



THE CORPORATION OF THE CITY OF TIMMINS Municipal Heritage Committee Agenda

Wednesday, June 17, 2026 at 4:45

Timmins Museum National Exhibition Centre
325 Second Ave, Timmins

Committee Members: Mayor Boileau
Councillor Robin
Councillor Marks
Ken Fournier
Elizabeth Reid
Sandra Prevalus
Louis Clausi

Staff: Cindy Welsh, Manager of Planning
Nicola Alexander, Intermediate Planner
Kaitlyn Dubeau, Museum Director/Curator
Steph Palmateer, City Clerk

Page

1. CALL TO ORDER

2. WELCOME/APOLOGIES

a) Land Acknowledgement:

We acknowledge that the City of Timmins is located in Treaty 9 Territory, on the traditional lands of Mattagami First Nation, Flying Post First Nation, and Matachewan First Nation, and is home to many Ojibway, Cree, Oji-Cree, Algonquin, and Métis peoples. This acknowledgement contributes to our understanding of the region's cultural landscape, and guides our work to identify, preserve, and conserve Timmins' heritage for future generations.

3. APPROVAL OF AGENDA

a) Resolution

THAT the agenda be approved as presented.

MOVED BY:

SECONDED BY:

4. ADOPTION OF MINUTES

3 - 87

a) **Resolution**

THAT the minutes of the last Municipal Heritage Committee (January 14, 2026) be adopted as presented.

MOVED BY:

SECONDED BY:

5. MATTERS ARISING FROM THE PREVIOUS MINUTES

a) **Update: CHO Membership**

b) **Update: Municipal Heritage Register**

6. DISCUSSION ITEMS

a) **Plaque Presentation (54 Spruce Street and 272 Third Avenue) - July 14, 2026**

88 - 91

b) **Storyboard Draft**

92 - 108

c) **ACO Heritage Helping Housing Building Grant**

109 - 290

d) **Cultural Heritage Emergency Management Plan**

7. CORRESPONDENCE

a) **[Release of Revised Ontario Heritage Toolkit Decision Trees](#)**

b) **[ACO Request for Extension of Expiry Date for Protection of Heritage Properties Listed under the OHA](#)**

8. QUESTIONS/ISSUES/COMMENTS

9. NEXT MEETING

10. ADJOURNMENT

a) **Meeting Adjournment**

BE IT RESOLVED THAT this meeting adjourn at p.m.



**THE CORPORATION OF
THE CITY OF TIMMINS
Municipal Heritage Committee
Minutes**

Wednesday, January 14, 2026 at 4:45 PM

*Copper Boardroom - Engineering Building
220 Algonquin Blvd. East, Timmins, ON P4N 1B3*

PRESENT: Mayor Boileau
Councillor Robin
Councillor Marks
Ken Fournier
Elizabeth Reid
Sandra Prevalus
Louis Clausi
Cindy Welsh, Manager of Planning
Nicola Alexander, Intermediate Planner
Kaitlyn Dubeau, Museum Director/Curator

ABSENT: Mayor Boileau
Steph Palmateer, City Clerk

The following is a summary of items discussed. Please advise the writer of any errors or omissions within 24 hours (1 business day)

1. **CALL TO ORDER**

a) The meeting was called to order at 4:45 p.m.

2. **WELCOME/APOLOGIES**

a) **Land Acknowledgement:** We are located in Treaty 9 Territory, on the traditional lands of Mattagami First Nation, Flying Post First Nation, and Matachewan First Nation, home to many Ojibway, Cree, Oji-Cree, Algonquin, and Métis peoples. This acknowledgment is fundamental to a better understanding of our cultural landscape, and we are committed to incorporating this awareness into our work as we strive to identify, preserve, and conserve Timmins' heritage for future generations.

3. **APPROVAL OF AGENDA**

a) **Resolution**

THAT the agenda be approved as presented.

MOVED BY: Ken Fournier

SECONDED BY: Elizabeth Reid

CARRIED

4. ADOPTION OF MINUTES

a) Resolution

THAT the minutes of the last Municipal Heritage Committee (October 8, 2025) be adopted as presented.

MOVED BY: Sandra Prevalus
SECONDED BY: Louis Clausi

CARRIED

[Municipal Heritage Committee - 08 Oct 2025 - Minutes - Pdf](#)

5. MATTERS ARISING FROM THE PREVIOUS MINUTES

a) Storyboard Update

- The TM:NEC (Kaitlyn Dubeau) is working on preparation and installation of storyboards at select designated properties in co-ordination with the Municipal Heritage Committee and with support of the Mayor's Office.
- The Corporate Communications Coordinator (Amanda Dyer) will be included as a resource.
- Storyboard drafts have been prepared for the McIntyre Community Building, Municipal Building, and the log home on Wilson Avenue - Kaitlyn will circulate to members of the Municipal Heritage Committee and to the Corporate Communications Coordinator for comment prior to the next meeting.

6. DISCUSSION ITEMS

a) Designation Application: 54 Spruce Street South (Timmins Transit)

A designation application for addition of property located at 54 Spruce Street South (Timmins Transit) was received by the Clerk and presented to the Municipal Heritage Committee for review and recommendation.

Discussion:

- In review of the historic documentation, it was observed how the interior arrangement of public and office spaces has flipped.
- Importance of the property as a place of arrival and departure, and thereby its historic association to prominent individuals and important occasions was noted.
- Cllr. Robin commented that the landmark value is reflected in inclusion of images in marketing materials to promote the Downtown BIA.
- The Chair acknowledged the work involved in preparation of the application and thanked the Downtown BIA for bringing the application forward.

THAT the Municipal Heritage Committee receive the application respecting 54 Spruce Street South (Timmins Transit) as presented and recommend that Council proceed with designation of the property in accordance with Part IV, Section 29 of the *Ontario Heritage Act*, on the basis that the property meets at least two of the prescribed criteria set out in Ontario Regulation 9/06.

MOVED BY: Louis Clausi

SECONDED BY: Ken Fournier

CARRIED

[CLK-2026-01-12-Designation Application-54 Spruce \(TTransit\)](#)

b) Designation Application: 272 Third Avenue (H.R. Bielek)

A designation application for addition of property located at 272 Third Avenue (H. R. Bielek Building) was received by the Clerk and presented to the Municipal Heritage Committee for review and recommendation.

Discussion:

- Louis Clausi noted that the building was dedicated to H.R. Bielek in 1984 and, further enquiry indicates that the hall (former theatre auditorium) was dedicated to Del Hansen at the same time. This additional information may be added to the application package and submitted with the Staff report.
- The Chair acknowledged the work involved in preparation of the application and thanked the Downtown BIA for bringing the application forward.

THAT the Municipal Heritage Committee receive the application respecting 272 Third Avenue (H.R. Bielek) as presented and recommend that Council proceed with designation of the property in accordance with Part IV, Section 29 of the *Ontario Heritage Act*, on the basis that the property meets at least two of the prescribed criteria set out in Ontario Regulation 9/06.

MOVED BY: Sandra Prevalus
SECONDED BY: Ken Fournier

CARRIED

[CLK-2026-01-Designation Application-272 Third \(H.R.Bielek\)](#)

c) Ontario Heritage Week (February 2026)

Ontario Heritage Week will be celebrated from February 16-22, 2026. The Ontario Heritage Trust invites Ontarians to engage in activities that raise awareness of heritage resources and related issues, as well as to share the joy of Ontario's rich cultural heritage.

- The Municipal Heritage Committee supports Ontario Heritage Week and will work with TM:NEC staff and the Corporate Communications Coordinator to install a small display at the Timmins Museum: NEC, and to issue a press release directing the public to the Municipal Heritage Register and resources on the City of Timmins website.

7. CORRESPONDENCE

a) Community Heritage Ontario (CHO) Membership

Community Heritage Ontario is a provincial umbrella organization and advisory body for Municipal Heritage Committees. It provides resources and education for its members, promoting the preservation and understanding of Ontario's heritage.

- Planning staff to submit CHO Membership renewal, with payment, on behalf of the MHC.

8. QUESTIONS/ISSUES/COMMENTS

a) There was no further discussion.

9. NEXT MEETING

- a) The next meeting is scheduled for March 11, 2026, at 4:45 p.m.

10. ADJOURNMENT

- a) **Meeting Adjournment**

BE IT RESOLVED THAT this meeting adjourn at 5:48 p.m.

CARRIED

MINUTES ITEM #a)



**THE CORPORATION OF
THE CITY OF TIMMINS
Municipal Heritage Committee
Minutes**

Wednesday, October 8, 2025 at 4:45 PM

*Timmins Museum National Exhibition Centre
325 Second Ave, Timmins*

PRESENT: Councillor Marks
Sandra Prevalus
Louis Clausi
Cindy Welsh, Manager of Planning
Nicola Alexander, Intermediate Planner

ABSENT: Mayor Boileau
Councillor Robin
Ken Fournier
Elizabeth Reid
Kaitlyn Dubeau, Museum Director/Curator
Steph Palmateer, City Clerk

The following is a summary of items discussed. Please advise the writer of any errors or omissions within 24 hours (1 business day)

1. **CALL TO ORDER**

a) The meeting was called to order at 4:51 p.m.

2. **WELCOME/APOLOGIES**

a) **Land Acknowledgement:**
We are located in Treaty 9 Territory, on the traditional lands of Mattagami First Nation, Flying Post First Nation, and Matachewan First Nation, home to many Ojibway, Cree, Oji-Cree, Algonquin, and Métis peoples. This acknowledgment is fundamental to a better understanding our cultural landscape, and we are committed to incorporating this awareness into our work as we strive to identify, preserve, and conserve Timmins' heritage for future generations.

3. **APPROVAL OF AGENDA**

a) **Resolution**

THAT the agenda be approved as presented.

MOVED BY: Sandra Prevalus
SECONDED BY: Louis Clausi

CARRIED

MINUTES ITEM #a)

4. ADOPTION OF MINUTES

a) Resolution

THAT the minutes of the last Municipal Heritage Committee (May 21, 2025) be adopted as presented.

MOVED BY: Louis Clausi
SECONDED BY: Sandra Prevalus

CARRIED

[Municipal Heritage Committee - 21 May 2025 - Minutes - Pdf](#)

5. MATTERS ARISING FROM THE PREVIOUS MINUTES

a) Municipal Heritage Register (Updated April 2025)

The Municipal Heritage Register was tabled for information:

- Planning staff to save the Register to Laserfiche (R01) and provide a copy for upload to the City of Timmins website, so that it can be made publicly available on the Municipal Heritage Register landing page.
- Chair advised that there are groups preparing to submit new designation applications, and reminded members that one of the roles of the Municipal Heritage Committee is to review applications and make recommendation to Council.
- Chair noted that the plaque has not been installed at 438 Wilson Avenue - Planning staff to follow up on appropriate installation of designation plaque.

[Heritage Register-2025-04-17](#)

b) Update: Historical Signage and Heritage Map

- Storyboards have been proposed for the McIntyre Community Building and City Hall. Chair advised that the historical storyboards fall under purview of the Timmins Museum: NEC and is intending to submit request for inclusion in the budget.
- The Chair advised that he intends to approach Tourism Timmins and TED to discuss proposed updates to the rack cards and incorporation of map, identifying location of listed and designated properties. Will provide updates to the Committee.

6. DISCUSSION ITEMS

a) Heritage Permit Application and Approval Process

Planning staff presented a report on the introduction of a Heritage Permit application and approval process.

THAT the Municipal Heritage Committee supports the introduction of a Heritage Permit application and approval process to fulfill requirements under the *Municipal Heritage Act*.

MOVED BY: Sandra Prevalus
SECONDED BY: Louis Clausi

MINUTES ITEM #a)

CARRIED

Next Steps: Planning staff to review the Heritage Permit application and approval process for inclusion in the minutes. Chair will note its introduction when the minutes are presented to Council, and Planning staff can prepare an information report upon request.

- [A-Heritage Permit Application Form](#)
- [B-Process-Heritage Permits](#)
- [Report to MHC-Heritage Permits-October 2025](#)

b) 2026 Meeting Schedule

The meeting schedule was approved - Planning staff will follow up with meeting requests.
[2026 meeting schedule \(September 2025\)](#)

7. CORRESPONDENCE

a) There was no correspondence.

8. QUESTIONS/ISSUES/COMMENTS

a) There were no questions, issues or concerns.

9. NEXT MEETING

a) The next meeting is scheduled for December 10, 2025.

10. ADJOURNMENT

a) **Meeting Adjournment**

BE IT RESOLVED THAT this meeting adjourn at 6:00 p.m.

CARRIED

MINUTES ITEM #a)

MINUTES ITEM #a)



**THE CORPORATION OF
THE CITY OF TIMMINS
Municipal Heritage Committee
Minutes**

Wednesday, May 21, 2025 at 4:45 PM

*Timmins Museum National Exhibition Centre
325 Second Ave, Timmins*

PRESENT: Councillor Marks
Ken Fournier
Elizabeth Reid
Sandra Prevalus
Louis Clausi
Nicola Alexander, Intermediate Planner
Kaitlyn Dubeau, Museum Director/Curator

ABSENT: Mayor Boileau
Councillor Robin
Cindy Welsh, Manager of Planning
Steph Palmateer, City Clerk

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2. **WELCOME/APOLOGIES**

a) **Land Acknowledgement:**
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3. **APPROVAL OF AGENDA**

a) **Resolution**

THAT the agenda be approved as presented.

MOVED BY: Louis Clausi
SECONDED BY: Ken Fournier

CARRIED

MINUTES ITEM #a)

MINUTES ITEM #a)

4. ADOPTION OF MINUTES

a) Resolution

THAT the minutes of the last Municipal Heritage Committee (March 19, 2025) be adopted as presented.

MOVED BY: Ken Fournier
SECONDED BY: Sandra Prevalus

CARRIED

5. MATTERS ARISING FROM THE PREVIOUS MINUTES

a) Update: Plaque Designation Ceremony (McIntyre Community Building)

The designation plaque has been installed at entrance to McIntyre Area. Plaque presentation is scheduled for May 28, 2025, at 10:00 a.m. Mayor's office has sent invitations to Council, MHC Members, the two individuals who put forward the nomination, and over fifteen organizations that have a direct association with the McIntyre Community Building. Members of the public are welcome.

b) Update: Proposed Heritage Walking Route

Downtown BIA and TM:NEC supportive of idea of proposed heritage walking route. Self-guided route is the preferred option, noting staff capacity. Walking map and information may be accessed as a hard copy, or digitally through QR code, link to website. Ken and Sandra indicated that they are willing to serve as resources on behalf of MHC. Chair to reach out to Timmins Economic Development and/or Tourism Timmins to determine what other resources are available.

6. DISCUSSION ITEMS

a) Interpretive and Historical Signage for Designated Properties

MHC supports suggestion that historical and interpretative signage be installed at designated properties that are publicly accessible (e.g. City Hall and the McIntyre Community Building). Kaitlyn confirmed that the TM:NEC is in a position to partner with the MHC on this project, citing staff capacity and access to existing templates. Chair noted that funding sources need to be identified.

b) Proposed Changes to the Ontario Heritage Act

Nicola presented the following update for information:

- Ministry of Citizenship and Multiculturalism is currently in process of reviewing Ontario's heritage framework with aim to streamline regulatory processes, ensure compliance with Indigenous engagement obligations and maintain the conservation of cultural heritage while balancing timely land-use decisions. To this end, Planning Staff have participated in four OAHF workshop sessions and sat in a Focus Group for Small and Rural Municipalities on May 1, 2025.
- There are proposed amendments to the Ontario Heritage Act through Bill 5 (Protect Ontario by Unleashing our Economy Act, 2025). Schedule 7 of the proposed *Protect Ontario by Unleashing our Economy Act, 2025*, proposes legislative amendments to the *Ontario Heritage Act* (OHA) that would impact archaeology in Ontario. The proposed amendments, if passed, would update enforcement and compliance with respect to the protection of artifacts and

MINUTES ITEM #a)

MINUTES ITEM #a)

archaeological sites. The schedule also includes a proposed amendment that would allow for the exemption from archaeological requirements where it could potentially advance specified provincial priorities.

7. CORRESPONDENCE

a) Ontario Heritage Toolkit

The tool kit has been updated to provide clear and detailed guidance, as well as best practices, for the implementation of the Ontario Heritage Act. The update follows amendments to the Ontario Heritage Act made through:

- Bill 108 (More Homes, More Choice Act, 2019)
- Regulatory changes to O. Reg. 9/06 and O. Reg 385/21
- Bill 23 (The More Homes Built Faster Act, 2022)
- Bill 139 (Less Red Tape, More Common Sense Act, 2023) and
- Bill 200 (The Homeowner Protection Act, 2024).

The Ontario Heritage Tool Kit is intended to support municipalities and stakeholders in the implementation of the Ontario Heritage Act and to ensure the successful management and conservation of Ontario's cultural heritage resources. The tool kit consists of the following five guides:

- Designating Heritage Properties
- Heritage Conservation Districts
- Heritage Property Evaluation
- Your Community, Your Heritage, Your Committee
- Heritage Places of Worship

All five guides available online on Ontario.ca at the following links:

EN: [Ontario Heritage Tool Kit | ontario.ca](https://ontario.ca/heritage-toolkit)

FR: [Série Protégeons le patrimoine ontarien | ontario.ca](https://ontario.ca/heritage-toolkit)

8. QUESTIONS/ISSUES/COMMENTS

- a) The Ontario Heritage Conference takes place in Prince Edward County from June 19 - 21, 2025. Registration is open for members interested in attending at their own cost.
- b) The City of Timmins has introduced a new heritage series "Moment in Time" through it social media channels. Chair noted opportunity to connect with aims and objectives of MHC, and will reach out to Karen Bachmann, Director of Cultural Services.

9. NEXT MEETING

- a) The next meeting is scheduled for August 13, 2025.

10. ADJOURNMENT

a) Meeting Adjournment

BE IT RESOLVED THAT this meeting adjourn at 5:30 p.m.

CARRIED

City of Timmins - Municipal Heritage Register

Roll Number	Address	Name	Designated Heritage Property	Designated By/Law No	Heritage Designation Date	Listed non Designated Heritage	Council Resolution No	Listed Date	Statement of Cultural Heritage Value and or Interest	List of Heritage Attributes
562705004001700	438 Wilson Avenue	Mackechnie House	Yes	By Law 2021-8637	2021-11-23	No			By Law 2021-8637 (Schedule B)	By Law 2021-8637 (Schedule B)
562703009002201	McIntyre Road	McIntyre Headframe	No			Yes	#22-102	2022-04-19		
562703009000700	85 McIntyre Road	McIntyre Community Building	Yes	By-Law 2025-9117 Repeal 2025-9086	2025-01-28	Listed Prior to Designation	#22-102, #24-343		By-Law 2025-9117 (Schedule B)	By-Law 2025-9117 (Schedule B)
562705002814608	Water Tower Road	Hollinger Ore-Storage Bin	No			Yes	#22-102	2022-04-19		
562705000400200	220 Algonquin Blvd E	Municipal Building	Yes	By Law 2024-9026	2024-09-03	Listed Prior to Designation	#22-102, #24-239	2022-04-19	By Law 2024-9026 (Schedule B)	By Law 2024-9026 (Schedule B)
562705000400100	236 Algonquin Blvd East	City of Timmins Engineering Building	No			Yes	#22-102	2022-04-19		
562705002813150	54 Spruce Street South	Timmins Transit Terminal (Old ONTC Train Station)	No			Yes	#22-102	2022-04-19		
562705000102200	272 Third Avenue	H.R. Bielek Building (New Empire Theatre)	No			Yes	#22-102	2022-04-19		

Updated on 2024-04-17

To Open Interactive Map:
<http://www.cgis.com/cpal/?map=Timmins>

MINUTES ITEM #a)

MINUTES ITEM #a)

AGENDA ITEM #4.a)

MINUTES ITEM #a)

MINUTES ITEM #a)



City of Timmins

Heritage Permit Application

To Permit Alteration to a Designated Heritage Property under Section 29 in Part IV of the *Ontario Heritage Act*

Clerk's Department

220 Algonquin Blvd. E., Timmins, ON P4N 1B3
Phone: 705-360-2600 x2402
Email: clerks@timmins.ca

1. APPLICANT INFORMATION	
Name:	
Organisation (if applicable):	
Street Address:	
Email:	Postal Code:
	Ph No:

2. REGISTERED PROPERTY OWNER (if different from applicant above):	
Name:	
Organisation (if applicable):	
Street Address:	
Email:	Postal Code:
	Ph No:

Unless otherwise requested, all communications will be sent to the registered property owner.

