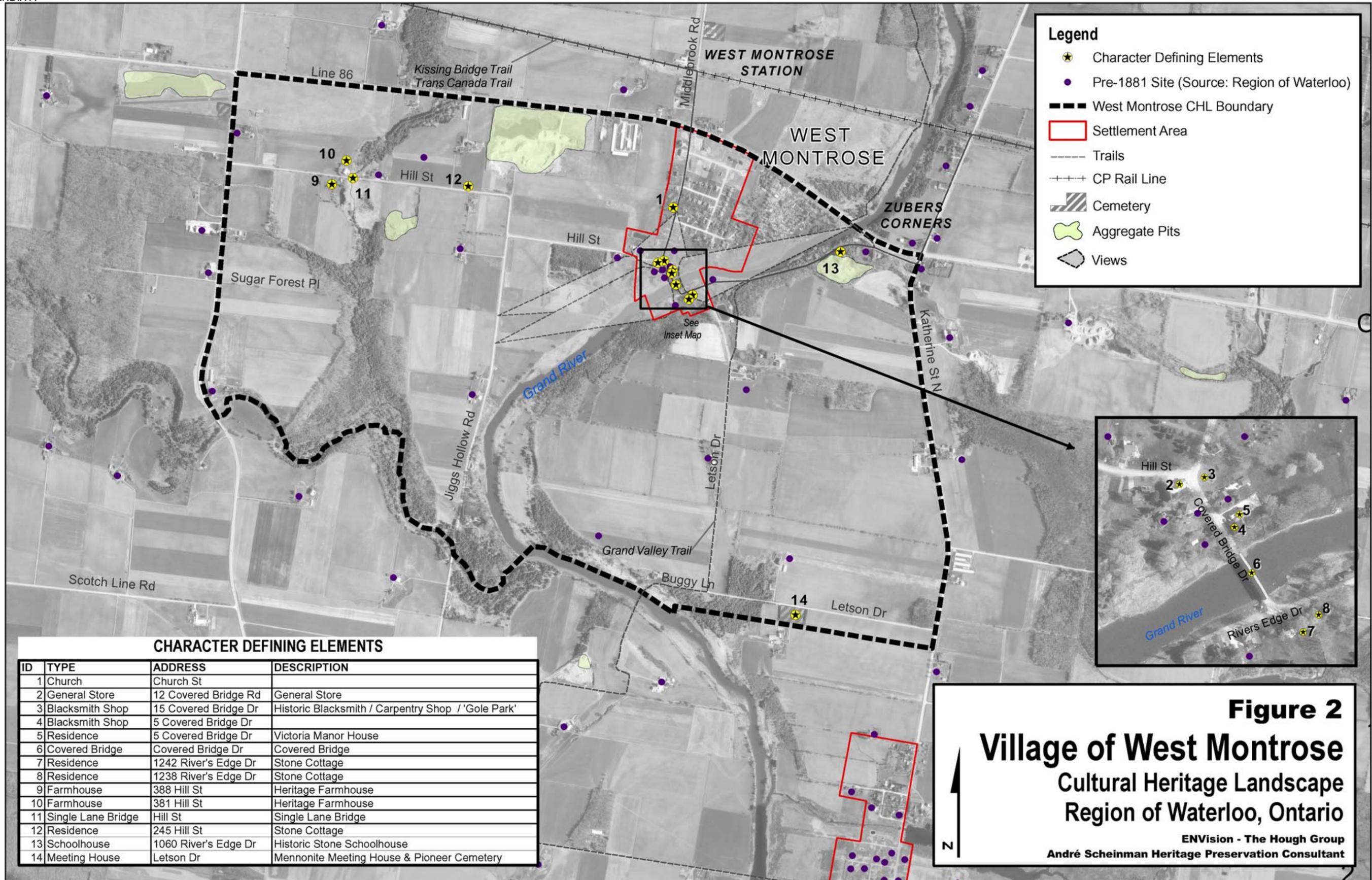
Heritage property in village

Protection of views and viewsheds

- Preserve views, viewsheds, and the scenic landscape context in the area of the West Montrose Bridge, on both sides of the river - including views to and from the historic bridge, the road, the park, and the Highway 86 bridge.
- Maintain village, bridge and river views on approach to West Montrose from all direction
- Provide screening, buffering of new or intrusive land uses to protect views.

Protection of agricultural context

- Maintain agricultural uses in the broader contextual area as defined by the boundaries, Line 86 on the north, Northfield Road on the west, Grand River on the south, and Katherine Street, on the east.
- Protect the overall land patterns within the boundaries of the CHL as defined by the general arrangement and interrelationship of topography, forests, fields, woodlots, farmsteads, water features, hedgerows and laneway and road systems.
- Avoid subdivision or amalgamation of properties and fragmentation of rural land patterns.
- Preserve significant heritage features - stone houses, heritage farms and building clusters, single lane bridges, Mennonite meetinghouses and cemetery (including consideration for designation of individual properties under section 29, of the *Ontario Heritage Act*).
- Preserve rural roads and character, and accommodation of Mennonite way of life.



Legend

- ★ Character Defining Elements
- Pre-1881 Site (Source: Region of Waterloo)
- West Montrose CHL Boundary
- ▭ Settlement Area
- Trails
- +++ CP Rail Line
- ▨ Cemetery
- Aggregate Pits
- ◊ Views

CHARACTER DEFINING ELEMENTS

ID	TYPE	ADDRESS	DESCRIPTION
1	Church	Church St	
2	General Store	12 Covered Bridge Rd	General Store
3	Blacksmith Shop	15 Covered Bridge Dr	Historic Blacksmith / Carpentry Shop / 'Gole Park'
4	Blacksmith Shop	5 Covered Bridge Dr	
5	Residence	5 Covered Bridge Dr	Victoria Manor House
6	Covered Bridge	Covered Bridge Dr	Covered Bridge
7	Residence	1242 River's Edge Dr	Stone Cottage
8	Residence	1238 River's Edge Dr	Stone Cottage
9	Farmhouse	388 Hill St	Heritage Farmhouse
10	Farmhouse	381 Hill St	Heritage Farmhouse
11	Single Lane Bridge	Hill St	Single Lane Bridge
12	Residence	245 Hill St	Stone Cottage
13	Schoolhouse	1060 River's Edge Dr	Historic Stone Schoolhouse
14	Meeting House	Letson Dr	Mennonite Meeting House & Pioneer Cemetery

Figure 2
Village of West Montrose
Cultural Heritage Landscape
Region of Waterloo, Ontario
 ENVision - The Hough Group
 André Scheinman Heritage Preservation Consultant

APPENDIX B – Research Components

Focus Group Agenda Establishing Community Landscape Values West Montrose United Church Sunday January 28th 2007 10:30am - 12:30pm

Background

Ontario's Provincial Policy Statement (2005) defines a **cultural heritage landscape** as: "*a 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...which together form a significant type of heritage form. Examples may include, but are not limited to, heritage conservation districts...villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways and industrial complexes of cultural heritage value.*"

According to this policy definition, municipalities are given the direction that significant cultural heritage landscapes that are valued by the community will be conserved.