3. PROPERTY INFORMATION	
Property Address:	
Township, Concession, Lot:	
Plan (Plan/Lot or Plan, Part):	
Parcel:	
Roll Number:	

4. PROJECT DESCRIPTION
Provide a brief project description with reason for proposed alteration, and the potential impacts to the heritage attributes of the property:

MINUTES ITEM #a)

MINUTES ITEM #a)

6. SCOPE OF WORK IMPACTING HERITAGE PROPERTY			
Check all that apply:			
<input type="checkbox"/>	Demolish	<input type="checkbox"/>	Alter
<input type="checkbox"/>		<input type="checkbox"/>	Expand
<input type="checkbox"/>		<input type="checkbox"/>	Relocate
<input type="checkbox"/> New Construction is Proposed (addition and/or proposed new structure)			
<input type="checkbox"/> Other:			

7. CHECKLIST OF INFORMATION THAT MUST BE ATTACHED TO THE APPLICATION:	
<input type="checkbox"/>	Photographs that depict the existing buildings, structures and heritage attributes that are affected by the application and their condition and context.
<input type="checkbox"/>	A site plan or sketch that illustrates the location of the proposed alteration.
<input type="checkbox"/>	Drawings and written specifications of the proposed alteration.
<input type="checkbox"/>	All technical cultural heritage studies that are relevant to the proposed alteration.

Note: A Heritage Permit does not constitute a building permit pursuant to the *Ontario Building Code*. Approval of Heritage Permit Application is required prior to submission for a Building Permit and any approvals required under the *Planning Act* (e.g. Minor Variance, Site Plan Control, etc.)

8. APPLICATION DECLARATION:

I/we certify that the information give herein is true, correct and complete in every respect and may be verified by the City of Timmins. Any failure on behalf of the City of Timmins to verify the information provided is not a waiver of the City of Timmins' rights.

Applicant Name (Print): _____

Signature: _____ Date: _____

9. OWNER'S AUTHORIZATION (if Applicant is not the Property Owner):

10.
I/We, (_____) the registered Owner(s) of the Subject Property hereby authorize (_____) to make this application on our behalf.

Owner Name (Print): _____

Signature: _____ Date: _____

Witness: _____

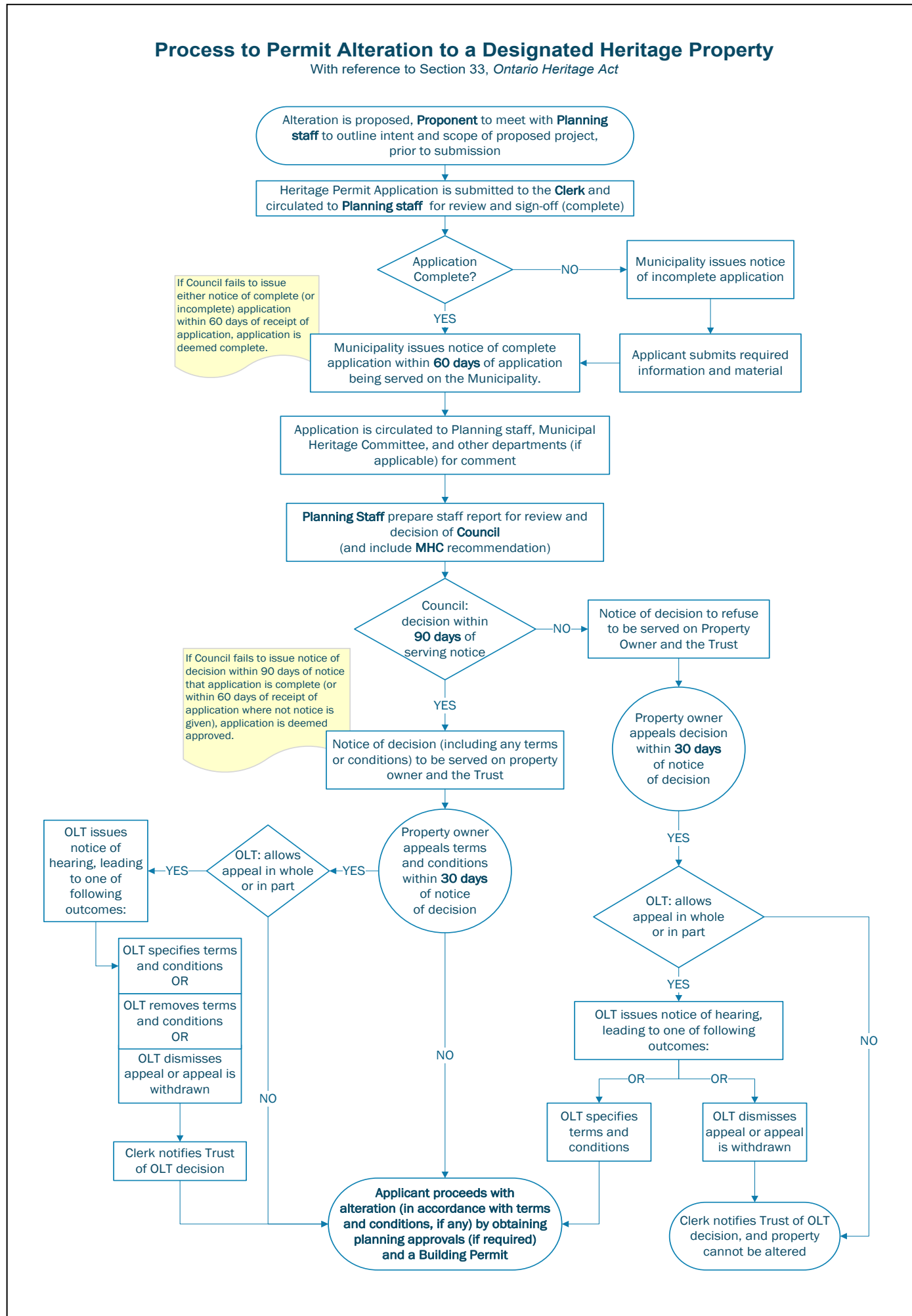
Under the authority of the *Municipal Act, 2001*, and in accordance with Ontario's *Municipal Freedom of Information and Protection of Privacy Act* (MFIPPA), all written submissions, documents, deputations, correspondence, emails or other communications (including name and address) are considered part of the public record. Please note that by submitting any of this information, consent is being provided to use and disclose this information.

MINUTES ITEM #a)

MINUTES ITEM #a)

Process to Permit Alteration to a Designated Heritage Property

With reference to Section 33, Ontario Heritage Act



MINUTES ITEM #a)

MINUTES ITEM #a)

SUBJECT:

Adoption of a Heritage Permit application and approval process, to support the conservation of properties designated under Part IV of the *Ontario Heritage Act*.

EXPLANATION:

Under the *Ontario Heritage Act*, if the owner of a designated property proposes to make alterations that may affect the property's heritage attributes, the owner must obtain written consent from Council. This applies not only to alteration of buildings or structures but also to alteration of other aspects of a designated property, such as landscape features or natural features, which have been identified as heritage attributes or the construction of new buildings and structures where they could impact the property's heritage attributes.

Designation is not intended to prohibit all future site alteration or development on the property. Provisions of the *Ontario Heritage Act* enable change within the context of a review and consent process. The Ontario Heritage Toolkit [Designating Heritage Properties, Section 4.](#), describes how designation can work to conserve the cultural heritage value of a property by managing alteration and supporting ongoing maintenance and conservation.

The alteration review should be a cooperative process, where a property owner submits an application for the proposed work, and receives advice and guidance from the Municipal Heritage Committee and/or municipal staff. Subject to any appeal, Council makes the final decision on consenting to applications unless this power has been delegated to municipal staff under Section 33. (15) of the *Ontario Heritage Act*.

Several municipalities have already adopted a heritage permit application and approval process to administer the review and approval requirements set out under Section 33. of the *Ontario Heritage Act*. In compilation of this report, the Heritage Permit Application Form (Appendix A) and the process for approval (Appendix B), Planning staff have referenced the Heritage Permit Kits for City of Brampton and City of Kawartha Lakes.

HERITAGE PERMITS AND PROCESS FOR APPROVAL:

The process for alteration to a property designated under Part IV of the *Ontario Heritage Act* is set out under Section 33. of the *Ontario Heritage Act*. A summary of process for alterations is described in the [Ontario Heritage Toolkit](#). The minimum information and materials required to accompany an application, is set out in Section 6 (1) [Ontario Regulation 385/21](#).

WHEN A HERITAGE PERMIT IS REQUIRED:

A heritage permit is required prior to any alteration likely to result in the loss, removal, obstruction, replacement, damage or destruction of one or more heritage attributes that

MINUTES ITEM #a)

MINUTES ITEM #a)

are identified under the designation by-law. The City can assess whether the change being proposed will have a negative impact on that heritage property.

Heritage permits should always be secured before seeking any other approvals, such as minor variances from the Committee of Adjustment, approvals from conservation authorities, site plan approvals and so on. Approval of a heritage permit will be required prior to approval and issue of a building permit.

WHEN A HERITAGE PERMIT IS NOT REQUIRED:

General maintenance work, such as repainting exterior trim or replacement or repairs to an existing asphalt roof, and alterations and repairs to property features that are not listed as heritage attributes in the designation by-law do not usually require heritage approvals.

The following do not require a heritage permit:

- routine maintenance and minor repairs that do not change the exterior appearance of a building;
- re-roofing, unless the roofing material is explicitly identified in a heritage by-law (e.g., cedar shingles);
- painting woodwork and previously painted brick;
- repairs and replacement of eaves-troughing and downspouts unless they are explicitly identified in a heritage by-law as a decorative feature;
- masonry repointing;
- gardening, tree planting, laying sod and other soft landscaping;
- creating additional residential units if there is no impact on the exterior of the property; or
- construct accessory structures that do not require a building permit, such as garden sheds.

Property owners who are unsure whether their project requires a heritage permit should contact Planning staff for guidance.

Regardless of whether a heritage permit is required or not, property owners must still comply with the requirements of the City of Timmins Zoning By-law 2011-7100 and the *Ontario Building Code*.

HERITAGE ALTERATION BEST PRACTICES:

When contemplating changes to a heritage property, property owners are advised to minimize its impact on the property as a whole. Changes to heritage properties should complement existing heritage fabric, preserve heritage attributes, and make a positive impact on the overall aesthetic of the property.

MINUTES ITEM #a)

MINUTES ITEM #a)

International charters and agreements have established guiding principles for the conservation of heritage properties around the world. Conservation guidelines based on these principles have been developed at all levels of government. Guidance and resources can be accessed at the following links:

- Ontario Ministry of Heritage, Sport, Tourism and Culture Industries: [Eight Guiding Principles for Heritage Conservation](#).
- Ontario Heritage Trust, Manual of Principles and Practice for Architectural Conservation: [Well Preserved](#)
- Parks Canada: [Standards and Guidelines for the Conservation of Historic Places in Canada](#)

FEE:

There is no fee for Heritage Permit applications.

RELEVANT POLICY / LEGISLATION:

Ontario Heritage Act, Ontario Reg. 385/21

NEXT STEPS:

APPENDIX A – Heritage Permit Application Form.

APPENDIX B – Process for Application and Approval (Heritage Permit)

MINUTES ITEM #a)

MINUTES ITEM #b)

**THE CORPORATION OF
THE CITY OF TIMMINS
Municipal Heritage Committee
Meeting Schedule**

Quarterly (additional meetings at request of Chair)
Wednesdays at 4.45pm
Program Room – Timmins Museum: NEC

December 10, 2025

March 11, 2026

June 10, 2026

September 9, 2026

MINUTES ITEM #a)



City of Timmins
Nomination of Property for
Addition to the Municipal Heritage
Register as a Designated Heritage
Property under Section 29 in Part
IV of the Ontario Heritage Act

Clerk's Department
 220 Algonquin Blvd. E., Timmins, ON P4N 1B3
 Phone: 705-360-2600 x2402
 Email: clerks@timmins.ca

1. APPLICANT INFORMATION	
Name: Cory Robin, Executive Director	
Organisation (if applicable): Downtown Timmins – Business Improvement Area	
Street Address: 85 Pine Street South – Elmar Building, Timmins	
Email: executive@downtowntimmins.ca	Postal Code: P4N 1C9 Ph No: 705-264-8733

2. PROPERTY OWNER (if different from applicant above):	
Name: The Corporation of the City of Timmins c/o Dave Landers	
Organisation (if applicable): The Corporation of the City of Timmins	
Street Address: 220 Algonquin Blvd E, Timmins	
Email: dave.landiers@timmins.ca	Postal Code: P4N 1B3 Ph No: 705-264-1331

3. PROPERTY INFORMATION		
Street Address: 54 Spruce Street S		
Legal Description:		
TISDALE CON 2 PT LOT 12 PLAN M30S PT SPRUCE ST RP 6R7548 PARTS 7 AND 15	Ward No:	5
PCL 57 SND PCL 453 WT		
Roll No: 5627-050-028-13150		

4. DESCRIPTION			
Does the property have a name, or has it been identified by any other names in the past? Timmins Transit Terminal, T. & N. O. Station, O.N.R. Station, Timmins Railway Station			
Property Type:	<input type="checkbox"/> Residential	<input type="checkbox"/> Commercial	<input type="checkbox"/> Institutional
	<input type="checkbox"/> Agricultural	<input checked="" type="checkbox"/> Mining / Forestry / Railway	<input type="checkbox"/> Indigenous Heritage
	Other:		
What was original use of property? Temiskaming and Northern Ontario Railway Station (1916)			
What is current use of the property? Timmins Transit Terminal / ONTC Station (ONR Bus Terminal)			
Are there any other uses associated with the property? NO			

MINUTES ITEM #a)

5. HISTORY / DEVELOPMENT OF PROPERTY

Briefly describe the property, with reference to construction, materials, architect and/or style:

- The building was constructed in 1916 for the T. & N. O. (Temiskaming and Northern Ontario Railway) and served as Timmins' primary passenger station until the last train departed Timmins in 1990.
- A single-storey brick structure (approximately 44m x 10m) with concrete foundation and hip roof. Overhanging eaves are supported by 6'-6" brackets on all sides.
- Built in a style characteristic of T. & N. O. stations at the time, with noted similarity to railway stations located in Cobalt (1910) and Matheson (1916).
- Corner stone was laid on October 17, 1916 by H.M. Martin, General Superintendent of Construction for the T. & N.O. Railway (Porcupine Advance, 18 October 1916, 1, p.1). The corner stone is located at north-west corner of the building, bearing the name of "Hon William H Hearst, Premier, Province of Ontario 1916" on one side, and the names of "J.E. Englehart, Chairman", "Denis Murphy", and "George W. Lee" on the other.
- The building is orientated lengthwise in a north-south direction at intersection of Spruce Street and Third Avenue. The west elevation fronts onto commercial area of the Timmins Downtown BIA, and is elevated above the street. The east elevation, originally fronting onto platform and railway yard at rear, now faces onto the municipal bus lanes and parking lot.
- The structure largely retains its original form and orientation, and is characterised on the outside by regularly spaced brackets that support the large overhanging eaves.

Briefly describe the history of the property, with reference to key dates associated with construction, any alteration or addition, and change in use?

- The Temiskaming and Northern Ontario Railway Commission was incorporated under the *Temiskaming and Northern Ontario Railway Act* in 1902 for purpose of construction of a railway between Lake Nipissing and Lake Abitibi, thereby connecting the northern railroad with the existing National Transcontinental Railway (later the Canadian Railway). Work commenced on the Temiskaming and Northern Ontario Railway (T.&N.O.R.) in the same year. (Barnes, 1996, p. 19)
- In 1910, the Commission ordered construction of a railroad spur (i.e. branch line) into the Porcupine mining camp to support development of mining and sawmills in the region.
- Construction of the Porcupine Branch was completed in June 1911. The T.&N.O.R. opened an extended line for regular service to Timmins in March 12, 1912. Porcupine Advance, 4 October 1912, 1, p.1. notes that "*the station grounds at Timmins are taking on the appearance of a very busy spot. The roundhouse has been completed and will take care of four engines, a standard tank with capacity of 40,000 gallons is receiving the finishing touches . . . and the section house, engineers' and firemen's house and a coal dock are all about complete*".
- The new Timmins Station was constructed in 1916, following advocacy efforts by the Timmins Council and the Board of Trade. The structure replaced the original station building and additional tracks were laid to enable the convenient unloading of several cars at one time.
- The Temiskaming & Northern Ontario Railway was renamed the Ontario Northland Railway when a bill amending the *Temiskaming and Northern Ontario Railway Act* received assent on April 5, 1946.

MINUTES ITEM #a)

- In 1966, interior and exterior renovations to the Timmins Station building were undertaken for the Ontario Northland Transport Commission - R. Steward Smith (Architect), Ed Peters (Engineer).
- In 1987, the ONR obtained a building permit for “renovations to Timmins Station and new canopy”. The ONR freight shed, which was located just south of the station building, was demolished in the same year.
- In 1989, the Round House Garage was demolished, and the last train left Timmins Station in 1990.
- In 2009, the City of Timmins purchased the ONR Station from the Ontario Northland Transportation Commission (ONTC) and entered into a lease agreement with the ONTC for the Ontario Northland Bus Station which is located at south end of building. The Timmins Economic Development Corporation (TEDC) were replaced later by Timmins Transit at the north end.
- In 2022, renovations to Timmins Transit terminal included renovation of heating and ventilation systems, public washroom to meet AODA standards, and renovation for training room and conference room.
- In 2022, the Timmins Transit Building was added to the Municipal Heritage Register as a listed building under Council Resolution #22-102.
- In 2024, demolition of the railway overpass at Algonquin, meant that the Timmins Transit building is now the only remaining railway structure in the area of what was the Timmins railway yard. The building continues to serve as a transportation hub, and is home to Timmins Transit’s main bus terminal and the Ontario Northland intercity bus terminal.

Is the property associated historically with any important events and/or local traditions?

- The T. & N. O. Railway played a pivotal role in Ontario’s economic development by enabling access to agricultural lands and timber resources, and by facilitating mineral exploration that led to major discoveries of gold and silver. Its northward expansion “precipitated a series of shifts in settlement patterns from the old river routes and HBC trading centres” (Abel, 2006, p. 45).
- In Timmins, the arrival of the T. & N. O. provided for all-season access for both workers and freight, and was important to development of the Hollinger Mine, Timmins and the City of Timmins (after amalgamation in 1973).
- The building continues to serve as a transportation hub and gateway to the city, strategically located in the Downtown Timmins Business Improvement Area (BIA).

In addition to the Applicant/Owner, are there any other individuals or organisations that have a direct interest or association with the property?

- Ontario Northland Intercity Bus Terminal.
- Timmins Transit.

MINUTES ITEM #a)

6. EVALUATION OF CULTURAL HERITAGE VALUE AND/OR INTEREST			
<i>To qualify for designation, the subject property must satisfy two (2) or more of the criteria set out under O.Reg 9/06. Review the criteria below, indicate if they apply to the subject property, and if applicable, provide a brief explanation:</i>			
Ref. O.Reg 9/06 Sec. 1(2) 1.	Does the property have design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method?	Yes Y	No
If yes, explain briefly: The property has design and physical value as a representative example of an early 20th-century railway station constructed for the Temiskaming and Northern Ontario Railway. Built in 1916, the single-storey brick building features a concrete foundation, hip roof, and wide overhanging eaves supported by brackets. The building's form, massing, materials, and construction reflect standardized railway architecture intended for durability and civic presence. Its noted similarity to contemporaneous stations in Cobalt (1910) and Matheson (1916) reinforces its value as a well-preserved and illustrative example of this building type. While some original features have been removed or altered, the building retains sufficient integrity to clearly convey its historic design and function.			
Ref. O.Reg 9/06 Sec. 1(2) 2.	Does the property have design value or physical value because it displays a high degree of craftsmanship or artistic merit?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec. 1(2) 3.	Does the property have design value or physical value because it demonstrates a high degree of technical or scientific achievement?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 4.	Does the property have historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community?	Yes Y	No
If yes, explain briefly: The property has historical and associative value through its direct connection to the Temiskaming and Northern Ontario Railway, and later the Ontario Northland Railway. Constructed in 1916 as Timmins' primary passenger station, the building played a key role in the development of the community by supporting transportation, commerce, and access to the Porcupine mining region. This is generally acknowledged as a key factor in the economic growth of Ontario. The laying of the corner stone with reference to Premier William H. Hearst, further reflects the importance of station building to the Province. The building continued to serve as a transportation hub until the end of passenger rail service in 1990 and remains in active public use as an inter-city and municipal bus terminal.			

MINUTES ITEM #a)

EVALUATION OF CULTURAL HERITAGE VALUE AND/OR INTEREST CONTINUED . . .			
Ref. O.Reg 9/06 Sec 1(2) 5.	Does the property have historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 6.	Does the property have historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, building, designer or theorist who is significant to a community?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 7.	Does the property have contextual value because it is important in defining, maintaining or supporting the character of the area?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 8.	Does the property have contextual value because it is physically, functionally, visually or historically linked to its surroundings?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 9.	Does the property have contextual value because it is a landmark?	Yes Y	No
If yes, explain briefly: The property has contextual value as a recognized landmark within the Downtown Timmins BIA. Prominently located along Spruce Street at the intersection of Third Avenue, the building is visually prominent and historically linked to the surrounding area. As the last remaining railway-related structure from the former Timmins railway yard, it provides a tangible connection to the community's transportation history. Its continued use as a transit facility reinforces its historic role as a gateway to the city and contributes to the character and identity of the Downtown Timmins Business Improvement Area.			

MINUTES ITEM #a)

7. IDENTIFICATION OF HERITAGE ATTRIBUTES

Heritage Attributes means the principal features or elements that contribute to the cultural heritage value or interest, and may include the property's built, constructed, manufactured, elements as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from the property). – ref. definitions, Provincial Policy Statement.

Decisions with regard to demolition/alteration to a designated heritage property are assessed against the impact such application will have on those heritage attributes of the subject property. Therefore, it is important that heritage attributes are clearly identified and listed.

With reference to the criteria and explanation provided under the evaluation of CHV/I (see Section 6), list the heritage attributes (or features) that contribute to the cultural heritage value or interest of the subject property in the space below:

- Overall massing, scale, and proportions reflective of early 20th-century T. & N. O. railway stations.
- Orientation and prominent location at Spruce Street and Third Avenue.
- Rectangular form and single-storey brick construction on concrete foundation.
- Hip roof with deep overhanging eaves.
- Eaves brackets, moulds, and detailing.
- The 1916 corner stone, with inscriptions referencing Premier William H. Hearst and T. & N. O. officials.

ATTACHMENTS:

Check all that apply. Applicants are encouraged to reach out to the Timmins Museum: NEC or Planning Staff (planning@timmins.ca) for any additional resources that may be attached in support of the application.

Schedule B	Current photo of property from nearest publicly accessible view point.
Schedule B	Current photos sufficient to describe property from all four sides.
Schedule E	Photo showing property in context with adjacent buildings and/or landscape.
Schedule F	Aerial photograph sufficient to describe location of subject property.
Schedule A	Historical photographs sufficient to describe property at different stages in development.
Schedule D	Articles and/or clippings to support reference to historic association and/or events.
	Letter of support from owner (if applicable) and/or other interested and affected parties.
Schedule C	Photographs to illustrate features / details listed under heritage attributes (see section 7).
	Other:

MINUTES ITEM #a)

8. SIGNATURES AND DECLARATIONS:

I/we agree that this application and all attached materials will become the property of the City of Timmins upon submission.

I/we understand that subject to the "Municipal Freedom of Information Act", all information provided in this application will become part of public record.

I/we certify that the information give herein is true, correct and complete in every respect and may be verified by the City of Timmins. Any failure on behalf of the City of Timmins to verify the information provided is not a waiver of the City of Timmins' rights.


Applicant Name (Print): Cory Robin - Executive Director Downtown Timmins BIA

Signature:  Date: January 7 2026

OWNER'S SUPPORT (if Applicant is not the Property Owner):

I/We, (name) the registered Owner(s) of the Subject Property hereby indicate my/our support of the application,

Owner Name (Print): Dave Landers

Signature:  Date: January 12, 2026

MINUTES ITEM #a)

Schedule A – Historic Photographs



T. & N.O. Station, Timmins c.1920 with commercial buildings either side of Third Avenue in the foreground. From the Collection of the Timmins Museum: NEC (991.242.10b)



T. & N.O. Station, Timmins. Postcard (c.1938) shows the municipal park in foreground, parking on Spruce Street. From the Collection of the Timmins Museum: NEC (988.30.2)

MINUTES ITEM #a)

Schedule A – Historic Photographs



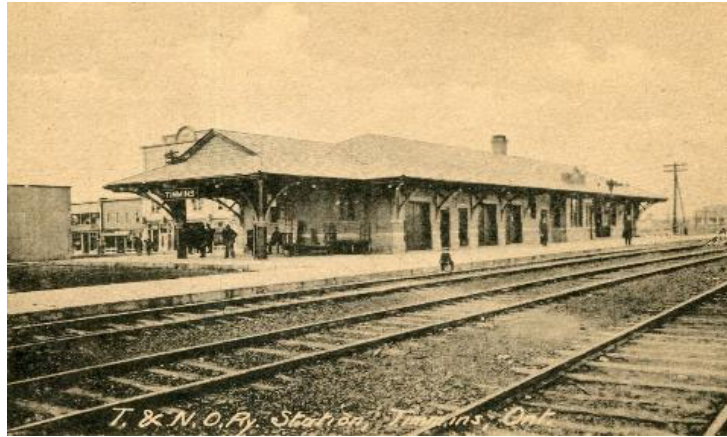
T.&N.O. Station, Timmins c. 1917 facing onto platform, track and freight shed to left of picture. From the Collection of the Timmins Museum: NEC (974103)



T.&N.O. Station, Timmins c. 1938 showing railway yard and associated buildings (e.g. coal shed), with view of Timmins Downtown in background. From Collection of the Timmins Museum: NEC (9811641)

MINUTES ITEM #a)

Schedule A – Historic Photographs



T. & N.O. Station, Timmins c. 1917 with railyard in foreground and New Empire Theatre (b. 1916) just visible at top of Third Avenue. The porte-cochere, at south end, appears to have been enclosed and roof extended at a later date. From the Collection of the Timmins Museum: NEC (9811128)



Temiskaming & Northern Ontario Railway, Timmins c.1917
Source: Library and Archives Canada / RD-000800, ca. 1920, <https://www.canada-rail.com>

MINUTES ITEM #a)

Schedule A – Historic Photographs



July 8, 1966 (prior to construction of new canopy). ONR diesel locomotive 1502 and 1504 stand on track alongside the station building. Commercial buildings, including the Empire Hotel are visible on opposite side of Spruce Street. Photograph Fred M. Stringer (2014), Source: [Alaska and Canadian Railways by Fred M. Springer – Center for Railroad Photography & Art](#)



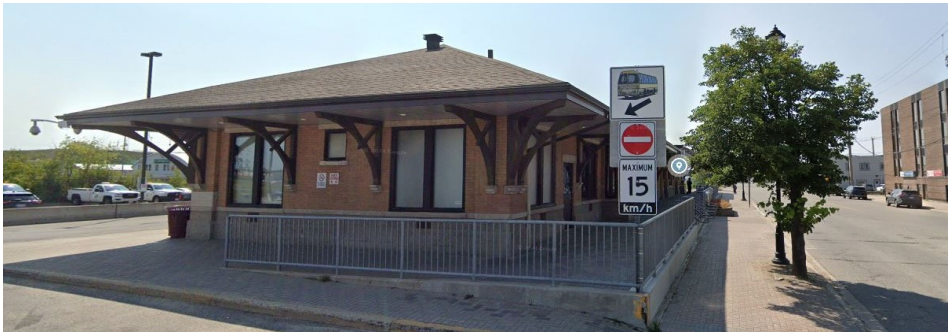
Google Street View (September 2009)

MINUTES ITEM #a)

Schedule B – Exterior Views (August 2024)



West Elevation – Google Street View (August 2024)



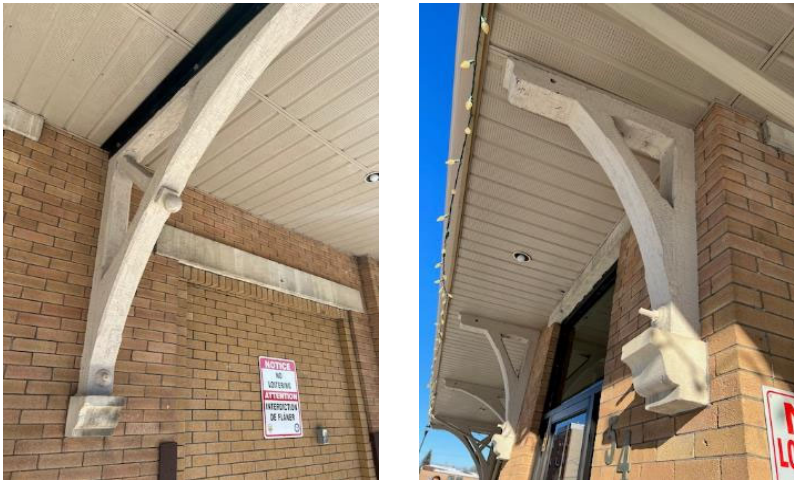
North Elevation – Google Street View (August 2024)



East Elevation – Google Street View (August 2024)

MINUTES ITEM #a)

Schedule C – Heritage Attributes



Face brick detailing, openings, concrete foundation and eave brackets.
Photos: N Alexander, April 2023



MINUTES ITEM #a)

Schedule C – Heritage Attributes



Corner stone which is located at north-east corner of the building.
Photos: N Alexander, April 2023



MINUTES ITEM #a)

Schedule D – Media Clippings

The City of Timmins
February 22 at 9:00 AM · 🌐

February 19-25 is Ontario Heritage Week ... an opportunity to reflect on the people who have shaped our community and the buildings (or places) that make our city special.

The Timmins Transit main terminal on Spruce St. was built in 1916 by the Temiskaming and Northern Ontario Railway (later renamed the Ontario Northland Railway) and served as the city's train station until the last train departed in 1990. Today, it continues as a transportation hub as the city's main bus terminal and Ontario Northland's intercity bus terminal.

The Timmins Transit Building is one of seven non-designated properties that are listed on the City's Municipal Heritage Register.

Learn more at:
https://www.timmins.ca/find.../municipal_heritage_register
#Timmins #timminsheritage #ontarioheritageweek

🔗 Link North and 151 others 13 comments 33 shares

MINUTES ITEM #a)

Schedule D – Media Clippings

Porcupine Advance, 16 February 1916, 1, p.1.

**NEW STATION AT LAST
SAYS ENGLEHART
PLANS PRODUCED**

The agitations, conducted from time to time by the Timmins Council and the Board of Trade, have borne promised fruit at last. On his visit to town a few days ago, the genial head of the T. & N. O. announced to Councillors Globe, McLaughlin and McInnis that a new station was to be built as quickly as possible this spring. The plans call for a commodious brick structure, somewhat after the style of the station at Cobalt, only better, the cost being estimated at approximately \$25,000. The new station will be erected immediately to the north of the present one, which will be altered to suit the needs of the freight department. Also additional tracks are to be laid, to enable the convenient unloading of several cars at one time.

These improvements have been much needed, and the announcement will, therefore, be appreciated by our citizens. Timmins is probably the busiest station on the T. & N. O. system, and is entitled to this consideration at the hands of the Commission.

MINUTES ITEM #a)

Schedule D – Media Clippings

From Porcupine Advance, 28 June 1916, 1, p. 8

Preliminary work has commenced around the T. & N. O. yards preparatory to beginning the new station. The freight shed has been parted from the station and moved to its new location farther south.

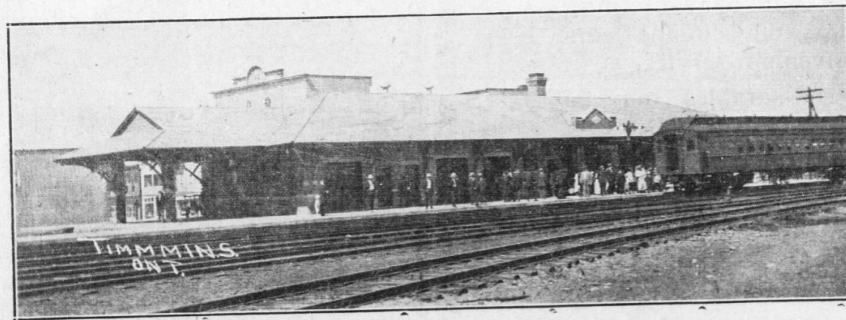
From the Porcupine Advance, 18 October 1916, 1, p.1

**Corner Stone of
New Station Laid**

The corner-stone of the new T. & N. O. station, here, was laid Tuesday afternoon, October 17th, by H. M. Martin, General Superintendent of Construction for the T. & N. O. Railway. There were no formal ceremonies attached to the laying of the stone. Last week's issue of The Advance was placed beneath the stone. The construction of this station is believed to cost within the neighborhood of \$35,000, and when completed will be one of the finest of its kind in the northland.

From Porcupine Advance, 12 December 1923, 1, p. 9

Which is the "Finest" Station on the T. & N. O. Railway?



In a recent issue The Haileyburian suggests that the new T. & N.O. Station at Haileybury may be the "finest on the line." Maybe. But the Station at Timmins is "nae sae Hjelan." Solid brick, hardwood finish, throughout. Telegraph and express offices in same building. Soon, however, it will not be big enough.

Corner Stone of New Station Laid

The corner-stone of the new T. & N. O. station, here, was laid Tuesday afternoon, October 17th, by H. M. Martin, General Superintendent of Construction for the T. & N. O. Railway. There were no formal ceremonies attached to the laying of the stone. Last week's issue of The Advance was placed beneath the stone.

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 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, October 18, 1916 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-oct-18-1916-p-1/>

MINUTES ITEM #a)

TEMISKAMING AND NORTHERN
ONTARIO RAILWAY

Train Service

The Continental Limited, Trains Nos. 1 and 2, between Montreal and Vancouver, daily, operating through sleeper between Cochrane and Toronto. These trains use Canadian National Railways Station at North Bay.

Trains Nos. 46 and 47—Through service daily, between Toronto and Timmins, also to Rouyn and Noranda, Que., operating Parlour Cafe Car Service between North Bay and Timmins. Through sleepers operated between Toronto and Timmins, also between Toronto, Rouyn and Noranda, Que. These trains use Canadian National Railways Station at North Bay.

Trains Nos. 17 and 18—Daily except Sunday Service between North Bay and Cochrane, operating through sleeper between Timmins and Montreal. These trains use Canadian Pacific Railway Station at North Bay.

Local service between Cobalt, Fountain Falls and Silver Centre, Monday, Wednesday and Saturday.

Connections at Earleton Jct. for Elk Lake, daily except Sunday.

Connections at Englehart for Charlton, daily except Sunday.

Connections at Swastika, daily, with The Nipissing Central Railway for Kirkland Lake, Larder Lake, Cheminis, Rouyn and Noranda, Que. and intermediate points.

Connections at Porquois Jct., daily for Iroquois Falls.

Improved service on the Porcupine Branch making close connections at Porquois Jct. with trains Nos. 1, 2, 17 and 18 for points east, west, north and south. This service will be in addition to trains Nos. 46 and 47 and will provide three trains each way on Sundays. The establishment of this service will enable those desiring, to conveniently make round trip from Timmins to Cochrane on Sundays.

Tri-weekly service between Cochrane, Island Falls Jct. and Coral Rapids leaving Cochrane 8.30 a.m. Monday, Wednesday and Friday, arriving Coral Rapids 2.55 p.m. same day, returning leaving Coral Rapids 8.30 a.m. Tuesday, Thursday and Saturday, arriving Cochrane 2.30 p.m. same day.

A. J. PARR

General Freight and Passenger Agent.

NewspaperArchive
by iStoryed

Timmins Porcupine Advance, June 26, 1930 Pg. 2, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jun-26-1930-p-2/>

for the coming year.

George Wainwright.

Timmins Station Park Now a Place of Beauty

Timmins Horticultural Society Completes its Excellent Work for the Season. Benches Would be an Added Improvement. Hedges and Flower Beds Promise Much Beauty in the Coming Months.

Timmins station park is now well on the way to becoming one of the most beautiful little garden spots in the North Land. Recent work by the Horticultural society has made a great difference and within a few years the work now accomplished will make a really fine impression.

A hedge of Siberian pea tree is perhaps the finest part of the work. Although just planted, the shrubs appear quite healthy and every one of them appears to be alive and doing well. When fully grown and properly trimmed, the pea trees will be a joy from early spring until late fall. They have ash-like leaves and in the spring will be a mass of yellow flowers.

The beds of tulips were more than usually beautiful this spring. Their gay colours did much to brighten the whole Spruce street block. Annuals have now been planted in newly laid-out beds. Six trees have been planted along the west side of the park and others about the bandstand. Sod is well rooted and is nicely trimmed.

Now that the park has been placed in even better shape than formerly and the Timmins Citizens' Band is planning to give concerts there every

Thursday evening, the Horticultural Society feels that benches for the accommodation of those who attend the band concerts and also for the women who might like to spend the odd hour at the park are a necessity. Ample room may be had along the station platform as well as in other parts of the park.

Funeral Yesterday of Late Geo. Cornish

Members of Legion Act as Pallbearers.

The funeral of the late George Cornish, whose death last week was recorded in Thursday's Advance, was held yesterday (Sunday) afternoon. The large attendance at the funeral and the profusion of beautiful floral tokens were evidence of the widespread regret at the death and the sympathy extended to the bereaved relatives. Service was conducted at the home by Rev. Bruce Millar, of the Timmins United Church. Six members of the Canadian Legion were the pallbearers.

Plan Extension to T. & N. O. Station

Addition to be Built to Present Building to Allow of Necessary Room for Increased Express Service

Elsewhere in this issue will be found an advertisement calling for tenders for an addition to the T. & N. O. station at Timmins. It is understood that the addition is to be built at the south end of the present building and that it will be used to give the needed extra room required by the growth in the express business here. There has been remarkable growth in all lines of railway business at Timmins in the last year or two and extra accommodation at the station is naturally needed, especially in regard to express and to freight. There is a separate building for the freight offices, but it is not known whether there are plans at present for enlarging the freight building.

 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, April 07, 1938 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-apr-07-1938-p-1/>

MINUTES ITEM #a)

Lay New Tile Floor in T. & N. O. Station To-day

Workmen are busy today laying a new floor in the T. & N. O. station. It will be of tile in different coloured blocks, surrounded with a black border. The base will be of concrete.