The University of Waterloo Heritage Resources Centre has been working with the Regional Municipality of Waterloo for several years to help in developing ways to define valued cultural heritage landscapes.

Focus Groups, such as this, are one of the research approaches we are using to help municipalities to ensure that community interests are reflected in planning policy.

We are not developing policies ourselves but are attempting to provide municipalities with the best information we can.

Examples of cultural heritage landscapes that have been nominated for study include:

- the Grand River valley – in whole and in particular parts
- heritage farmsteads in 'Mennonite country'
- the area of which the West Montrose bridge is the centre

These examples have already been identified by the Region's Heritage Planning Advisory Committee but now we need to know more about what local people feel are important elements in the West Montrose landscape.

APPENDIX B – Research Components

Focus Group Layout

We invite you to participate by taking part in the following activities:

Activity 1 - Cultural Heritage Landscape Boundary Delineation (the area defined by this boundary might be subject to special policies to ensure the conservation of the cultural heritage landscape)

- **Step 1:** orient yourself with maps and photos of your area
- **Step 2:** using the markers provided, outline what you consider to be a “cultural heritage landscape” boundary (the area you think is “significant”)
- **Step 3:** feel free to write down some comments on the paper map, perhaps explaining your reason for your boundary choice

Activity 2 – Viewscape Exercise

Parks Canada defines a viewscape as: *“a line-of-sight from a specific location to a landscape or portion of it, and a viewshed as a sequence of views or panorama from a given vantage point”.*

Discussion:

- Can you find places that offer a good view and represent the area well? Why are these important?
- We have selected several viewpoints for this exercise. Rank each of these viewpoints on a scale of 1- 10 (i.e., **1** being **least** significant and **10** being **most** significant). Rank them based on what you think their significance is to the cultural heritage landscape.
- Can you think of other important viewpoints that we have missed?
- Can you draw lines on the map which indicate the extent of the significant part of each view to the right and left? (i.e. what can you see from this viewpoint).

Activity 3 – Stories and Meanings attached to Features

- **Step 1:** point out significant features, or tell stories that describe the importance of buildings, structures, views, walks, natural areas or any other aspect within the landscape
- **Step 2:** these stories will be ‘anchored’ to the map shown on computer

APPENDIX B – Research Components

Outcomes from focus group question concerning important elements in the landscape.

Numbers reflect three focus group sessions, two with West Montrose Village residents and one experimental session with members of the Regional Heritage Planning Advisory Committee.

Responses are also compared with the work of the consultant who completed the *Cultural Heritage Landscapes in Waterloo Region: A Framework for Inventory, Assessment and Policy Development* (Regional Municipality of Waterloo, 2006).

Character Defining CHL Element	Times Mentioned	Mentioned By Consultant
Covered Bridge	18	X
Letson Park	3	
West Montrose United Church	6	X
General Store	4	X
School House	5	X
Old Garage/Bed and Breakfast Gallery	3	
Shoe Post	1	
Zubers Corners	1	
Stone Houses Along South Side of Grand River	1	
Letson Drive	3	
Stone Houses Along Letson Drive	1	
Sawmill Site	5	
Confection/Barber/Stage Coach Stop	1	
Grand River	16	
Trees	4	
Wildlife	2	
Farmland	6	
Blacksmith Site	5	X

APPENDIX B – Research Components

One of two articles that appeared in the Woolwich Observer (the other was on March 29, 2008)

Woolwich Observer August 23, 2008

UW revamps survey about West Montrose covered bridge

MARC MIQUEL HELSEN

A website designed to garner public input concerning the covered bridge in West Montrose and its surrounding area was recently revamped in an effort to make it more user-friendly. Originally launched last spring, the online survey was designed by the School of Planning, faculty of environmental studies at the University of Waterloo in order to examine public sentiment about the landmark. The idea was to determine whether the surrounding landscape near the actual structure contributes to the overall heritage experience and if it should also be protected. Through maps, pictures and a 15-minute survey available on the project website, researchers were hoping to ascertain what makes the site significant and valuable to the community, and to determine what constitutes conservation (the limits of acceptable change). The survey, however, proved rather difficult to navigate for some visitors and a new version was subsequently launched last month. “It’s much simpler to use now; our feedback was that a number of people wanted to participate but they were just stumped by the technical complexities,” said Prof. Robert Shipley, who runs the Heritage Resource Centre at the university. “It’s been simplified and made much more user-friendly, and that’s part of the research we’re hoping – trying to make this thing better.” Under the Planning Act, areas considered significant must be identified and conserved. Researchers in the department believe the area centered on the West Montrose covered bridge may be just such a landscape. In order to determine whether the area meets the definition of a cultural heritage landscape the research team is again seeking public input through its survey. The UW project aims to understand exactly what it means for these areas to be significant, and what sort of measures might be taken to ensure that what’s valuable about them is protected, Shipley explained. Currently, the task of protecting the actual covered bridge differs from that of protecting its surroundings. Through photographs of the covered bridge taken up- and downstream, visitors to the website are able to see how the surrounding environment contributes to the visual experience of the bridge, leading one to wonder whether a skyscraper erected 20 metres from the 19th century bridge would ruin the visual experience. What about a modern building some 300 metres away? The survey – available at <http://projects.csg.uwaterloo.ca/chl/> – closes Sept. 14.

West Montrose may get historic protection

By Terry Pender, Record staff

WEST MONTROSE — The famous covered bridge over the rippling waters of the Grand River is at the heart of a proposed cultural heritage landscape.