Mr. R. Richardson, station agent, said today that the floor had been needed in the station for a long time. The new floor, he said, would add considerably to the appearance of the building. No other alterations will be made to the building.

 **NewspaperArchive**
by  **Storied**

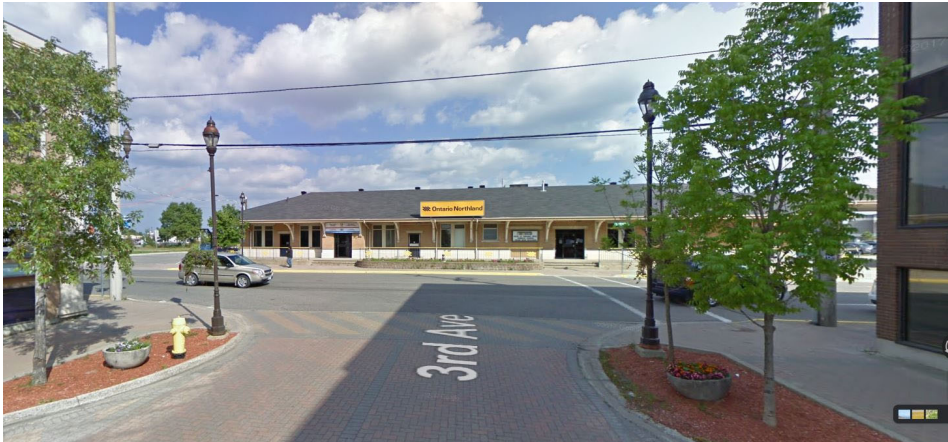
Timmins Porcupine Advance, June 13, 1940 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jun-13-1940-p-1/>

MINUTES ITEM #a)

Schedule E – Photos showing Context



View of building looking east from Third Avenue (Google Street View, August 2024)



View of building looking east from Third Avenue (Google Street View, September 2009)

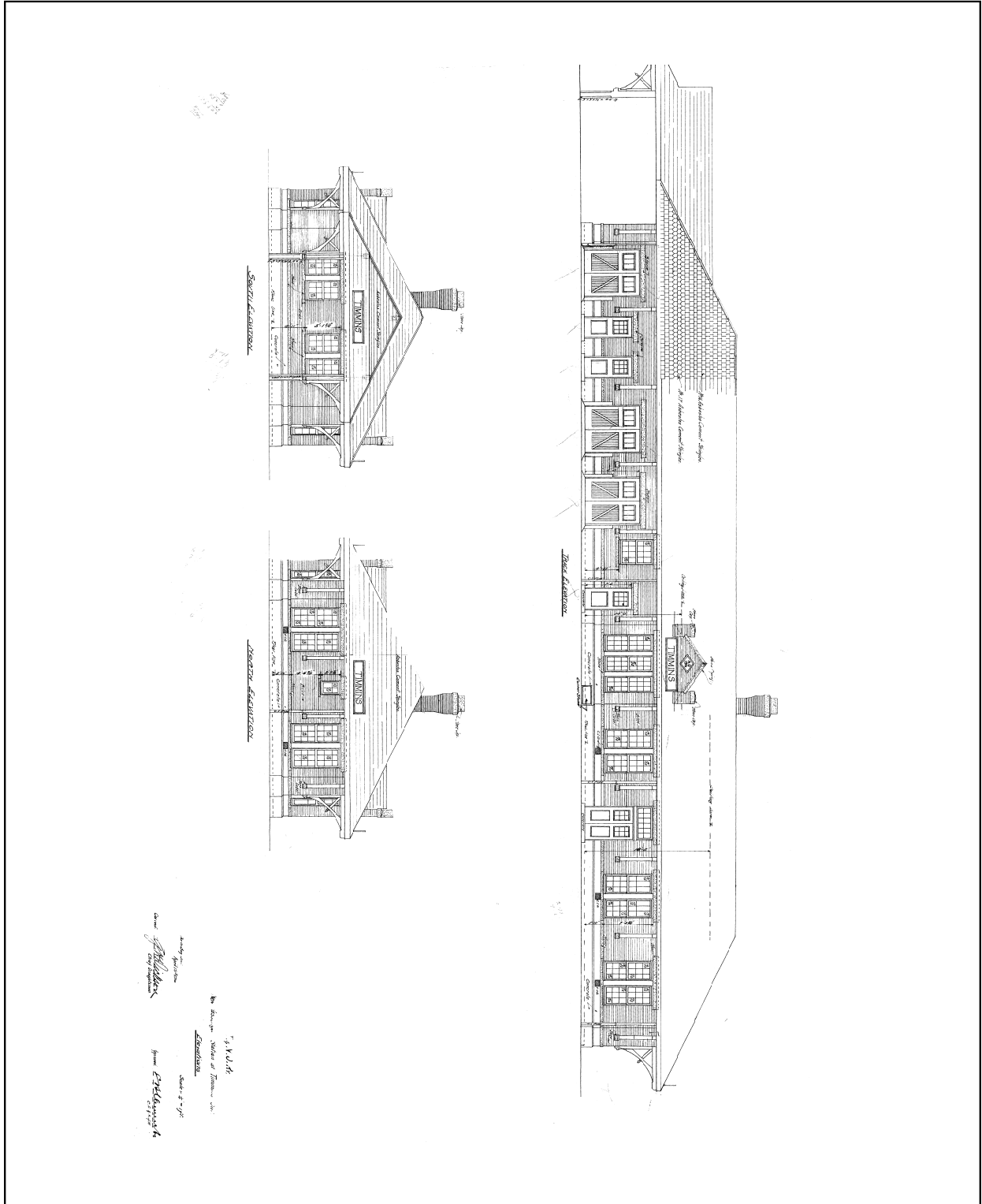
MINUTES ITEM #a)

SCHEDULE F

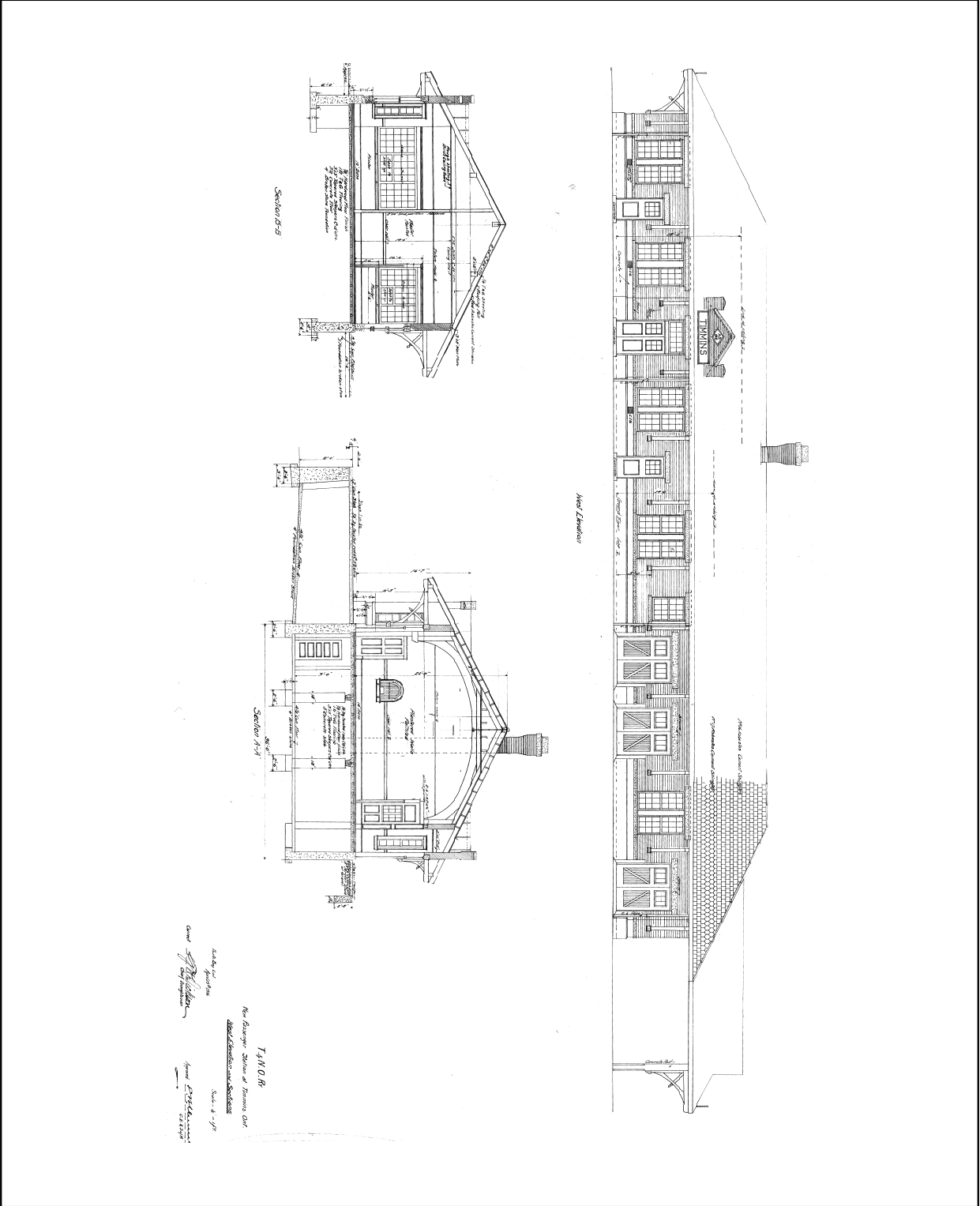
Aerial Imagery (City of Timmins, 2024)



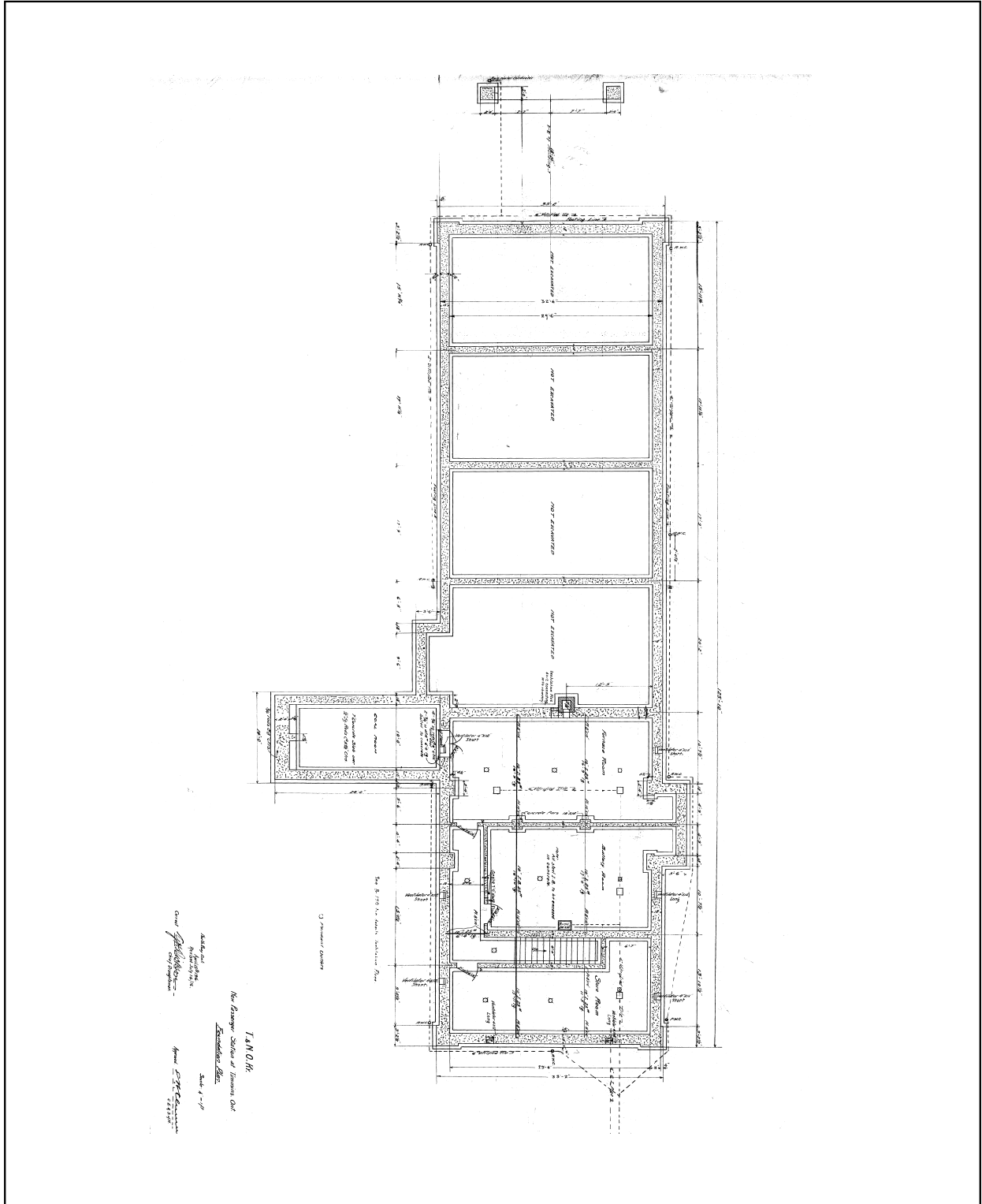
MINUTES ITEM #a)



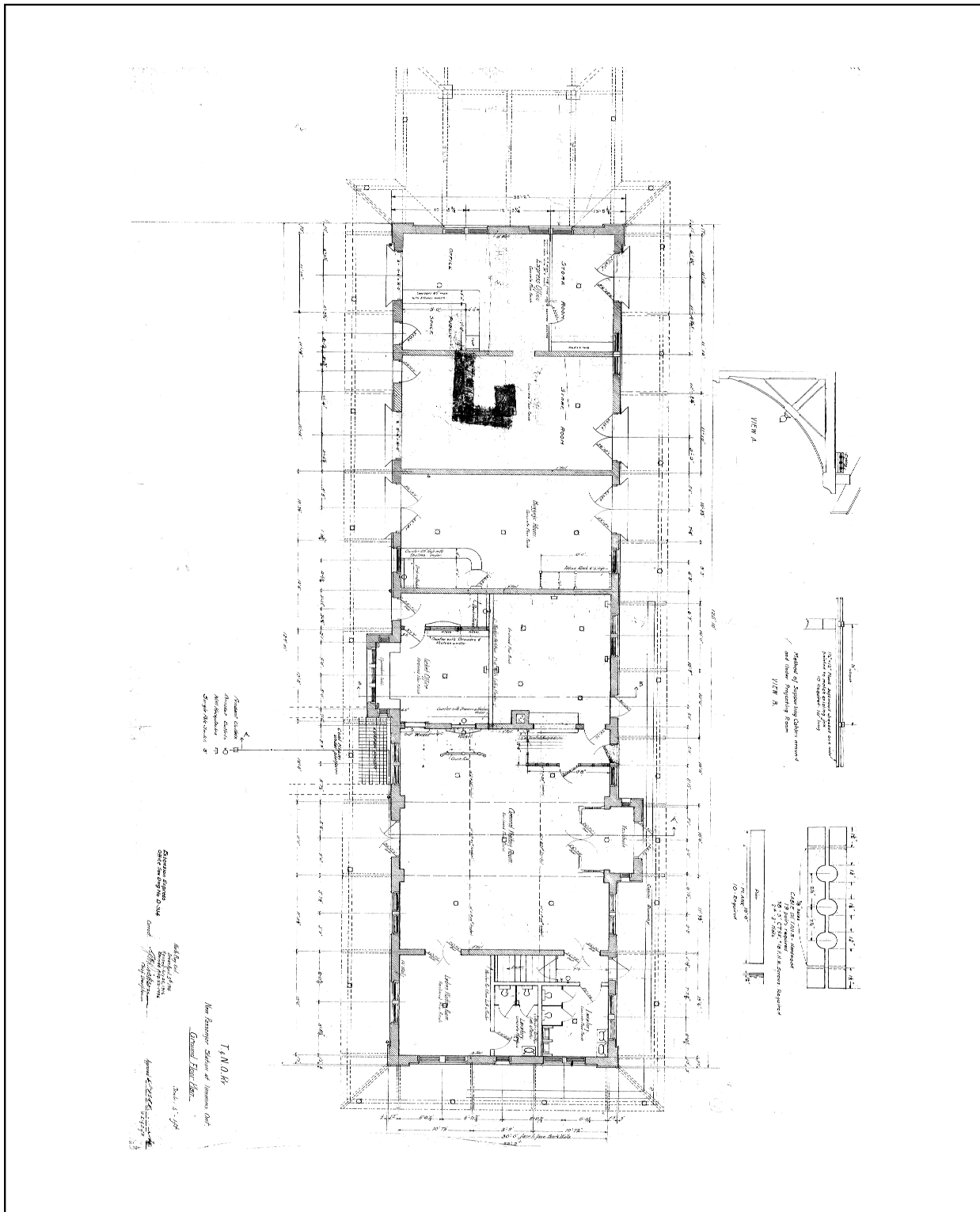
MINUTES ITEM #a)



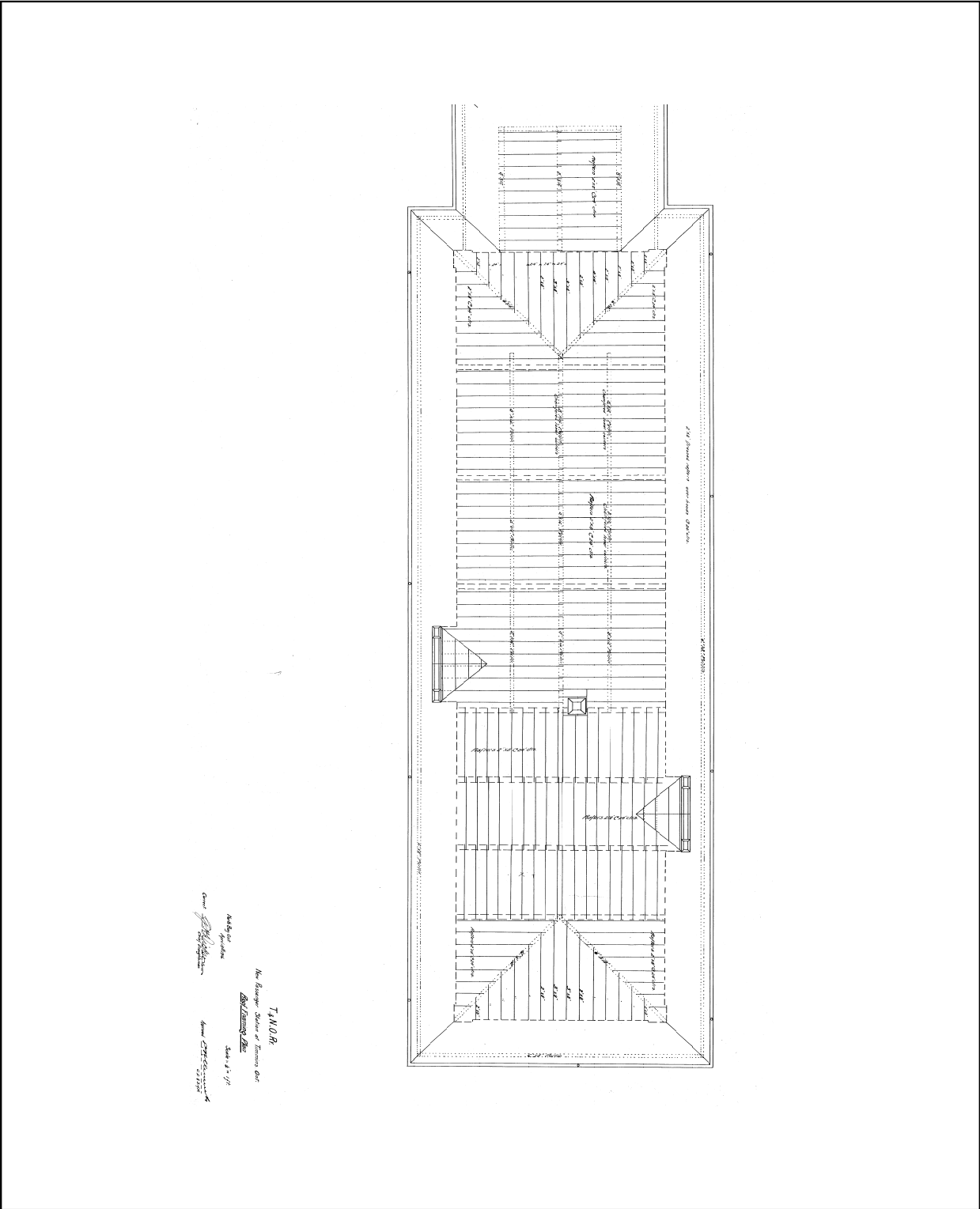
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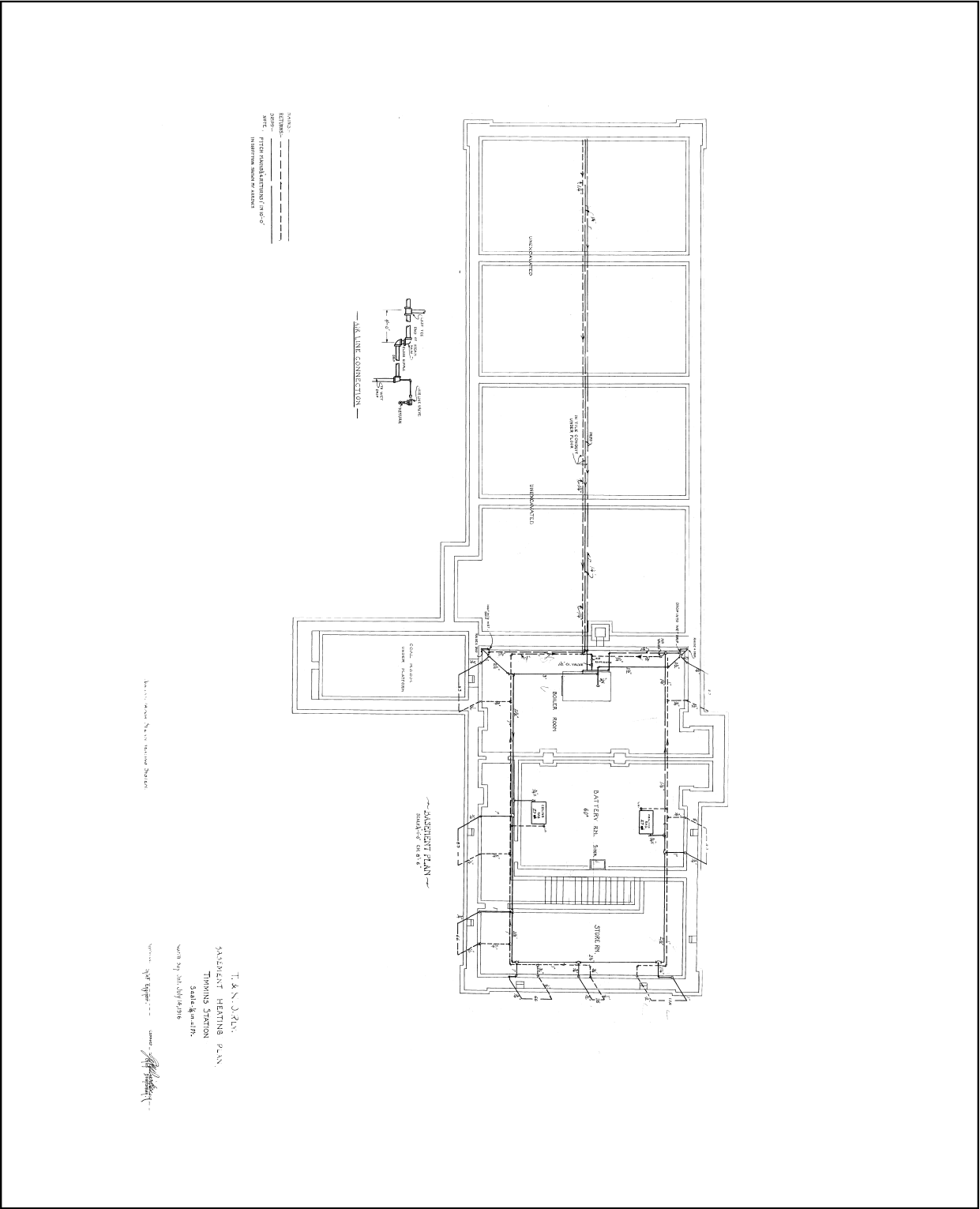
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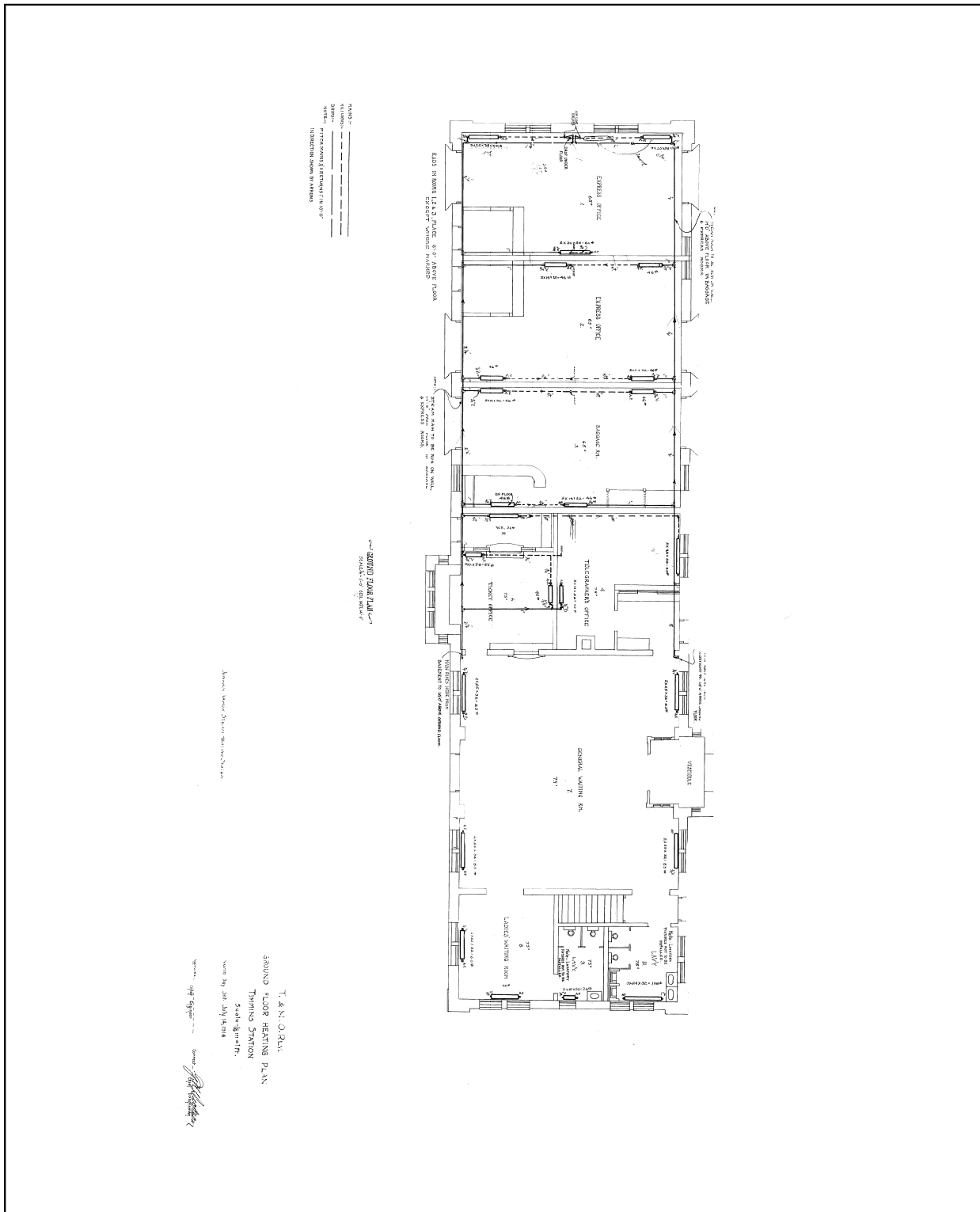
MINUTES ITEM #a)



MINUTES ITEM #a)



MINUTES ITEM #a)



MINUTES ITEM #a)



Downtown Timmins
85 Pine Street South, Suite 108,
Timmins, ON P4N 2K1
Tel. 705-264-8733
info@downtowntimmins.com
<http://www.downtowntimmins.com>

January 7th, 2026

Letter of Support – Municipal Heritage Designation of the Timmins Transit Building

Dear Mr. Landers

On behalf of the Downtown Timmins Business Improvement Area (BIA), we are pleased to offer our strong support for the municipal Heritage designation of the Timmins Transit Building, located at the intersection of Spruce Street and Third Avenue.

Constructed in 1916 for the Temiskaming and Northern Ontario Railway (T. & N. O.), this building served as Timmins' primary passenger railway station for more than seven decades, until the departure of the last passenger train in 1990. Throughout this period, the station functioned as a vital gateway to the city, welcoming residents, workers, and visitors during key phases of Timmins' growth and development, particularly during the expansion of Northern Ontario's mining and transportation networks.

Architecturally, the building is a well-preserved example of early 20th-century railway station design associated with the T. & N. O. Railway. The single-storey brick structure, measuring approximately 44 metres by 10 metres, is constructed on a concrete foundation and capped with a hip roof featuring broad overhanging eaves. These eaves are supported on all sides by regularly spaced 6-foot-6-inch brackets, a defining characteristic of railway stations built by the T. & N. O. during this era. The design bears notable similarity to contemporaneous stations in Cobalt (1910) and Matheson (1916), reinforcing its value as a representative example of a standardized yet regionally significant architectural type.

The historical importance of the building is further underscored by its cornerstone, laid on October 17, 1916, by H.M. Martin, General Superintendent of Construction for the T. & N. O. Railway. The cornerstone, located at the building's northwest corner, bears the name of the Honourable William H. Hearst, Premier of Ontario in 1916, along with the names of J.E. Englehart (Chairman), Denis Murphy, and George W. Lee—individuals closely associated with the railway and the development of Northern Ontario. This tangible link to provincial leadership and early infrastructure investment adds considerable heritage value to the property.

As representatives of downtown businesses, the Downtown Timmins BIA recognizes the importance of preserving landmarks that contribute to the identity, sense of place, and

MINUTES ITEM #a)

economic vitality of our core. The designation of the Timmins Transit Building as a municipal Heritage property would acknowledge its central role in the city's transportation history, honour its architectural merit, and support the ongoing revitalization of Downtown Timmins.

We respectfully urge the City to proceed with Heritage designation for this significant property and thank you for the opportunity to provide our support.

Sincerely,

Sherry McNeil

Sherry McNeil

President

Downtown Timmins Business Improvement Area (BIA)

MINUTES ITEM #b)



City of Timmins
Nomination of Property for
Addition to the Municipal Heritage
Register as a Designated Heritage
Property under Section 29 in Part
IV of the Ontario Heritage Act

Clerk's Department
 220 Algonquin Blvd. E., Timmins, ON P4N 1B3
 Phone: 705-360-2600 x2402
 Email: clerks@timmins.ca

1. APPLICANT INFORMATION						
Name: Cory Robin, Executive Director						
Organisation (if applicable): Downtown Timmins – Business Improvement Area						
Street Address: 85 Pine Street South – Elmar Building, Timmins						
Email: executive@downtowntimmins.ca		Postal Code: P4N 1C9	Ph No: 705-264-8733			
2. PROPERTY OWNER (if different from applicant above):						
Name: The Corporation of the City of Timmins c/o Dave Landers						
Organisation (if applicable): The Corporation of the City of Timmins						
Street Address: 220 Algonquin Blvd E, Timmins						
Email: dave.landiers@timmins.ca		Postal Code: P4N 1B3	Ph No: 705-264-1331			
3. PROPERTY INFORMATION						
Street Address: 272 Third Avenue						
Legal Description:						
PLAN M30S LOT 758 W PT LOT 759 PCLS 9183 9182 WT COMMUNITY CENTRE; HR		Ward No:	5			
BIELEK BUILDING						
Roll No: 5627-050-001-02200						
4. DESCRIPTION						
Does the property have a name, or has it been identified by any other names in the past? H.R. Bielek, Timmins Community Centre, Community Recreation Centre, Timmins Senior Citizens Recreation Centre / Centre Récréatif pour Personnes Âgées, New Empire Theatre (b.1916, d.1930), New Empire Theatre (b.1930).						
Property Type:	<input type="checkbox"/>	Residential	<input type="checkbox"/>	Commercial	<input checked="" type="checkbox"/>	Institutional
	<input type="checkbox"/>	Agricultural	<input type="checkbox"/>	Mining / Forestry / Railway	<input type="checkbox"/>	Indigenous Heritage
	Other:					

MINUTES ITEM #b)

What was original use of property? Playhouse, and later a motion picture house, before being converted to a community centre, and later a recreation centre.
What is current use of the property? Timmins Senior Citizens Recreation Centre
Are there any other uses associated with the property? Porcupine Handweavers & Spinners Guild

5. HISTORY / DEVELOPMENT OF PROPERTY

Briefly describe the property, with reference to construction, materials, architect and/or style:

- The Timmins Senior Citizens Recreation Centre is located in the H.R. Bielek building, previously the New Empire Theatre (b.1930). It was built by Leo Mascioli, Timmins Theatre Company, on the site of the original New Empire Theatre (b.1916, d.1930).
- The building is composed of two distinct components: a two-story front section containing offices on the second floor, and a larger double-height volume to the rear that originally accommodated the movie theatre.
- On the exterior, the original brick facade is obscured by a metal and glass curtain wall.
- On the interior some original features have been retained, notably the plaster decorations on ceiling and the stage at far end of main hall.

Briefly describe the history of the property, with reference to key dates associated with construction, any alteration or addition, and change in use?

- The H.R. Bielek building is located on the original site of the New Empire Theatre, a playhouse built in 1916 for co-owners Leo Mascioli, Chas. Pierce and P. M. Bardessono "to provide the very best entertainment possible to serve" (Porcupine Advance, June 14, 1916, p.1.). The opening featured live performances and a photo-play from the Bluebird Film Corporation entitled "Naked Hearts".
- Leo Mascioli, Pete Bardessono and Charles Pierce, were the co-owners of the New Empire Theatre, and later went on to join forces with Frank Byck and N. Blahey to start the Timmins Theatre Company.
- In 1926, the New Empire Theatre was reopened as a motion picture house, after being out of use for some years past (Porcupine Advance, December 16, 1926, Pg.1). The Porcupine Advance notes that as soon as talking motion pictures were perfected to be practical, sound equipment was installed at the New Empire Theatre (Porcupine Advance, February 10, 1936, Pg. 2.).
- In 1930, the New Empire Theatre was torn down and replaced with a new modern and up-to-date sound motion picture structure of fire-proof type (Porcupine Advance, January 23, 19120, Pg.1). The new building was reopened as the New Empire Theatre on November 26, 1930 by Timmins Mayor Geo. S. Drew. Proceeds from the opening screening of Eddie Cantor's *Whoopee* were divided equally between St. Mary's Hospital and the District of Cochrane Children's Aid Society (Porcupine Advance, November 20, 1930, Pg.1). The steel and concrete structure, clad in brick and tile, is conserved behind a steel and glass curtain wall but no longer visible. The interior walls were finished in cement plaster with mural decorations of plaster. The murals have been removed, but some of the original plaster decorations ("coloured by hand in harmonious tints") still remain visible above the suspended ceiling in main hall, and in the second-floor offices.
- Leo Mascioli gave St. Anthony's church the exclusive use of the New Empire Theatre after the parish church was destroyed by fire on January 30, 1936. (Porcupine Advance, January 11, 1937, Pg. 1).
- The New Empire Theatre reopened in June 1938, showing all-French language talking pictures exclusively.

MINUTES ITEM #b)

- The New Empire Theatre was later converted to the Timmins Community Centre as indicated by sign in an undated historic photograph.
- By-Law 1982-1803, passed on June 28, 1982, established a Community Recreation Centre at the Timmins Community Centre as provided for under the *Community Recreation Centres Act*, R.S.O. 1980, Chapter 80, Section 2 (1).
- Interior alterations and repairs were undertaken in 1983. A review of drawings, dated August 6, 1983, prepared by James Martin Architect, indicate that some of the following alterations were undertaken to the building:
 - a) Addition of male and female washrooms, coat room, bar, office and kitchen on the main floor, within the double volume space of main hall.
 - b) Addition of Television Room, Lounge Room and Storage at far end of main hall where stage was previously located.
 - c) The lobby was converted to a solarium and entrance was shifted to the right. The adjacent staircase was retained to provide access to basement at southeast corner.
 - d) A new staircase was built at southwest corner, which permitted access to second, floor directly from a separate entrance at street level. The floor area was extended above the ground floor alterations below, and permitted addition of washrooms, offices, and a committee room on second floor.
 - e) A suspended ceiling was installed in the main hall, but stopped short of walls either side, thereby preserving the elaborate plaster decorations.
 - f) The most notable impact was the addition of a metal and glass curtain wall to the front elevation facing onto Third Ave. Drawings indicate an intention for the new windows and steel panels to fit into existing line of brickwork (i.e. recessed planes) but the curtain wall was constructed as a single plane and, although the window openings correspond to the original window locations, the original brickwork and massing is no longer visible.
- The H.R. Bielek building is currently home to the Timmins Senior Citizen's Recreation Centre.
- The most recent renovation was undertaken by the City of Timmins in 2021. Terracotta (clay) blocks at rear and sides were noted to be in poor condition and provided little insulation value. Spray foam insulation and new metal siding to east, west and north exterior walls was installed. On the interior, sections of wall and ceiling, constructed of plaster on metal lath, had to be removed as it was falling away from the lath. Notably, some of the original plaster decorations have still been retained in the main hall (visible above the suspended ceiling), and in the offices on the second floor (which were once part of the main hall).
- The H.R. Bielek building was added to Municipal Heritage Register as a Listed Property through Council Resolution #22-102.

Is the property associated historically with any important events and/or local traditions?

- The New Empire Theatre was the first dedicated movie theatre to be built in Timmins, and is associated with Leo Masicoli and the Timmins Theatre Company.
- As a playhouse, movie theatre, and recreation centre, the building has a long association with live performance, film and entertainment in the community.

In addition to the Applicant/Owner, are there any other individuals or organisations that have a direct interest or association with the property?

- Timmins Senior Citizens Recreation Centre
- Porcupine Handweavers and Spinners Guild.