The designation would help protect the rural landscape and historic buildings around the West Montrose landmark known locally as “The Kissing Bridge.”

“If this isn’t a candidate, then what else is? It is iconic,” said Robert Shipley, head of the University of Waterloo Heritage Resources Centre.

The survival of the covered bridge, built more than 125 years ago, and its past as an important crossing, make it significant, he said.

“The setting around it is also considered significant by many people,” said Shipley.

Before a designation is granted, people have to prove they care about the area. So Shipley and other researchers at the University of Waterloo are conducting an online survey to determine how people feel about the bridge, vistas and some of the town’s old buildings.

Anyone can take the survey on the website for the Heritage Resources Centre at the University of Waterloo at <http://www.fes.uwaterloo.ca/research/hrc/>.

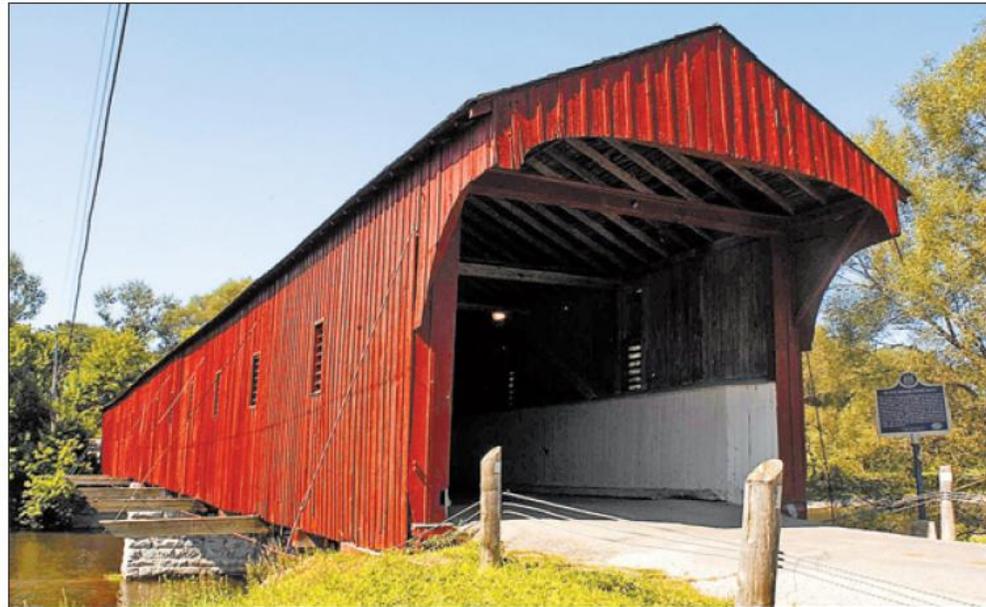
The researchers are collecting comments until Oct. 5.

The heritage preservation movement has long protected individual buildings and sites with official designations under the Ontario Heritage Act.

Later, whole neighbourhoods and groups of buildings could be designated as Historic Conservation Districts.

The designation of a cultural heritage landscape protects the context and surroundings of historic sites and buildings. While municipal councils have had power to designate landscapes since 1995, few have been created, compared with the number of designated properties and neighbourhoods.

In Waterloo Region, there is only one designated landscape —



IAN WILLIAMS, RECORD STAFF

Ontario’s last remaining covered bridge, located at West Montrose, may become part of a cultural heritage landscape.

Sim’s Estate, the ruins of a house of a prominent Kitchener family along the Grand River in South Kitchener.

The landscape will soon be surrounded by a posh subdivision, and there is no public access to the site.

But thousands of people visit the West Montrose covered bridge every year: Built in 1881 by John Bear, the structure is known as The Kissing Bridge because its walls shielded young couples from watchful adults in the village.

In the spring of 2007, university researchers held focus groups with people living in and near West Montrose.

“Well it’s kind of a unique village,” said participant Merlyn Martin, who’s lived in the area for nearly 50 years. “And I would think it’s good to keep the cultural

thing going if we could.

“There is no other place in Ontario that has a covered bridge.”

The blacksmith shop, train station, post office, limestone mill and sawmill are long gone from West Montrose. But the covered bridge remains, as does the United Church, some historic homes and the general store.

Shipley expects to make a report to Woolwich council before the end of the year on the proposal for a cultural heritage landscape. If councillors support the move, they must approve a list of the specific features to be protected.

Dan Kennaley, the director of engineering and planning services for Woolwich Township, said he supports such a move.

“Personally, I think these cultural heritage resources are wonderful and extremely important to

understanding where we have come from,” he said.

He’s supported by Doreen Snyder, who has lived in the area for 46 years.

“The bridge is the main focus point,” she said.

The push for the study of West Montrose as a cultural heritage landscape came from Waterloo Region’s heritage public advisory committee. That group hired consultants a few years ago to identify possible landscapes for designation. The consultants’ list includes West Montrose, Maryhill, Doon Village, the centres of Galt, Hespeler and Preston, the warehouse district in Kitchener, the Schoerg and Betzner farms and Pioneer Tower in South Kitchener, among others.

Because of the area’s profile and history, preservationists believe it should be relatively easy to

get the designation.

To qualify as a cultural heritage landscape, an area must have been modified by human activity, have heritage significance and be valued by the community. Specific features of the landscape are identified and listed for protection when an area is designated. These features can include fence lines, vistas, trees, rivers, roads and buildings.

Work on the West Montrose landscape comes at the same time as applications to expand a gravel pit and erect a communications tower in the area.

Shipley said the impact of proposed developments would likely be assessed, and councillors could demand changes to reduce the negative effects on the landscape.

tpender@therecord.com

APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

http://projects.csg.uwaterloo.ca/chl/AdminEdit.php?FormAction=Add&ListType=step_1&MenuItemID=4&Printable=1

File Edit View Favorites Tools Links ANGEL Homepage FESMail - Login FTP directory Google HRC Scotia OnLine Sign-On

West Montrose Cultural Heritage La...

BACK

Step 1 - Familiarize yourself with the West Montrose area

This step serves to remind you of what the West Montrose area looks like. The letters represent vantage points we have selected.

Place your mouse pointer on a letter (e.g. A) to see a picture of the view from that point.

To zoom in on the map, click on the zoom in button  and then click on the map.