MINUTES ITEM #b)

6. EVALUATION OF CULTURAL HERITAGE VALUE AND/OR INTEREST			
<i>To qualify for designation, the subject property must satisfy two (2) or more of the criteria set out under O.Reg 9/06. Review the criteria below, indicate if they apply to the subject property, and if applicable, provide a brief explanation:</i>			
Ref. O.Reg 9/06 Sec. 1(2) 1.	Does the property have design value or physical value because it is a rare, unique, representative or early example of a style, type, expression, material or construction method?	Yes Y	No
If yes, explain briefly: The H.R. Bielek Building has design and physical value as a rare and early example of a purpose-built sound motion picture theatre constructed in 1930, representing the evolution of cinema architecture in early 20th-century Northern Ontario. The building demonstrates the characteristic form, massing, and spatial organization of theatres of the period, including a modest two-storey front block originally accommodating lobby and offices, and a large double-height volume to the rear designed to house the auditorium and stage.			
Ref. O.Reg 9/06 Sec. 1(2) 2.	Does the property have design value or physical value because it displays a high degree of craftsmanship or artistic merit?	Yes Y	No
If yes, explain briefly: The property displays a high degree of craftsmanship and artistic merit through surviving original interior plasterwork and decorative detailing associated with the former stage and main hall. These interior elements provide tangible evidence of the building's original theatrical function and architectural character, despite interior and exterior alterations.			
Ref. O.Reg 9/06 Sec. 1(2) 3.	Does the property have design value or physical value because it demonstrates a high degree of technical or scientific achievement?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 4.	Does the property have historical value or associative value because it has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community?	Yes Y	No
If yes, explain briefly: The building is directly associated with Leo Mascioli and the Timmins Theatre Company, prominent figures and organizations in the development of film exhibition and entertainment in the community. The property has a long-standing association with cultural, social, and community life in Timmins, serving successively as a playhouse, movie theatre, community centre, and, more recently, the Timmins Senior Citizens Recreation Centre.			

MINUTES ITEM #b)

EVALUATION OF CULTURAL HERITAGE VALUE AND/OR INTEREST CONTINUED . . .			
Ref. O.Reg 9/06 Sec 1(2) 5.	Does the property have historical value or associative value because it yields, or has the potential to yield, information that contributes to an understanding of a community or culture?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 6.	Does the property have historical value or associative value because it demonstrates or reflects the work or ideas of an architect, artist, building, designer or theorist who is significant to a community?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 7.	Does the property have contextual value because it is important in defining, maintaining or supporting the character of the area?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 8.	Does the property have contextual value because it is physically, functionally, visually or historically linked to its surroundings?	Yes	No X
If yes, explain briefly:			
Ref. O.Reg 9/06 Sec 1(2) 9.	Does the property have contextual value because it is a landmark?	Yes	No X
If yes, explain briefly:			

7. IDENTIFICATION OF HERITAGE ATTRIBUTES

Heritage Attributes means the principal features or elements that contribute to the cultural heritage value or interest, and may include the property’s built, constructed, manufactured, elements as well as natural landforms, vegetation, water features, and its visual setting (e.g. significant views or vistas to or from the property). – ref. definitions, Provincial Policy Statement.

Decisions with regard to demolition/alteration to a designated heritage property are assessed against the impact such application will have on those heritage attributes of the subject property. Therefore, it is important that heritage attributes are clearly identified and listed.

With reference to the criteria and explanation provided under the evaluation of CHV/I (see Section 6), list the heritage attributes (or features) that contribute to the cultural heritage value or interest of the subject property in the space below:

- The spatial relationship between the front administrative/lobby functions and the rear performance space.
- Surviving original plaster ceiling and wall decorations in the main hall, including decorative framing of the former stage area.
- Remnant hand coloured plaster detailing visible above the suspended ceiling in the main hall.
- Original plaster finishes and decorative elements retained in second-floor offices that were formerly part of the auditorium volume.

MINUTES ITEM #b)

ATTACHMENTS: <i>Check all that apply. Applicants are encouraged to reach out to the Timmins Museum: NEC or Planning Staff (planning@timmins.ca) for any additional resources that may be attached in support of the application.</i>	
Schedule D	Current photo of property from nearest publicly accessible view point.
	Current photos sufficient to describe property from all four sides.
Schedule D	Photo showing property in context with adjacent buildings and/or landscape.
Schedule E	Aerial photograph sufficient to describe location of subject property.
Schedule B	Historical photographs sufficient to describe property at different stages in development.
Schedule A	Articles and/or clippings to support reference to historic association and/or events.
	Letter of support from owner (if applicable) and/or other interested and affected parties.
Schedule F	Photographs to illustrate features / details listed under heritage attributes (see section 7).
	Other:

8. SIGNATURES AND DECLARATIONS:

I/we agree that this application and all attached materials will become the property of the City of Timmins upon submission.

I/we understand that subject to the "Municipal Freedom of Information Act", all information provided in this application will become part of public record.

I/we certify that the information give herein is true, correct and complete in every respect and may be verified by the City of Timmins. Any failure on behalf of the City of Timmins to verify the information provided is not a waiver of the City of Timmins' rights.

Applicant Name (Print): Cory Robin - Executive Director Downtown Timmins BIA

Signature:  Date: January 7 2026

OWNER'S SUPPORT (if Applicant is not the Property Owner):

I/We, (name) the registered Owner(s) of the Subject Property hereby indicate my/our support of the application,

Owner Name (Print): Dave Landers

Signature:  Date: January 12, 2026

MINUTES ITEM #b)

Schedule B – Historic Photos



The 'New Empire Theatre', built in 1916 and later demolished prior to construction of the new 'New Empire Theatre' in 1930.
From the Collection of the Timmins Museum: NEC

MINUTES ITEM #b)

Schedule B – Historic Photos

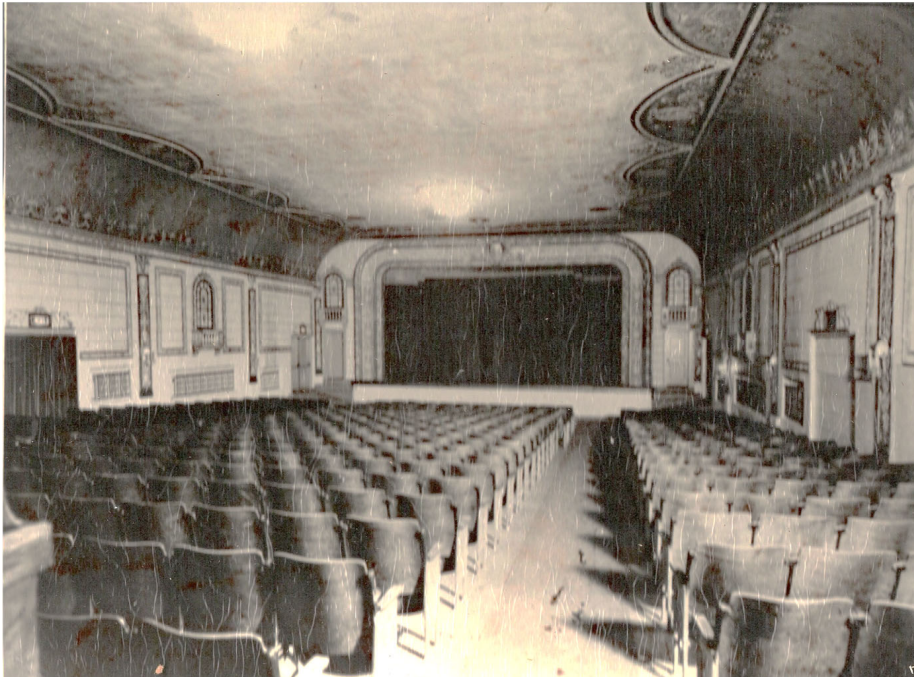


The New Empire Theatre, constructed in 1930 on the site of the previous building which was also named the New Empire Theatre (top) and the New Empire Theatre building after conversion to the Timmins Community Centre (bottom).

From the Collection of the Timmins Museum: NEC)

MINUTES ITEM #b)

Schedule B – Historic Photos



Interior photograph of the New Empire Theatre (1930) showing plaster decorations on wall and ceiling, and decorative plaster surround to stage. Some of these original details have been retained. The 'latest in upholstered chairs' was installed for seating as per reports in the Porcupine Advance. From the Collection of the Timmins Museum: NEC)

MINUTES ITEM #b)

Schedule D – Current Photographs



The H.R. Bielek building located at 272 Third Avenue, which presently houses the Timmins Senior Citizens Recreation Centre. The original façade of the New Empire Theatre is obscured behind a metal and glass curtain wall that was installed in the 1980s (Google Street View, August 2024).



View of the H.R. Bielek building from Timmins Transit building at intersection of Spruce Street and Third Avenue (Google Street View, August 2024).

MINUTES ITEM #b)

Schedule E – Aerial Photo

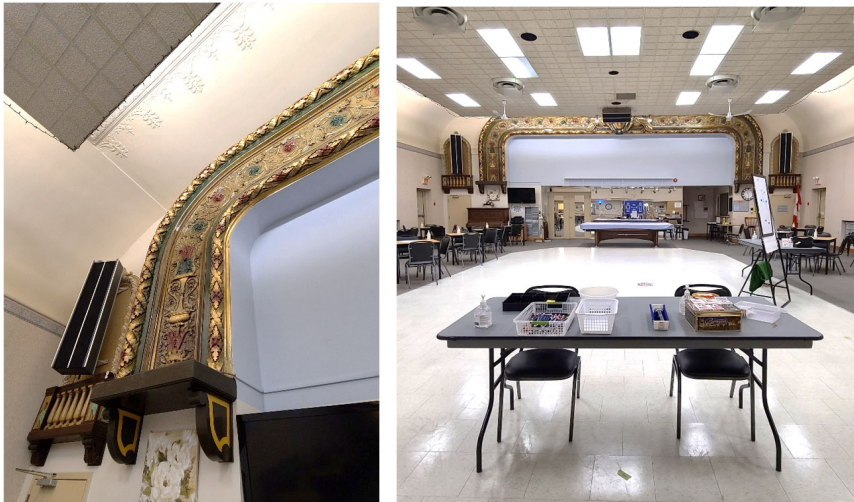


MINUTES ITEM #b)

Schedule F – Heritage Attributes



Interior photographs show decorative plaster details at ceiling and stage surround in the main hall which is now home to the Timmins Senior Citizens Recreation Centre.
Photos: Nicola Alexander (2021)



MINUTES ITEM #b)

Schedule F – Heritage Attributes



Interior photographs show decorative plaster details that are still visible in the main hall, above the suspended ceiling. Photos: Nicola Alexander (2021)



Schedule F – Heritage Attributes



Photographs of plaster details on second floor which originally were part of wall decoration the the main hall. Photos: Nicola Alexander (2021)

The New Empire Theatre Will Be Model Play House

THE MANAGEMENT ARE SPARING NO EXPENSE TO PROVIDE AN IDEAL PLACE OF AMUSEMENT FOR THEATRE PATRONS OF TIMMINS—WILL BE SAFE, COMFORTABLE AND SANITARY—FULL SIZE STAGE FOR LEGITIMATE PRODUCTIONS—READY FOR BUSINESS ABOUT AUGUST 10th.

Plans and specifications for the New Empire Theatre are now complete and the tender submitted by the Northern Lumber Mills, of North Cobalt, has been accepted. Construction work will be proceeded with immediately under Mr. J. Joannisse, who will superintend the erection of the building.

The theatre will be a three storey structure combining the most modern ideas. The foundation which is now ready for the superstructure is sixty feet by one hundred and eight feet, the base of the concrete wall is twenty-four inches thick, tapering to fourteen inches at the top and is one of the best examples of concrete work of this nature in the north country. The supporting spans which will carry the ground floor and roof will be of eighteen inch steel I beams with eight inch cast iron upright columns.

The basement, which when completed will likely contain an up-to-date billiard and bowling academy (alho this has not been fully decided on), will be roomy and well ventilated, having a clearance of nine and a half feet between floor and ceiling and being 50 x 108 feet inside measurement.

The front elevation on Third Ave. shows two commodious stores on the ground floor, one on each side of a central theatre rotunda. Both these stores will have modern plate glass fronts allowing the maximum of light to the interior. Plate glass swinging doors will grace the street entrance to the lobby of the theatre.

On the second floor front there will be four business offices exclusive of the manager's private office, and the third floor will contain six more offices, all of which will be for renting purposes and will be modern in every respect.

Seating accommodation for 700 will be provided in the main auditorium, with two boxes, one on either side of the orchestra pit. The balcony will provide 200 more seats, bringing the total capacity of the house up to 900. All the seats will be of the approved opera chair design, adding much to the general comfort of patrons.

A first class legitimate stage, 36 feet in width by 20 feet deep, which the management assert will be second to none this side of Toronto, will assure Timmins theatre-goers of proper facilities for legitimate productions when occasion arises. This stage will be well equipped with "flies" and other devices for adequate stage settings. Four large dressing rooms, two on each side of the stage, will accommodate the more pretentious companies travelling in the north country in future. A satin fibre screen which will cost \$2.25 a square foot or a total cost of \$400.00, will

be installed to afford the best results with moving pictures, and an asbestos safety curtain will act as a preventive of fire from the stage.

Further general fire protection is provided by two sets of hose. Each side of the house will have a large emergency exit on the ground floor leading to five-foot passageways on either side of the theatre, also two exits at rear and the main door to the street. The balcony will have a steel fire escape on each side leading from two emergency exits into the aforesaid 5-foot passageways. From the ground up no expense is being spared by the management to give the maximum of safety to their patrons.

The operating room will also be fully protected against possible fire. It will be modelled after the very latest approved design, with asbestos lining thruout. The management contemplate installing two machines to prevent any delay between pictures, and S. J. Clairmont, who has had an extensive experience, will be chief operator.

The electrical arrangements will be very complete. One of the best known experts in Toronto has been engaged to look after this and is at present preparing plans to that effect. All wiring will be installed in conduit system.

Steam heating is called for, and the plumbing, lavatories, etc., will be strictly modern and sanitary, draining to a cesspool forty feet long by eight feet wide by fifty feet deep. Six big suction ventilators will be provided to ensure pure air at all times.

The contractor's agreement calls for the completion of the auditorium by August 10th and the theatre will start operation about that date. The offices are expected to be ready for occupancy about thirty days later.

The co-owners in the new theatre are Leo Mascioli, Chas. Pierce and P. M. Bardesson. Mr. Bardesson will be manager and states he will provide the very best entertainments possible to secure. Hitherto he has made a most pronounced success of the theatrical business, and with the better accommodation which will be provided by the new theatre the public may expect a marked improvement of service when it opens its doors.

The Empire theatres of Cochrane and Schumacher are other links in the chain and will be under the same ownership and direction as the New Empire Theatre of Timmins.

The building and furnishings when completed will represent an outlay of some \$30,000. The plans and specifications have been passed by the Provincial Inspector as to safety, sanitation and general acoustics.

 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, June 14, 1916 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jun-14-1916-p-1/>

Opening of New Theatre Receipts to Red Cross

FINE PROGRAMME MARKED THE OPENING OF THE NEW THEATRE—THE BUILDING IS ONE OF THE FINEST ERECTED THIS SIDE OF NORTH BAY—SEATING CAPACITY OF 600—ALL LATEST IMPROVEMENTS IN PHOTO-PLAY APPARATUS

The large and enthusiastic audience which attended the opening of the new Empire Theatre on Monday evening, must indeed have been very gratifying to the management. The house was packed to its capacity—600 seated—and scores were turned away who were unable to purchase seats.

The building has been fitted up with all the latest improvements, such as large stage, fire extinguishers, Dunham steam heating system, opera chairs and abundance of ventilators to purify the air of the theatre; six exits, and a new picture machine installed, one of the latest makes.

This theatre is second to none this side of North Bay and is the first three-storey building to be erected in the Town of Timmins, which speaks well for a town being in existence only six years. It is indeed a credit to the town and to the proprietors, who have spared no pains in endeavoring to give the citizens something in the way of amusement and entertainment, which has been so badly needed.

The management are to be congratulated for their kind generosity in giving the proceeds of the first night's performance to the Red Cross Society, a society who is well deserving of such receipts to help along the work of medical assistance for our wounded boys in France.

The theatre was decorated with flags, etc., and the young laddies of the society, who were dressed in white with the emblematic Red Cross on their arms, added charm to the evening's performance.

The talent of the evening was furnished gratis by local artists, who are worthy of praise in helping along the good cause.

FINE PROGRAMME.

The first number on the programme was a piano and violin duet by Mr. and Mrs. Appel, who rendered in excellent style and technique "The Rosary," which brought forth great applause from the audience for an encore, to which they responded with the beautiful interpretation of "Ave Maria," from Cavalliria Rusticana. These talented artists, who we believe are to become associated with this theatre, should be a great asset, and by their excellent renditions will draw many a large audience to this house.

Mr. and Mrs. Harry Darling gave a specialty in song and dance, which very much appreciated by their hearers, bringing forth considerable applause for an encore, to which they responded.

Gold Dust Male Quartette, rendered songs to the delight of the audience, who brought them back on two or

three occasions to respond to encores. This quartette with a little extra work could produce splendid harmony, and would be much sought after on occasions of this sort.

The photo-play chosen by the management was very appropriate for the occasion, from the Bluebird Film Corporation entitled "Naked Hearts." It was a five-reel picture of Tennyson's love-poem, "Some into the Garden Maud," laid down in the South before the Civil War, featuring Francecia Billington as "Maud," and Rupert Julian as "Cecil."

CHAIRMAN'S APPEAL.

Dr. McInnis officiated as chairman of the evening and made a striking appeal to the audience to help the society in their work. He stated that this town was practically the only one in the north country who had not given to the British Red Cross. He thought that some effort should be made to organize a club to be called the \$5,000 club, and that money collected by this club would be proportioned to the various societies, such as the Timmins Red Cross, Schumacher Red Cross, D. Y. B. Club, and various other local societies who were doing their bit to help along the boys at the front, and that a portion of this money should be put into a sinking fund to be used for such purposes as the British Red Cross Society, etc.

The speaker also touched on the noble work of the mine managers and mine employees of the Hollinger, who have given a day's pay in each month to the cause of this Red Cross work and he hoped that the citizens and merchants of the town would follow suit. He appealed to everyone present to give a dollar on their leaving the theatre, or to leave their names and addresses with the ladies and they would attend to the collecting of the money.

Dr. McInnis said, "The people of Canada can hardly realize there is a war going on, and I think that your little mite that you should give this evening will be rewarded a hundred fold to our boys who are sacrificing their lives and homes to fight the battles of the Empire."

In closing his appeal Dr. McInnis, on behalf of the Red Cross Society, thanked the management for their generous gift of the receipts of the evening to the society and wished the management every success in their new abode.

It is rumored that the total amount realized from the sale of candy and admissions to the theatre were about \$200, but a full report will be made in our next issue. The amount realized for the British Red Cross Fund was \$82.

NEW EMPIRE THEATRE RE-OPENING THIS WEEK

Old Empire Theatre Being Closed
Down. Motion Picture Busi-
ness Being Transferred to
New Empire

The Old Empire Theatre will close down this week permanently it is understood. At the same time the New Empire Theatre will re-open as a motion picture house, after being out of use for some years past. It is intended to transfer the motion picture business now carried on at the Old Empire Theatre to the New Empire. With this transfer and with the closing down of the Old Empire, Timmins will have only two motion picture houses,—which seems to fill the need of the town for all classes of picture shows that are good.

 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, December 16, 1926 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-dec-16-1926-p-1/>

MINUTES ITEM #b)**FINE NEW THEATRE TO BE
BUILT ON NEW EMPIRE SITE**

Modern Building to Replace Present
New Empire Theatre and Talkies
to be Installed in This New
Building.

It is the intention of Leo Mascioli to replace the present New Empire theatre building with a modern and up-to-date sound motion picture structure of fire-proof type. The new theatre is to be erected on the site of the present New Empire theatre, Third avenue, near the station. The New Empire theatre was the pride of the North a little over thirteen years ago when it was completed. At that time it was justly considered the best motion picture house in the North Land and it was also looked upon as a specially well-equipped house for ordinary dramatic shows, for public meetings, etc. For some time past, however, Mr. Mascioli has had in mind the replacing of this structure with a fire-proof building of the latest kind. Mr. Mascioli believes in keeping right up to date or a little head of the times and so has been considering the idea of a big new theatre for Timmins for some time. The Goldfields theatre, fire-proof and up-to-date, is generally considered as one of the most acceptable picture theatres in the North. Last year it was equipped for the talkies and so brought right up to date. At present it appears as if the talkies were going to displace the older kind of motion pictures and accordingly it has been desired to equip the New Empire theatre for this form of entertainment. Mr. Mascioli feels that while the matter is under way it would be just as well to do the matter up right and have a modern new building to replace the present structure. Accordingly, it is understood that the present New Empire theatre will be torn down and its place taken by an up-to-date fire-proof structure. It is likely that work on the tearing down of the New Empire theatre will start at an early date, as it is planned to have the big new theatre completed this year.