To zoom out on the map, click on the zoom out button  and then click on the map.

To scroll the map, click on one of the arrow buttons .



The map shows an aerial view of the West Montrose area. Key features include the West Montrose River, several roads (Line 86, Northfield Dr E, Hill St, Jughoff Dr, Ryeview St, Kettleme St N, Stonefield Dr, West Montrose, and Ryeview St), and a residential area. Six vantage points are marked with letters A through F. Point A is located on the riverbank near the intersection of Ryeview St and Kettleme St N. Points B, C, and D are clustered in the residential area. Points E and F are located further south along the riverbank.

Done

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APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

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West Montrose Cultural Heritage La...

Vector graphics (SVG or VML) technology is used to show maps on this site. If you cannot see a map in the frame above, please be sure to use a browser that includes SVG or VML support such as an up to date version of [Internet Explorer](#), [Firefox](#), [Opera](#) or [Safari](#). If you continue to have SVG or VML issues, please contact your technical support department for further assistance.

People who have previously contributed to this project have identified the following features as being significant to the Cultural Heritage Landscape.

Indicate how important you feel each feature below is to the West Montrose landscape on a scale of 1 to 10 where 1 is **least** important and 10 is **most** important:

River	Trees	Fields, Pasture	Fences, Fence lines
(choose one) ▾	(choose one) ▾	(choose one) ▾	(choose one) ▾

Buildings	Roads	Wildlife
(choose one) ▾	(choose one) ▾	(choose one) ▾

Are there any other elements that you feel are important or comments that you would like to make about these features of the landscape?

Do you think the area centred on the West Montrose covered bridge meets the provincial definition of a [Cultural Heritage Landscape](#)? [?Help](#)

* Yes No

Please note that items marked with a * are required fields.

Click on the "Add" button to add your opinion into the survey and proceed to the next step.

Add

Copyright © 2008. The project has been supported by the [Social Sciences and Humanities Research Council of Canada](#)
Developed by [Comap](#), [Computer Systems Group](#) & [UW Heritage Resources Centre](#)

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APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

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File Edit View Favorites Tools Links ANGEL Homepage FESMail - Login FTP directory Google HRC Scotia OnLine Sign-On

West Montrose Cultural Heritage La...

comap | mapadit

Indicate how important you feel each view is to the West Montrose landscape using a scale of 1-10 where 1 is **least** important and 10 is **most** important.

Viewshed 'A' **Comments**

(choose one)

Viewshed 'B' **Comments**

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APPENDIX B – Research Components

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Address ftp://fesserver2.uwaterloo.ca/hrc/Cultural%20Heritage%20Landscape/Viewpoints/photos.jpg Go

0 0.25 0.5 1 1.5 2 Kilometers

- West Montrose
- * Covered Bridge

Done Internet

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APPENDIX B – Research Components

The screenshot shows a web browser window with the address bar containing the URL: <ftp://fesserver2.uwaterloo.ca/hrc/Cultural%20Heritage%20Landscape/Viewpoints/viewpoints.jpg>. The browser interface includes a menu bar (File, Edit, View, Favorites, Tools, Help) and a navigation bar with Back, Forward, and Search buttons. The main content area displays a map of a rural landscape with a river and several view points marked with blue dots. Four inset photographs are overlaid on the map, each labeled with a view number:

- View 1:** A landscape view showing a river flowing through a green field with trees in the background.
- View 2:** A landscape view showing a wide river flowing through a green field with trees in the background.
- View 3:** A view of a paved road leading to a covered bridge, with trees and a building on the left.
- View 4:** A view of a river flowing through a green field with trees in the background.

A scale bar at the bottom of the map indicates distances from 0 to 2 Kilometers. A north arrow is located on the right side of the map. The browser's status bar at the bottom shows the system tray with the Start button, taskbar icons, and system information including the time (2:50 PM) and battery level (99%).

APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

http://projects.csg.uwaterloo.ca/chl/AdminEdit.php?FormAction=Add&ListType=step_4&MenuItemID=4

File Edit View Favorites Tools Links ANGEL Homepage FESMail - Login FTP directory Google HRC Scotia OnLine Sign-On

West Montrose Cultural Heritage La...

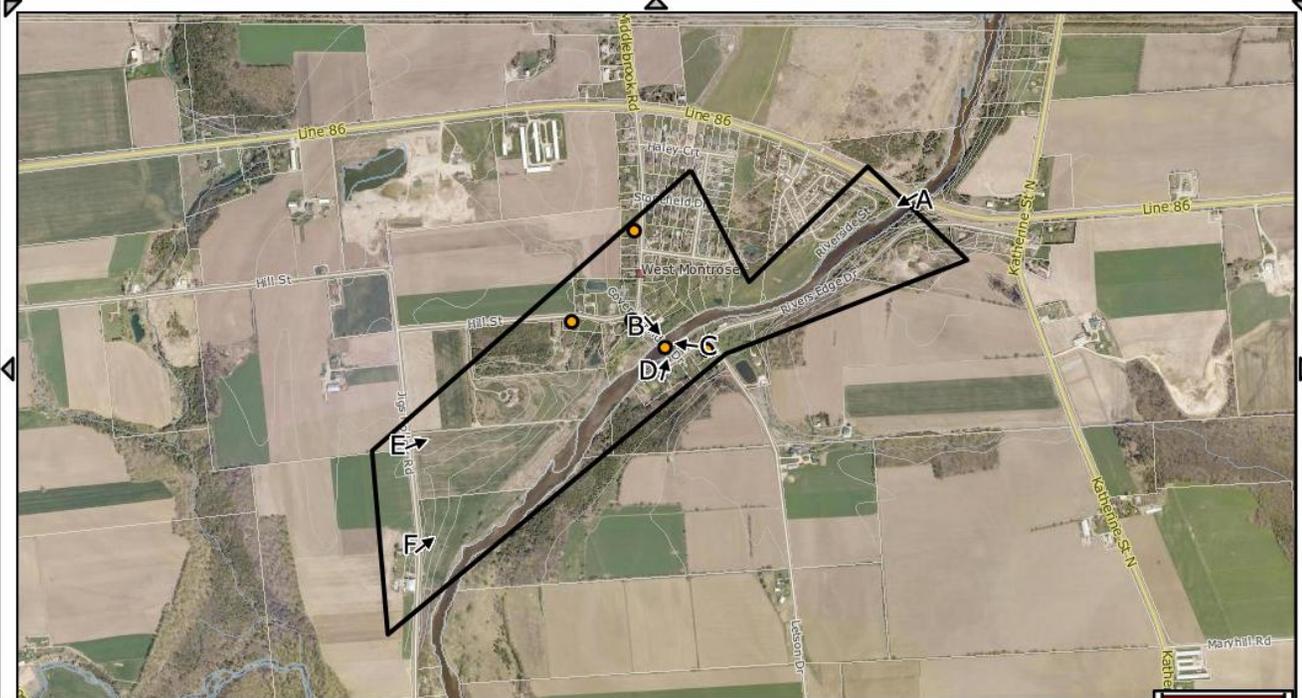
Join the Study
- Step 4

*** Use the polygon map tool to outline what you consider to be a "cultural heritage landscape" boundary (the area you think is "significant").**

To draw a polygon (an area with a boundary) on the map, click on the polygon button . Next, create your polygon on the map by clicking and moving the mouse. To finish, click once on the beginning point to close your polygon. If you make a mistake, you can replace the current polygon by making sure it is closed/finished and then clicking on the map to draw a new polygon.

To zoom in on the map, click on the zoom in button  and then click on the map.
To zoom out on the map, click on the zoom out button  and then click on the map.
To scroll the map, click on one of the arrow buttons .

draw polygon



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APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

http://projects.csg.uwaterloo.ca/chl/AdminEdit.php?FormAction=Add&ListType=step_5&MenuItemID=4

File Edit View Favorites Tools Links ANGEL Homepage FESMail - Login FTP directory Google HRC Scotia OnLine Sign-On

West Montrose Cultural Heritage La...

PRINTABLE VERSION

Home
About This Study
Research Team
Join the Study
- Step 5

Step 5 - Rating the boundary of the West Montrose cultural heritage landscape

A number of West Montrose citizens who already participated in this study outlined their opinions of the CHL boundary.

The **red area** indicates the area that three quarters (75%) of those surveyed agreed should be included.

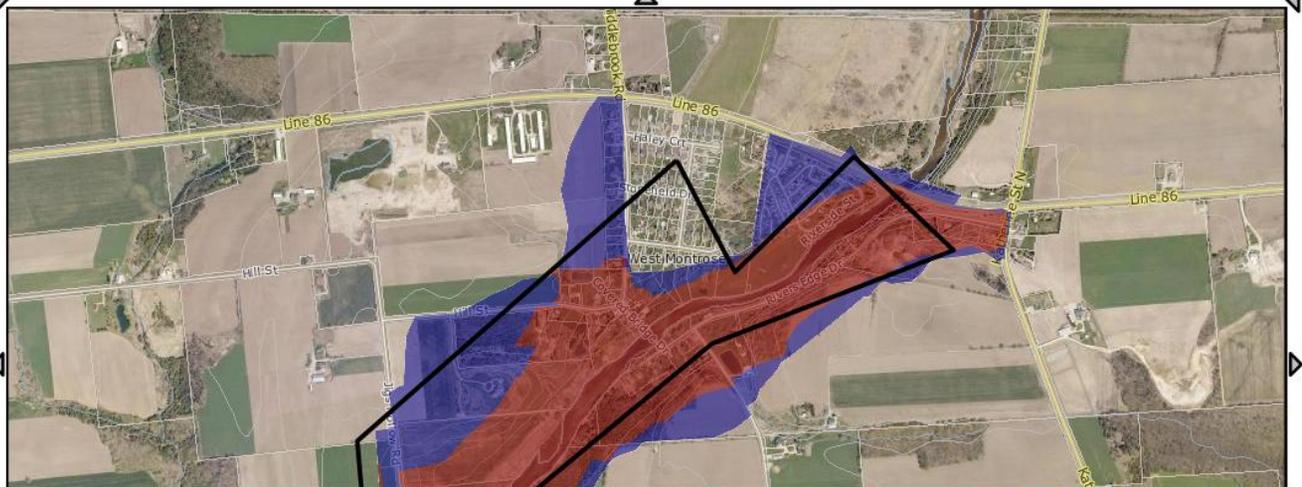
The **blue area** shows the area that at least one half (50%) of the people agreed was significant.

The **black line** shows the area that you thought was significant.

To zoom in on the map, click on the zoom in button  and then click on the map.

To zoom out on the map, click on the zoom out button  and then click on the map.

To scroll the map, click on one of the arrow buttons .



Done

Internet 100%

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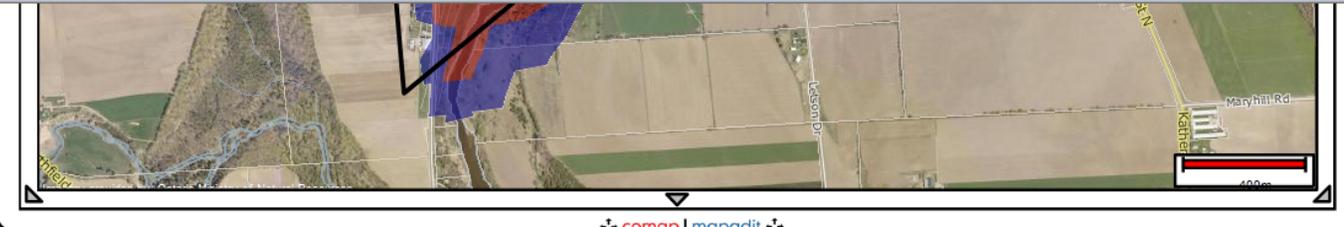
APPENDIX B – Research Components

West Montrose Cultural Heritage Landscape Project - Edit Entries - Windows Internet Explorer

http://projects.csg.uwaterloo.ca/chl/AdminEdit.php?FormAction=Add&ListType=step_5&MenuItemID=4

File Edit View Favorites Tools Links ANGEL Homepage FESMail - Login FTP directory Google HRC Scotia OnLine Sign-On

West Montrose Cultural Heritage La...



comap | mapadit

Which boundary do you feel represents the West Montrose CHL best?

*
 Yours (black line) 75% (red area) 50% (blue area)

Please explain the reason for your answer to the previous question in the following text box.

Do you agree that the area you have selected above is:

a landscape of *local* cultural heritage significance?