 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, January 23, 1930 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jan-23-1930-p-1/>

Beautiful New Theatre to Open Here Wednesday Next

The New Empire Theatre, Fire Proof, Modern to the Last Detail, Beautifully Decorated, Appointed in the Most Up-to-date Way. Equipped with the Famous Northern Electric System. A Decided Credit and Asset to the Town and District.

On Wednesday evening next the beautiful new Empire theatre will have its formal opening. Mayor Geo. S. Drew will cut the cord on the handsome and costly curtain and declare the theatre open for the pleasure and credit of the town of Timmins and district. The last touches to the new structure are being given this week and the work will be completed with all the equipment installed ready for the opening next Wednesday evening, Nov. 26th. The opening special will be Eddie Cantor in "Whoopie." With his usual generosity and desire to help good causes, Leo Mascioli has donated the net proceeds of the opening night to the St. Mary's hospital and the District of Cochrane Children's Aid Society, the proceeds to be divided equally between these two worthy causes.

The new theatre building is a credit and an asset to the town of Timmins. It is a handsome brick and tile structure with all-steel framework and as absolutely fire-proof as it is possible to make a building. The main construction of the building is heavy steel and solid concrete elaborately re-inforced. Nothing of a burnable nature is used in the construction anywhere. The floors are made of seven inches of solid re-inforced concrete. The walls are finished in cement plaster, with mural decorations of plaster. Even the roof is of gypsum blocks, 31 inches thick. Gypsum is also used in the walls for insulation and fire protection. The new regulations of the law are very onerous in regard to motion picture theatres, but the Empire building appears to have gone further than even the law's requirements in guarding against any possibility of fire or other accident. Alongside the theatre there are laneways or passages on each side, with exits opening into these. There are seven exits, from the theatre proper, all with wide doors that only need to be pushed against to open. These doors can not be locked to prevent opening from the inside. They open themselves on pressure. The walls are fire-proof. There is a small stage where the reproduction apparatus will rest, and the same precautions against fire dangers are used in regard to the stage as to other parts of the building. The operating rooms are absolutely fire-proof and have a double set of exits to the street. The construction of the operating rooms is the latest word in talking picture equipment. The same may be said for the sound production equipment installed. This is the famous Northern Electric equipment, recognized as the best in the world of to-day.

The new theatre is 108 feet long and 60 feet wide. It will seat from 525 to 600. There is no gallery in the theatre, and while there is one small store at the front, all the rest of the building is given over to theatre purposes. The entrance to the building is an attractive one, but the interior is even more pleasing. The wall decorations in raised work and beautifully coloured by hand in harmonious tints is a work of art.

At the front of the theatre at the side of the entrance there are toilets for men and women. The wide tiled entrance is a very attractive one. The lighting system lends itself to much beauty, there being two of the newest style of crystal chandeliers in the lobby two large ones in the centre of the theatre and others on the walls. These are, of course, in addition to the exit lights. The ventilation system is another feature that has been given very special attention and the method adopted is that found so successful in large modern theatres in the big cities. The latest in upholstered opera chairs are used for seating purposes.

The Empire theatre is worth a visit just to see the building itself. It is a credit to contractors, owners, workmen and all concerned. It is also a decided asset to Timmins, being probably the finest theatre in any Northern town.

DIRECTORS ELECTED FOR TIMMINS CURLING CLUB

Much Regret at Retirement of I. A. Solomon on Account of the Pressure of Other Business. Business at Annual Meeting of Timmins Curling Club.

The annual meeting of the shareholders of the Timmins Curling Club was held in the club room at the curling rink on Tuesday evening of this week, with the president, I. A. Solomon in the chair. The financial statement for the year was read and passed and the reports of the officers for the past year received and accepted.

The following directors were elected for the ensuing year:—H. E. Montgomery, A. E. Prout, W. Rinn, A. W. Young, W. R. Sullivan. The president and vice-president will be chosen at the first meeting of the executive. There was much regret expressed at the retirement of I. A. Solomon on account of the pressure of other business. Mr. Solomon has given keen interest to the curling club and has been generous in the time and effort devoted by him to its affairs. A hearty vote of thanks was passed to Mr. Solomon for his able efforts on behalf of the curling club and regret was expressed at his dropping from active office in the club. A vote of thanks was also passed to Messrs I. A. Solomon, A. W. Lang, G. W. Ecclestone and R. F. Francis for the handsome score boards they had so kindly donated to the club.

It was decided that associate members should pay this season the same as last season—an annual fee of \$2.00.

This season, it was decided, the skips will be picked by vote. Lists of all members will be sent to each member of the club, and each member will be expected to mark forty of the names as choice for skips.

New Empire Theatre to Re-open in a Few Weeks

Being Touched up at Present with Some Minor Changes to be Made. New Empire Likely to Specialize in French Pictures. Many Good Ones Already Booked for Showing Here.

New Mill to be Ready in a Month

Feldman Mill Destroyed by Fire Soon to be Replaced.

With new equipment now on the way from the manufacturers and the big new building completed, Feldman Timber expects to have the planing mill part of their lumbering operations running within a month.

The old planing mill was destroyed by fire some months ago and work has been going ahead steadily since then to replace it.

Coming Weather to be Just as "Usual"

Changeable and Continuing Moderately Cold, Says the Weatherman.

There doesn't seem to be anything unusual on the weather books for the

Workmen started this morning on the work of re-touching and renovating the New Empire theatre, which has been used for many months past for church services, Leo Mascioli giving St. Anthony's church the exclusive use of this theatre after the parish church was destroyed by fire on Jan. 30th last year. The new church will be ready in a week or two now, and the work of preparing the New Empire theatre for re-opening was started this morning. Until the new church is ready the St. Anthony's church parish will still have the use of the Goldfields theatre for some of the regular services.

The New Empire theatre, one of the best equipped and most artistic theatres in the North, excelled probably only by the Palace theatre, is to be put in first-class condition in every way before being re-opened. "Better than new," is said to be Leo Mascioli's motto in this case. It is understood that on its re-opening the New Empire theatre will specialize in French pictures, a number of these films being already booked. Recent French films shown here proved very popular and a series of these pictures of international fame is being booked for showing at the New Empire theatre.

It is expected that the re-opening of the New Empire theatre will take place in about a month.



Timmins Porcupine Advance, January 11, 1937 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jan-11-1937-p-1/>

Empire Theatre Re-opens

To Show All-French Talking
Pictures Exclusively.

As noted in The Advance some weeks ago the New Empire Theatre is re-opening this (Thursday) evening, showing all-French language talking pictures exclusively. There are to be two complete changes of pictures each week. For tonight and Friday and Saturday the special is "Abus de Confiance," with "Coup de Bourse," as the comedy. Evening shows are at 7 and 9., with matinees daily.

 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, June 30, 1938 Pg. 1, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-jun-30-1938-p-1/>

Has Pioneered in North in the Theatre Business

Leo Mascioli has Built and Operated Six Different Theatres in Timmins. First Show in 1913 Seated 150. Now There is the Palace with 1400 Capacity. Theatres Elsewhere in North.

Leo Mascioli has been a genuine pioneer of the North in many lines and many ways. In contracting work, in providing hotel accommodation, and in various other departments of progress he has taken his full part. Probably in no other line has his work been more noteworthy than in the providing of facilities for entertainment and amusement for the people of this part of the North. In this he has been the genuine and the helpful pioneer. It is a long way from the first "show" in Timmins with its seating capacity of 150, to the magnificent Palace theatre to be opened this evening, but in the theatre business in Timmins the enterprise, the talent and the foresight of Leo Mascioli have kept a little ahead of the times.

First Theatre in 1913

In association with Pete Bardessono, Bill Novarre and another gentleman named Watson, Leo Mascioli furnished Timmins with its first theatre. It was not much of a theatre for modern times, but the town was small in those days and the "show" filled the needs. The first "show" place was about opposite the present location of the Eaton grocery. It did not seat more than 150 people but it answered the purpose of the early days until what was later known as the Old Empire was erected.

Old Empire in 1914

The Empire theatre was opened in 1914 and it was considered a first-class show place then. It seated about 450 and at the time it was built it met the laws in regard to theatres and moving picture houses. But it was not long before it was outgrown by the town and the requirements of the various new laws for theatres.

New Empire Opened in 1916

In 1916 the handsome New Empire theatre became popularly known as the "Old Empire." The New Empire had a seating capacity of 650. It was up to date and comfortable, a credit to the town, and showing the latest and best of pictures. It was usually crowded. The New Empire was owned by Leo Mascioli, P. M. Bardessono and Chas. Pierce. P. M. Bardessono was the manager of the New Empire, with the exception of the years he spent on overseas service. He was outstanding for his ability as a manager and director. With the growth of the town, however, the need for further theatre accommodation soon became apparent and the Timmins Theatre Company was formed. This company included Leo Mascioli, P. M. Bardessono, Chas. Pierce, Frank Byck and N. Blahay.

Goldfields Opened in 1924

Next came the Goldfields theatre, with a seating capacity of 850. Like its predecessors it was the finest theatre in the North when opened. It was right up to date in construction and appearance when opened in 1924. It has held its place as one of the best picture theatres in the North in the days between 1924 and now.

Talkies Installed

As soon as the talking motion pictures were perfected to be practical, sound equipment was installed at the New Empire, and, of course, it formed a part of the excellent equipment of the Goldfields when that theatre was built. However, Leo Mascioli and his association felt that they could still improve theatre accommodation in Timmins and plans were soon under

way for the rebuilding of the New Empire.

Present New Empire Opened

On Nov. 26th, 1930

Hailed as the finest theatre in the North—up to the minute in equipment, and elegant in finish and effect—the present New Empire theatre building was formally opened on Nov. 26th, 1930.

Still Leo Mascioli and his associates in the theatre business were not satisfied. They wanted to give something better to the big town of Timmins. And so there is the Palace theatre—and "Palace" is an appropriate name.

Also Provided Other Towns in the North With Theatres

Not only has Leo Mascioli pioneered in Timmins in the theatre line, but he has done the same in other Northern towns. At one time or another he has given first theatres to Kapuskasing, Cochrane, New Liskeard, Ansonville and Schumacher. In some cases he sold the theatres after supplying the need of the new towns, but he is still concerned in the ownership of the theatres at Schumacher, New Liskeard and Ansonville, as well as owning the South Porcupine theatre.

Many Great Old "Shows"

It would be interesting to give a list of all the outstanding events at the Timmins and district theatres. All the big pictures in the old movie days and in the later sound picture times have been shown in Timmins theatres, as well as innumerable local concerts, plays and other events. Chautauquas have used the theatres. So also have road shows, vaudeville, etc., etc., etc. Noted musical events have been presented here, some of these coming in the early days. The theatres have certainly been of immense value to the town from all viewpoints. The diet has had the happiness of variety. Ernie Marks, Arlie Marks, The Dumbells, September Morn, Ben Hur, all the Chaplin pictures, Quo Vadis, Desert Song, Hearts of the World, Hearts of Humanity, all the Marie Dressler events, Geo. Arliss, Mary Pickford, the Hart House Quartet, Ruthven Macdonald, Jeanette Macdonald, Grace Moore, Chevalier, Lawrence Tibbett, Douglas Fairbanks, Gold Diggers of Broadway, One Night of Love, these and a hundred others crowd the memory from the first show on the Wilson lot to these later and greater days of the Palace.

Theatre Proceeds for Worthy Causes

Palace Theatre Donating First Night to Hospital Children's Aid and Legion

Following the plan adopted in the opening of previous theatres in the town of Timmins the proceeds for the opening night of the Palace theatre on Monday evening will be donated to the Children's Aid, the St. Mary's hospital and the Timmins branch of the Canadian Legion. These are worthy causes to which Leo Mascioli and his associates have always given generous support.

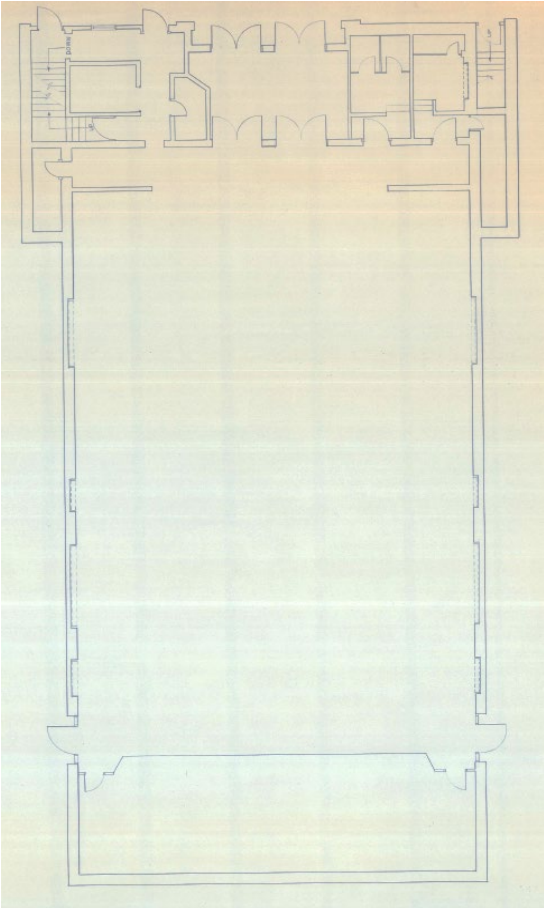
The proceeds will be divided in three a third to go to each of the three named organizations.

The Hospital, the Legion and the Children's Aid certainly appreciate the help thus given.

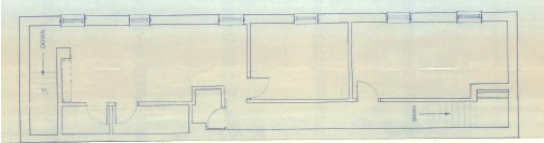
 **NewspaperArchive**
by  **Storied**

Timmins Porcupine Advance, February 10, 1936 Pg. 2, Timmins, Ontario, CA
<https://newspaperarchive.com/timmins-porcupine-advance-feb-10-1936-p-2/>

MINUTES ITEM #b)

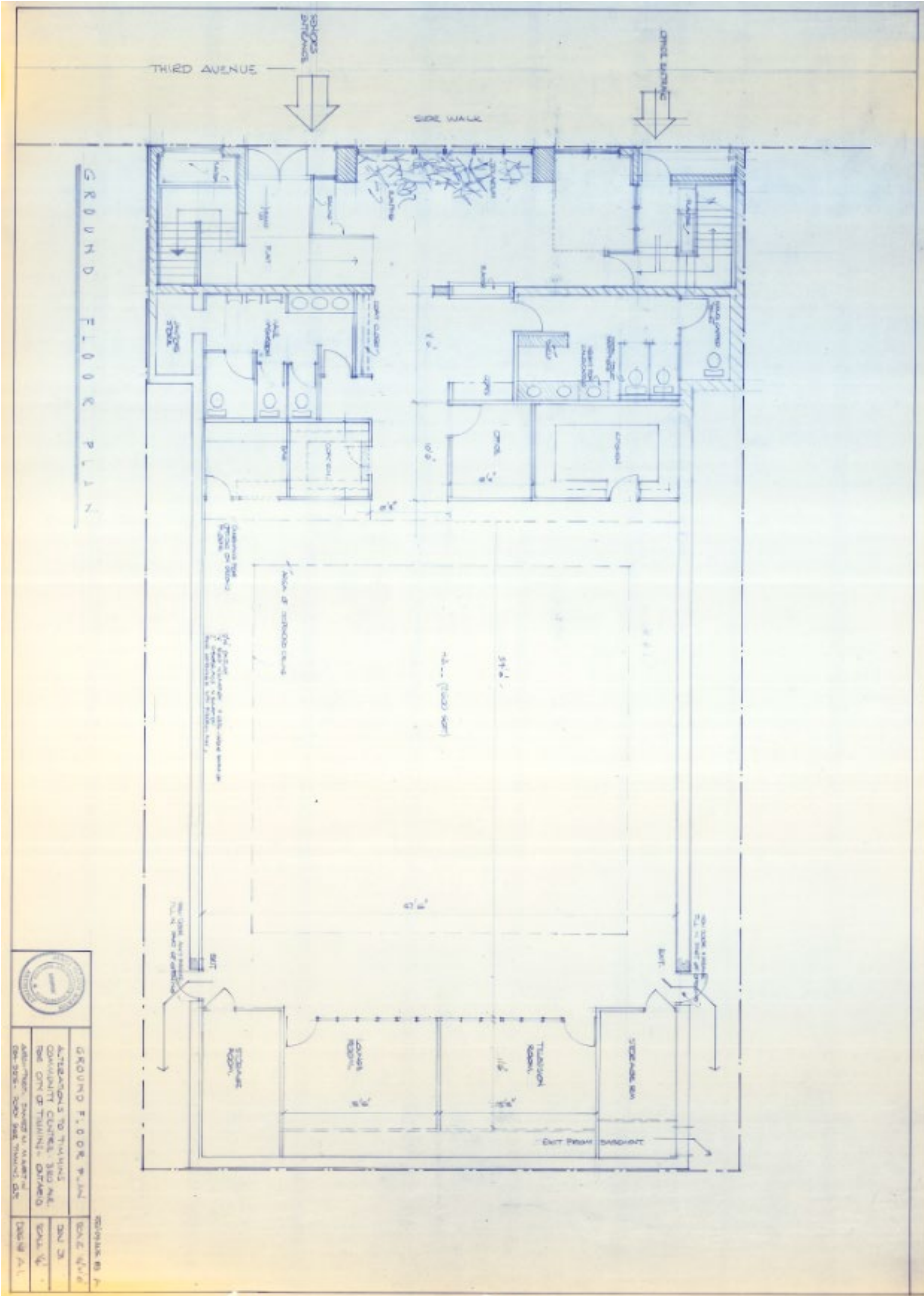


Existing Main Floor Plan (1983) - James Martin, Architect



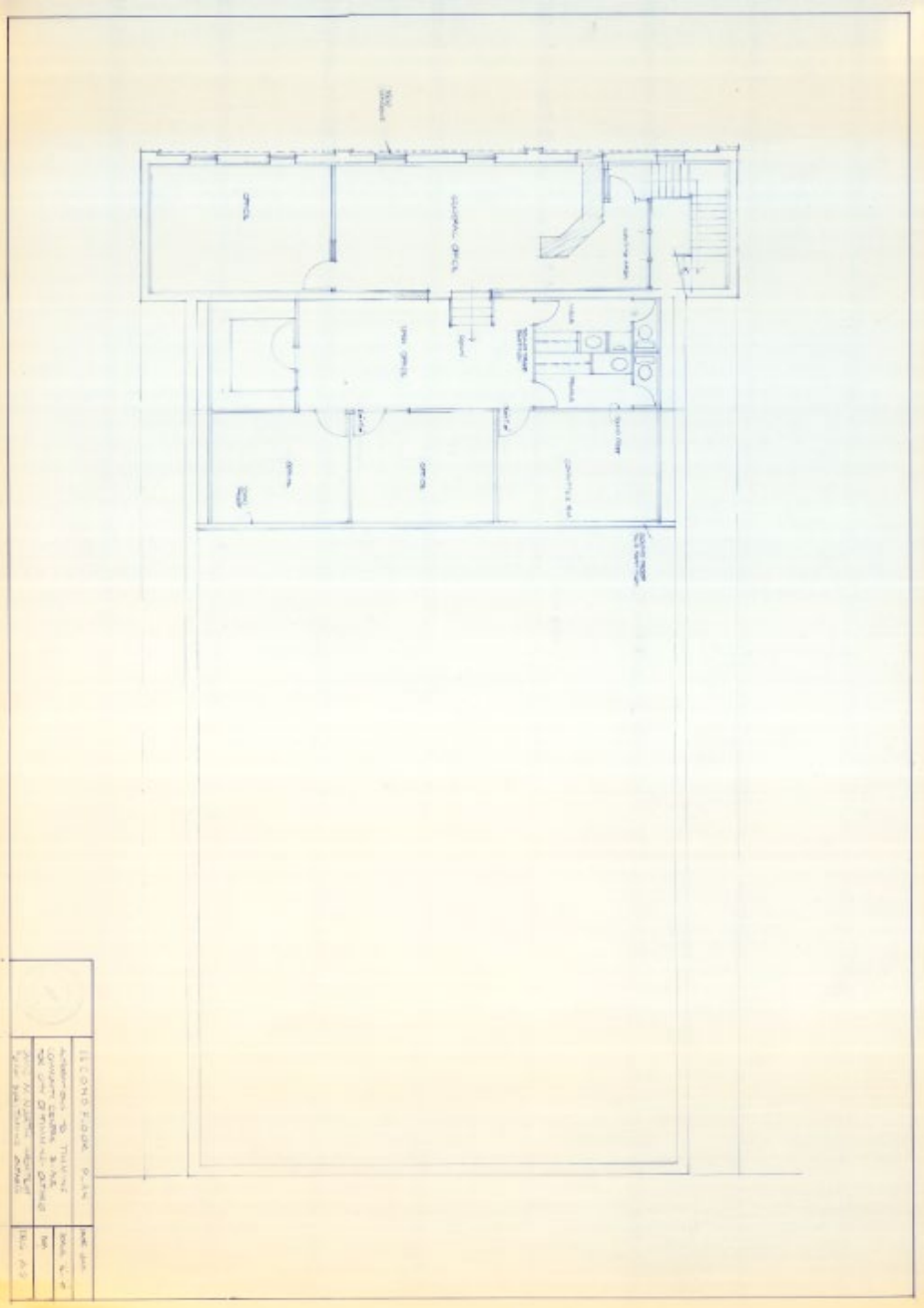
Existing Second Floor Plan (1983) - James Martin, Architect