*
 Strongly agree Agree Neither agree nor disagree Disagree Strongly disagree

a landscape of *regional* cultural heritage significance?

*
 Strongly agree Agree Neither agree nor disagree Disagree Strongly disagree

a landscape of *provincial* cultural heritage significance?

*
 Strongly agree Agree Neither agree nor disagree Disagree Strongly disagree

*Please note that items marked with a * are required fields.*

Click on the "Add" button to add your opinion into the survey and proceed to the next step.

Done Internet 100%

start Inbox - M... West Mon... Documen... ftp://fess... EN 99% 2:54 PM



Heritage Resources Centre



University of Waterloo
200 University Avenue West
Waterloo, ON, N2L 3G1
Canada

Phone: 519-888-4567 ext 36921

Fax: 519-725-2827

Email: hrc@fes.uwaterloo.ca

Website: <http://www.fes.uwaterloo.ca/research/hrc/>

February 3, 2008

Dan Kennaley, M.Sc. MCIP RPP
Director of Engineering and Planning
Township of Woolwich
66 Arthur Street South, P.O. Box 158
Elmira, Ontario, N3B 2Z6

Dear Mr. Kennaley:

Re: West Montrose Cultural Heritage Landscape Research

Please find attached a short interim report on research which is currently underway concerning the West Montrose Cultural Heritage Landscape. In response to your request of January 29, 2008 I am happy to share both our findings to date and a recommendation for action, which the Township of Woolwich may be wise to pursue.

We will be happy to discuss this matter further when you desire.

Yours Sincerely

Robert Shipley PhD, MCIP, RPP
Associate Professor and Director of the Heritage Resources Centre

West Montrose Cultural Heritage Landscape Research

INTERIM REPORT

February 3, 2008

**TO: Township of Woolwich Planning Department
Regional Municipality of Waterloo Planning Department**

**FROM: Heritage Resources Centre, University of Waterloo
Professor Robert Shipley**

Background

The West Montrose Covered Bridge has been a Waterloo County icon for many years. As the last remaining covered bridge in the Province it has also been recognized for many years by the presence of an Ontario Heritage Trust plaque. There is no real doubt in anyone's mind that the bridge is of local, regional and provincial significance.

In the understanding of cultural and heritage significance a concept that is of growing importance is the notion of the Cultural Heritage Landscape (CHL). This idea recognizes that not only are historic structures, buildings and artefacts important but also their surroundings and context are part of what helps us to understand and appreciate our legacy from the past.

In recognition of this fact the 2005 Provincial Policy Statement (PPS), issued under the auspices of Part 3 of the Ontario Planning Act specifies in paragraph 2.5.1 that:

Significant built heritage resources and cultural heritage landscapes will be conserved.

The PPS is an expression of the Province's priorities and all regional and municipal plans must conform.

Municipal Council Responsibility

In 2005 the Region's Heritage Planning Advisory Committee listed the West Montrose area as a prime candidate for designation as a Cultural Heritage Landscape. This opinion is recognized by the Regional Council and has been shared with Township officials. In 2007 the Township of Woolwich moved to recognize the importance of the bridge by designating the structure under Part IV of the Ontario heritage Act.

It is now up to the Township to pursue the process of determining definitively whether the surrounding area is in fact a CHL and if it is to act in accordance with the PPS to properly designate the area. Subsequent to that it would be necessary for the municipality to determine what special policies should be applied in order to conserve the landscape in compliance with the PPS.

Along with the matter of determining significance, and designating the area if warranted, there is also the matter of providing early and clear information to the public and to potential investors that an area may be subject to a development review process and some land use restrictions.

West Montrose Cultural Heritage Landscape Research Interim Report /2

The Challenge

According to the Province of Ontario a Cultural Heritage Landscape is defined as follows:

... a defined geographical area of heritage significance which has been modified by human activities. Such an area is valued by a community, and is of significance to the understanding of the history of a people or place...

The important points, therefore, are to determine a) the extent of the “geographical area” that is significant, b) what it means to be “valued by a community” and c) what constitutes conservation.

Answering the Key Questions

Realizing that these questions were bound to become matters for good planning and of great importance to municipal decision makers, the University of Waterloo, School of Planning sought and received funding two years ago from the Social Science and Humanities Research Council (SSHRC). The project is entitled “Developing Interactive Mechanisms for Establishing Community Value Based Cultural Heritage Landscape Conservation Policies,” and is now nearing completion.

Initial research studied the issue of CHLs in various other jurisdictions while more recent work involved focus groups with area residents. Currently, a web based interactive tool is being developed to determine whether the broader community is in agreement with the detailed findings from the interaction with those most knowledgeable about the West Montrose landscape.

Preliminary Findings

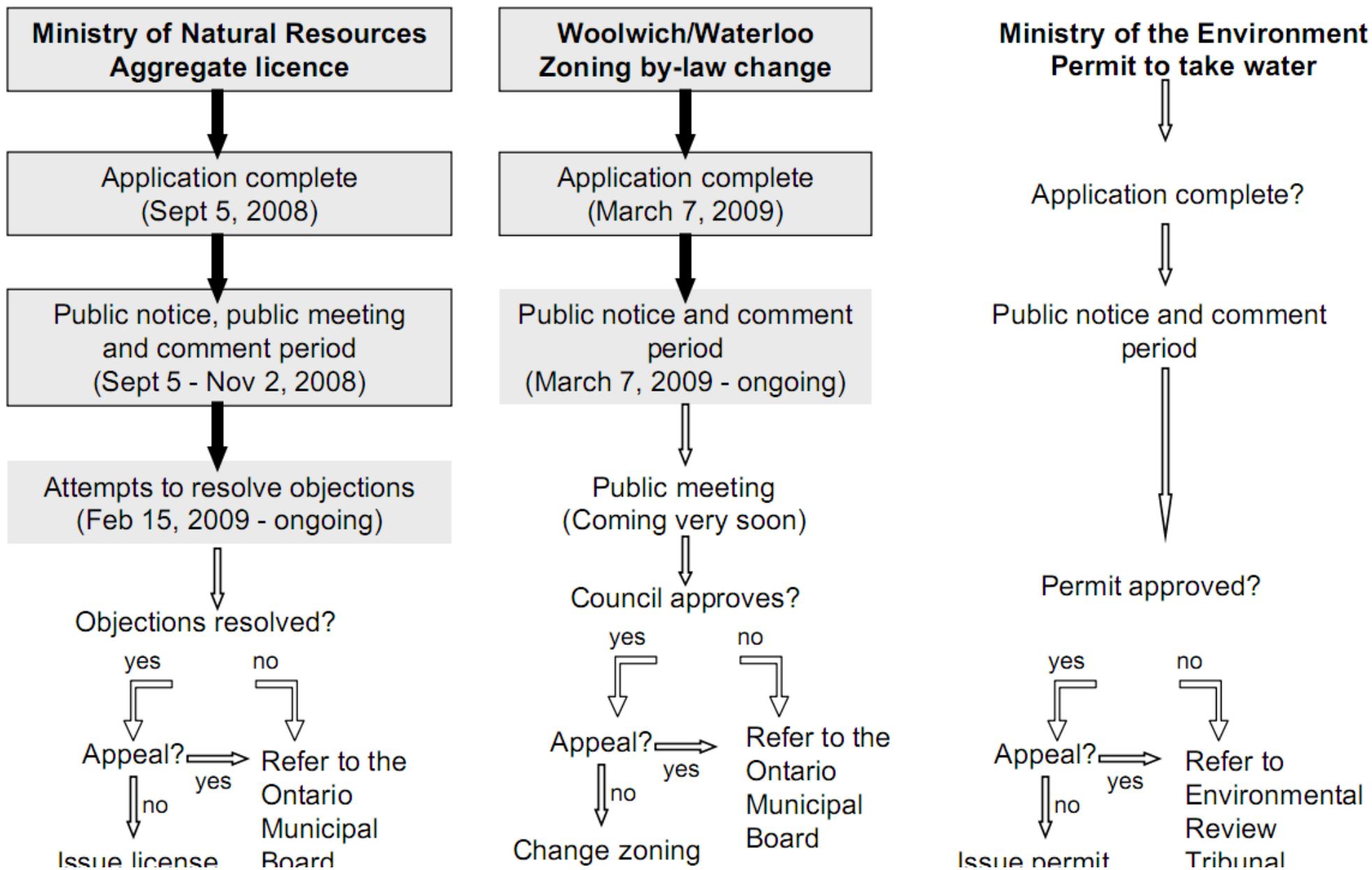
- At this point it can safely be said that there is virtually unanimous support for the concept that the West Montrose landscape, centred on the bridge but including numerous other elements, meets the definition of a CHL as laid out in the PPS under the Planning Act
- In terms of the extent of the landscape that people consider to be significant we will be able to identify the areas where there is 100% agreement, 75% agreement and 60% agreement and so on
- In terms of people’s opinions we will be able to quantify, specify and articulate what people mean by “valued
- In terms of conservation we will be able to indicate quite specifically what the majority feel are inappropriate changes that would compromise the significance of the site
- These research findings, when completed, will allow decision makers to act with confidence in applying the PPS

Recommendation

In light of the fact that the PPS is clear in its direction that significant CHLs will be conserved and considering that our preliminary research findings indicate the strongest support that the West Montrose area is a CHL, it is recommended that the Township of Woolwich act expeditiously in using either Section 36 of the Ontario Planning Act (Holding Provision) or Section 38 (Interim Control) to clarify for all concerned that the area will be undergoing further study in the future and is likely to be subject to a development review process and some land use restrictions.

EXPRESS YOUR CONCERNS

There are three separate processes required to get a below-water-table gravel pit approved.
You can express your objections in all three processes

























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Preserving Our Past . . . Protecting Our Future
West Montrose Residents' Association Inc.



 "Please don't ruin the memories of the kissing bridge! This is where my husband proposed to me!" 

Stop The Destruction

- How YOU Can Help
- Pit Impact
- West Montrose Case & Facts
- The Facts About The Myths
- In The News
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- Process & Approvals

Links & Resources

West Montrose Gravel Pit Proposal

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Links & Resources

West Montrose Community

- Montrose Mennonite Meetinghouse
- Mennonite Heritage Portrait



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Gravel Pit Applications

- Coalition Caledon
- FORCE (Flamborough)
- PERL (Niagara Escarpment Group)
- Petterson Pit Stopped

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Links & Resources

Trails, Parks & Canoeing

[Canoe Travel](#)

[CanoeingtheGrand.com](#)

[Walter Bean Grand Rive Trail](#)

 [Woolwich Trail Map](#)

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Government

 [Ontario Heritage Foundation \(pdf\)](#)

[OntarioPlaques.com](#)

 [Region of Waterloo Community Services \(pdf\)](#)

[Township of Woolwich](#)

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Links & Resources

Local Stakeholders

-
- Canadian Civil Engineering History and Heritage
 - Conestogo Winterbourne Residents Association
 - St. Jacobs

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Gravel Facts

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Other Groups

[CityMovement.ca](#)

[Douglas.Stebilia.ca](#)

[Photocamel.com](#)

[Photographic History of King's Highway 86](#)

[Waymarking.com](#)

[World66.com - Ontario Sights](#)

[Zoom and Go](#)

[National Society for the Preservation of Covered Bridges](#)

[Covered Spans of Yesteryear](#)

[The Coalition of Concerned Citizens](#)

[Pit Sense](#)

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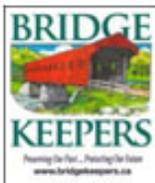
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BRIDGEKEEPERS' GOLF TOURNAMENT - A GREAT SUCCESS!

June 8, 2010 – Thanks to everyone! A strong turnout and a wonderful day of golf and "community" at Ariss Golf & Country club... The weather cooperated; and our sponsors, participants and contributors came through "above and beyond the call of duty". The golf tournament team pulled off an amazing effort in our first tournament. Golf was followed by refreshments, a silent auction (great prizes!), a scrumptious steak dinner and awards presentations.

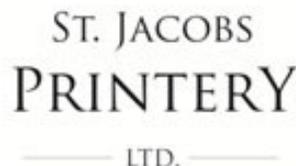
Also important... the day was intended as a fundraiser and a fundraiser it was - we exceeded our expectations for the bottom line. Thanks to everyone who organized, participated, helped and contributed.



Haney, Haney & Kendall



Quarry Integrated Communication
Ideas That Build





Thanks to everyone who organized, participated, helped and contributed.

Bridge Keepers Banner

Special Edition—Maple Syrup Festival 2009

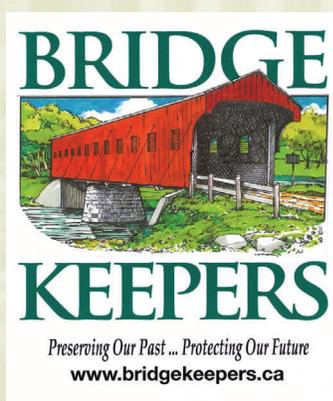
BRIDGE BYTES

- We have 5600 members on our Facebook group.
- Groups of Mennonite women often gather in or under the bridge to sing hymns... in four part harmony!
- The bridge's floor is composed of approximately 1300 16-foot sections of 2"x 4" lumber.
- Dozens of couples are married each year on the banks of the river by the covered bridge.
- The West Montrose "Kissing Bridge" was built in 1881. It is the only remaining covered bridge in Ontario. The cost to build the bridge in 1881... \$3,197.50. The cost of structural repairs done in 1999... over \$300,000! The cost for the bridge's first coat of paint... \$74.25. The "covered bridge experience"... **priceless!**

ABOUT BRIDGE KEEPERS

BridgeKeepers' was formed in 2008 to add structure to a dedicated group of stakeholders in "the covered bridge experience". The organization is being incorporated as the "West Montrose Residents Association, Inc. operating as BridgeKeepers".

BridgeKeepers' vision is to be an organization dedicated to ensuring the West Montrose



area continues to be an exceptional community in which to live and visit. Towards that end, we are undertaking many ventures, including bridge & community safety programs, community socials, initiatives to capture the area's rich history and very importantly at the current time, working to prevent a large (4-1/2 million square foot) gravel pit from negatively impacting and potentially destroying "the covered bridge experience".

VISIT THE COVERED BRIDGE AFTER THE FESTIVAL!

After the festival, why not come out to West Montrose and enjoy "the covered bridge experience" for a while on your way home? Here's how to find us after the festival or later on.

From Elmira: Take Line 86 (Church Street) east towards Guelph. Approximately 1 km. past Northfield Drive, turn right on Covered Bridge Drive. At the stop sign continue left on Covered Bridge through the bridge. Veer left at the end of the bridge and park in the parkette on Rivers Edge Drive.

From Kitchener—Waterloo:

Take Northfield Drive north through the village of Conestogo to Line 86. Turn right on Line 86 and follow the directions above from there.

From Guelph / Toronto:

Take Highway 6 north to Highway 7 / Woodlawn Road. Go west (left on Woodlawn to Elmira Road (Line 86). Turn north from Woodlawn Road. At the lights at Regional Road 23 (Katherine Street—approx. 10 minutes from Woodlawn), turn left and then make an immedi-

ate right on Rivers Edge Drive. Follow Rivers Edge to the parkette on the left.

Enjoy the Old Order charm of the Lost Acres Variety store. Relax by the river. Pick up a pie and some maple syrup from the Mennonites at their roadside stands. Stroll through the bridge and perhaps discover why it's called the "Kissing Bridge"! Most importantly, take home some photos and memories of this very special place.

PRESERVING OUR PAST



1828 Street - Inside West Montrose Store - Approx. 1900
Florence Brad Linton helping husband Fred Linton (at bridge) move wagon



LANTERN - THE BRIDGE'S LANTERN AS SHOWN - 1870 (approx.)
Building on right was a repair shop built by William John Linton, grandfather of Ken Linton
Store - Home of Annie Linton - Store - on top of Ryan Linton
Wagon unaltered



West Montrose Store - The present white three story and former post office was built in 1906 by long time resident John Jago Sr. The structure of course of the store is unchanged. In the early days the store carried post goods, shoes, clothing, tobacco, rubber boots and fabric line.



Clockwise from top left:
wagon in front of house on Hill Street, looking north from bridge, West Montrose store, view of bridge looking south from store, West Montrose public school class of 1935.



Looking South toward Covered Bridge (Bridge Street)
Left side - Repair shop built by William John Linton
Right side - Morning Yolk, later Post Office operated by Charles Marston

"They paid me four dollars a month... and I had to buy the coal oil for the lanterns out of that!" - Lloyd Hartwick, Bridge Keeper from 1947-50

REAL BRIDGEKEEPERS

Lloyd Hartwick lived on what was then Water Street and is now Rivers Edge Drive. In 1947, he took on the job of lighting the lanterns in the bridge. He was West Montrose's last bridge keeper. Hartwick's nightly duty was to light and hang two lanterns in the bridge at nightfall. "I could

never understand why there were only two lanterns—one at the south end and one in the middle, but not at the north end", laughs Hartwick. "I guess they didn't have money in the budget for a third!"
The lanterns would burn out partway through the night and smoke the lenses, so Hartwick

also cleaned the glass each day. The reward for his efforts... the handsome sum of \$4 a month, out of which he had to buy the oil for the lanterns (at 25¢ a gallon)! In 1950, three 100-watt electric lights were installed and the bridge keeper's job was terminated, along with his hefty salary. Lloyd now lives in St. Jacobs.



Although they make the news every year, ice jams are nothing new to West Montrose. The ice breaks up when the first bout of warm weather mixes with heavy rain, and almost every year the ice jams a few hundred metres downstream of the covered bridge and backs up into the settlement.

ICE JAMS: NOTHING NEW FOR WEST MONTROSE

These photos show separate but equally severe jams in about 1900 (left) and again in 1981. Both show a view looking south. In the photo at left, the ice is up to the road and the barn, long since gone but not a victim of an ice jam. It's interesting to note the lack of vegetation on the hillside in the



background. In the photo at right, the ice is up to the needle beams on the bridge... and onto and across the Rivers Edge Drive at the south end of the bridge.
Next year the river will break up. The ice will jam. The media will come and take pictures. And life will go on by the bridge.

WOOLWICH TRAILS



Woolwich Township Trails

- Health Valley Trail
- Avon Trail
- Mill Race Trail
- Kissing Bridge Trail
- Elmira Lions Trail (Woolwich Reservoir)
- Grand Valley Trail
- Sandy Hills Pinery Trail
- - - Trans Canada Trail



Map Produced by Planning, Housing & Community Services,
Region of Waterloo