MINUTES ITEM #b)

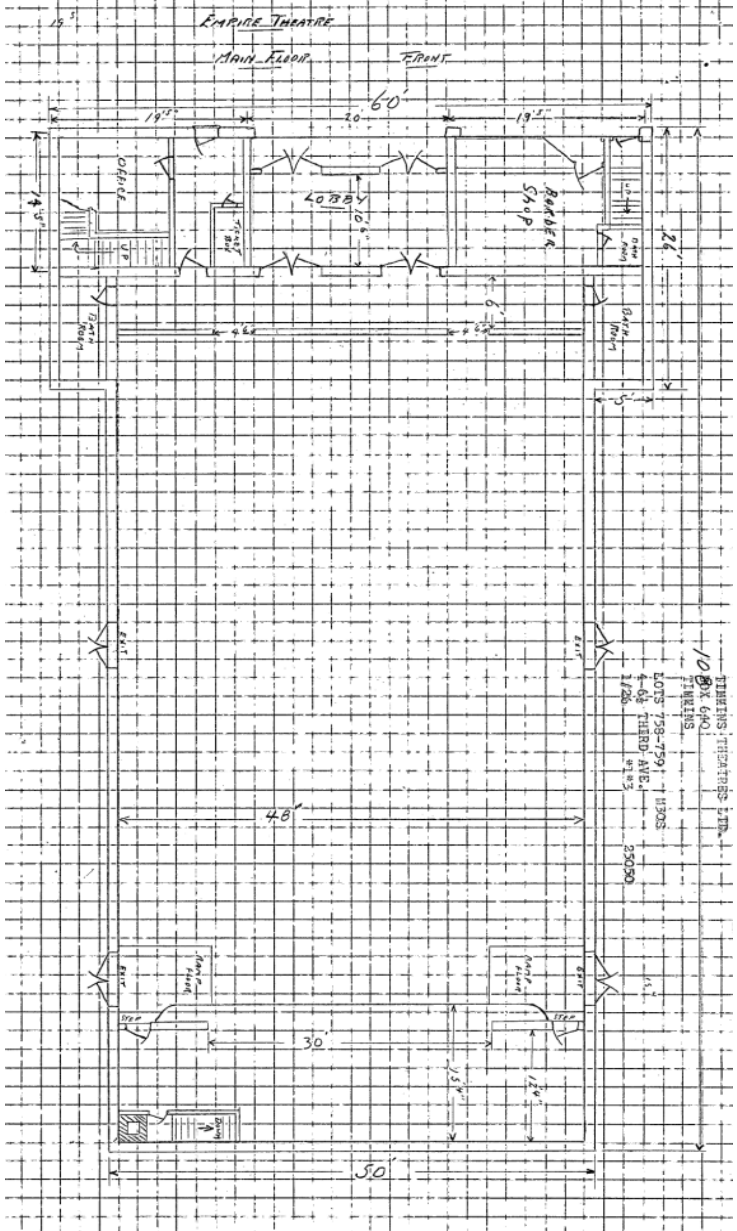


AGENDA ITEM #4.a)

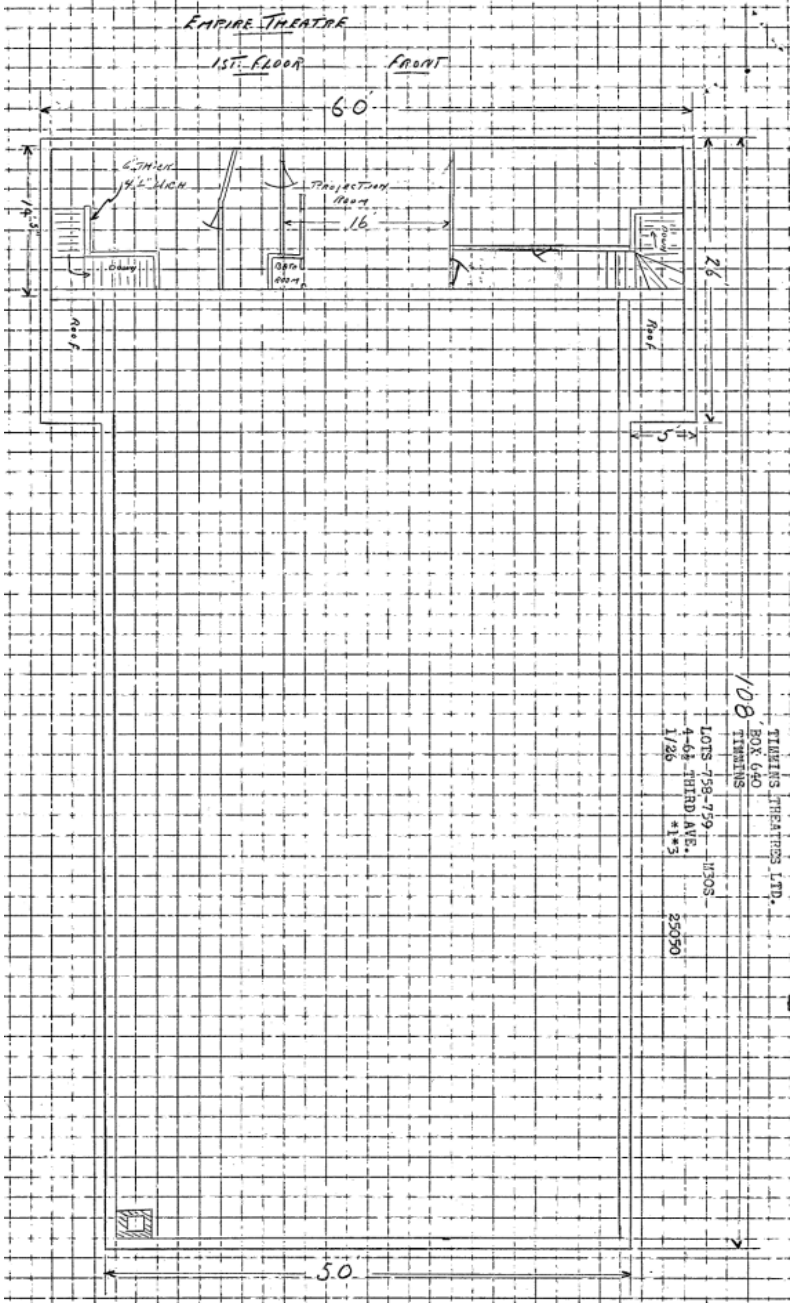
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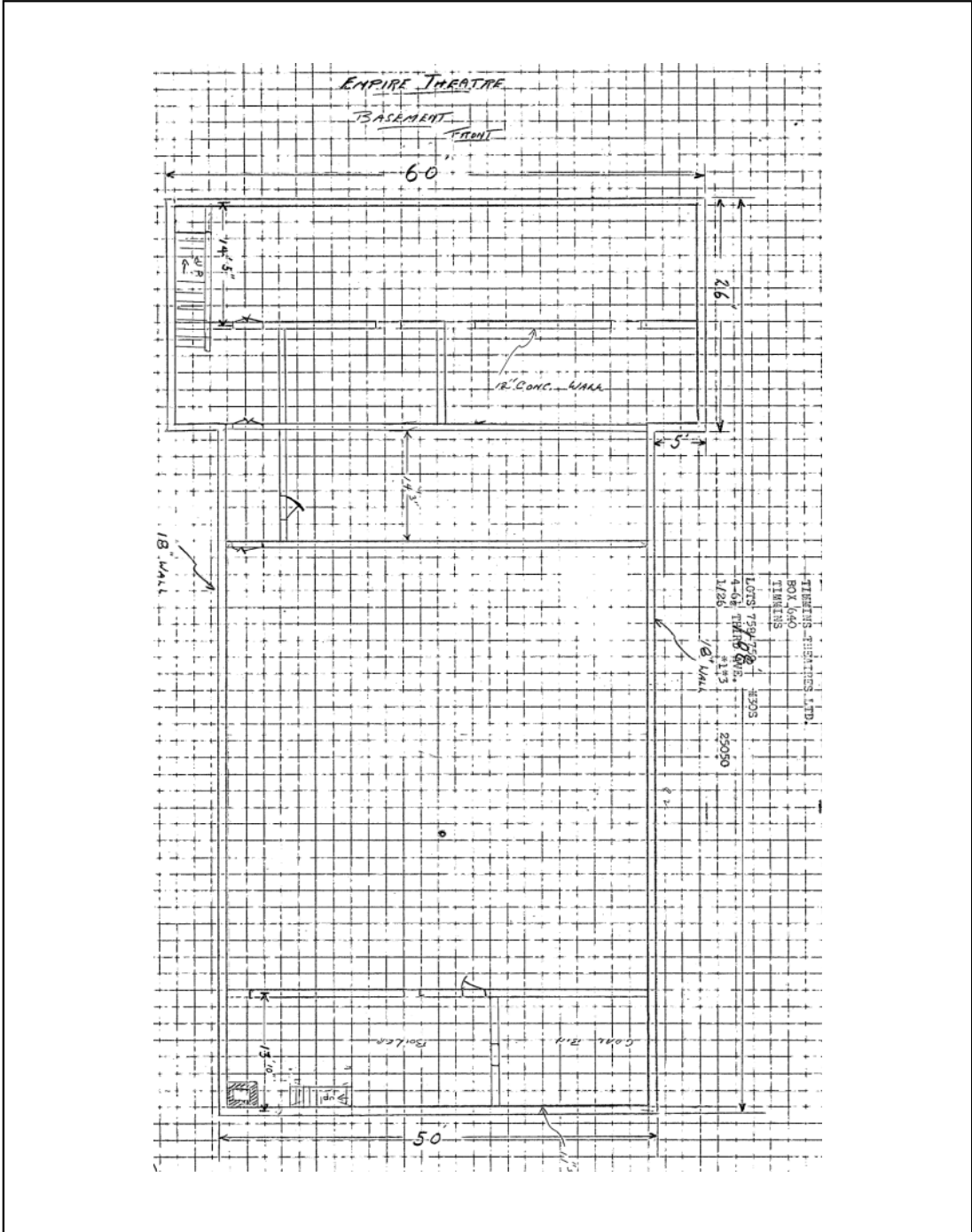
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MINUTES ITEM #b)



MINUTES ITEM #b)



MINUTES ITEM #b)



Downtown Timmins
85 Pine Street South, Suite 108,
Timmins, ON P4N 2K1
Tel. 705-264-8733
info@downtowntimmins.com
<http://www.downtowntimmins.com>

January 7, 2026

Letter of Support – Municipal Heritage Designation of the H. R. Beilek Building

Dear Mr. Landers

On behalf of the Downtown Timmins Business Improvement Area (BIA), we are pleased to provide this letter in strong support of the proposed municipal Heritage designation of the H. R. Beilek Building, historically known as the New Empire Theatre.

The H. R. Beilek Building occupies a site of exceptional cultural and historical significance to the City of Timmins. The original New Empire Theatre, constructed in 1916, was the first purpose-built movie theatre in the community and represented a major milestone in the social and cultural development of the young mining town. The current building, constructed in 1930 by Leo Mascioli and the Timmins Theatre Company on the same site, continued this legacy following the demolition of the original structure.

Throughout its history, the building has played a central role in Timmins' entertainment and cultural life. As a playhouse, movie theatre, and later a recreation and community facility, it has maintained a long-standing association with live performance, film, and public gathering. The building is closely linked to Leo Mascioli and the Timmins Theatre Company, both of whom were instrumental in establishing and sustaining local entertainment venues during the early and mid-20th century.

Architecturally, the building reflects its original function while demonstrating adaptability over time. It is composed of two distinct components: a two-storey front section, which historically accommodated offices on the second floor, and a larger double-height rear volume that originally housed the main theatre auditorium. This configuration clearly expresses the building's historic use and supports its cultural heritage value.

While alterations have occurred over the years, including the obscuring of the original brick façade by a metal and glass curtain wall, important interior heritage elements remain intact. Notably, original plaster ceiling decorations and the stage at the far end of the main hall survive, providing tangible connections to the building's historic role as a performance and entertainment venue.

MINUTES ITEM #b)

Today, the building continues to serve the community as the Timmins Senior Citizens Recreation Centre, reinforcing its long-standing function as a place of gathering, recreation, and social connection. This continuity of community use enhances the building's heritage value and demonstrates the importance of preserving such spaces within the downtown core.

The Downtown Timmins BIA recognizes the importance of protecting buildings that reflect the cultural history, social development, and identity of our city. Designating the H. R. Beilek Building under the Ontario Heritage Act would formally acknowledge its significance as Timmins' first dedicated movie theatre site and as a lasting centre for entertainment and community life.

We respectfully urge the City to support the municipal Heritage designation of the H. R. Beilek Building and thank you for the opportunity to provide our endorsement.

Sincerely,

Sherry McNeil

Sherry McNeil

President

Downtown Timmins Business Improvement Area (BIA)

McIntyre Community Building

“The Mac”

Fondly known as “The Mac,” the McIntyre Community Building has been a landmark in Timmins since its opening in January 1938. Built in 1937 by the McIntyre Porcupine Mines for its employees, the facility was modeled after Toronto’s Maple Leaf Gardens under the direction of J.P. Bickell, president and chairman of the mine and owner of the Toronto Maple Leafs.

Designed as more than an arena, the original complex included an ice rink with seating for 2,000 spectators, a separate figure skating rink, six sheets of curling ice, a gymnasium, a 500-seat auditorium, a bowling alley, and a restaurant that continues to operate today. The arena quickly became a centre of athletic excellence, serving as a training ground for hockey greats such as Bill Barilko and Frank Mahovlich, and hosting North America’s only summer skating school outside Salt Lake City, where world champion Barbara Ann Scott trained.

The heritage value of the McIntyre Community Building is expressed through its overall form, scale, and massing as a large early 20th-century community recreation complex; its arena design inspired by Toronto’s Maple Leaf Gardens; the original ice rink and spectator seating layout; dedicated curling, figure skating, and multi-purpose recreation spaces; the integrated auditorium and gymnasium; and the long-standing restaurant facility. The building’s continued use as a centre for sport and community gathering further reinforces its cultural heritage value to the City of Timmins.

Municipally managed since 1968, the McIntyre Community Building remains a vibrant hub of community life. Today, **it is home to the Timmins Rock of the Northern Ontario Junior Hockey League and the Timmins Curling Club** – both of which are continuing a legacy of sport, celebration, and community pride spanning more than eight decades.

(I am concerned with making reference to today’s main users – this can change. We could just state how today it houses the Timmins Sports Hall of Fame and continues as a legacy of sport, celebration, and community pride spanning more than eight decades)

Timmins City Hall (Municipal Building) *verify name*

Opened in June 1938, the Municipal Building was hailed as “one of the most modern municipal centres in Northern Ontario.” Designed to maximize natural light, no office required artificial lighting during the day. Built by Hill-Clark-Francis, the project relied on locally purchased materials and the skill and labour of men from the surrounding community.

The building originally housed municipal government and administration, with police services and jail cells in the basement. The main floor included the mayor’s office, council committee room, and departments such as engineering, tax collection, treasury, and waterworks. The upper level was home to the public library, council chambers,

courtroom, Children's Aid Society, and the Magistrate's office. The basement floor housed the police department including separate offices supplied for Chief Inspector and court clerk. The sergeant's desk included the switchboard for incoming patrol box calls and controls for the town's signal lights. A cell block was located opposite, while officers shared a large patrol room. The remaining space housed the relief department, health clinic, and boiler room.

In 2019, the building's historic significance was complemented by a staircase mural created by artist Mique Michelle as part of the Indigenous Teachings Murals Project.

Timmins City Hall's heritage value is expressed through its symmetrical Art Deco façade with strong horizontal lines; original sandstone detailing at the main entrance and exterior trim; red and black face-brick construction; and original vertical window openings. Interior heritage features include remnants of original mouldings, interior vaults, and terrazzo flooring, along with the exterior "Hotel de Ville" and "Town Hall" plaques.

Timmins Transit Terminal (formerly Temiskaming & Northern Ontario Railway Station Ontario-Northland Railway Station) - Verify name
Spruce Street South

Constructed in 1916, this single-storey brick building served as Timmins' primary passenger rail station for the Temiskaming and Northern Ontario Railway, later Ontario Northland. Built following advocacy by Timmins Council and the Board of Trade, it replaced an earlier station and supported expanded rail service essential to the Porcupine mining region and the growth of Timmins.

The cornerstone, laid on October 17, 1916 by H.M. Martin, General Superintendent of Construction, bears the name of Premier William H. Hearst and senior railway officials, reflecting the provincial significance of the station.

The railway played a critical role in the economic development of Northern Ontario, providing year-round access for workers and freight and supporting agriculture, forestry, and mineral exploration, including the discovery of gold and silver. Passenger rail service continued at this station until 1990.

The heritage value of the property is expressed through its overall massing, scale, and proportions typical of early 20th-century T. & N. O. railway stations; its prominent corner location at Spruce Street and Third Avenue; rectangular, single-storey brick construction on a concrete foundation; hip roof with deep overhanging eaves; decorative eaves brackets and detailing; and the original 1916 cornerstone referencing Premier William H. Hearst and T. & N. O. officials.

Purchased by the City of Timmins in 2010, the building was adaptively reused as the public transit terminal and remains an active transportation hub.

H.R. Bielek Building Senior Citizens Centre (verify name)

Former New Empire Theatre

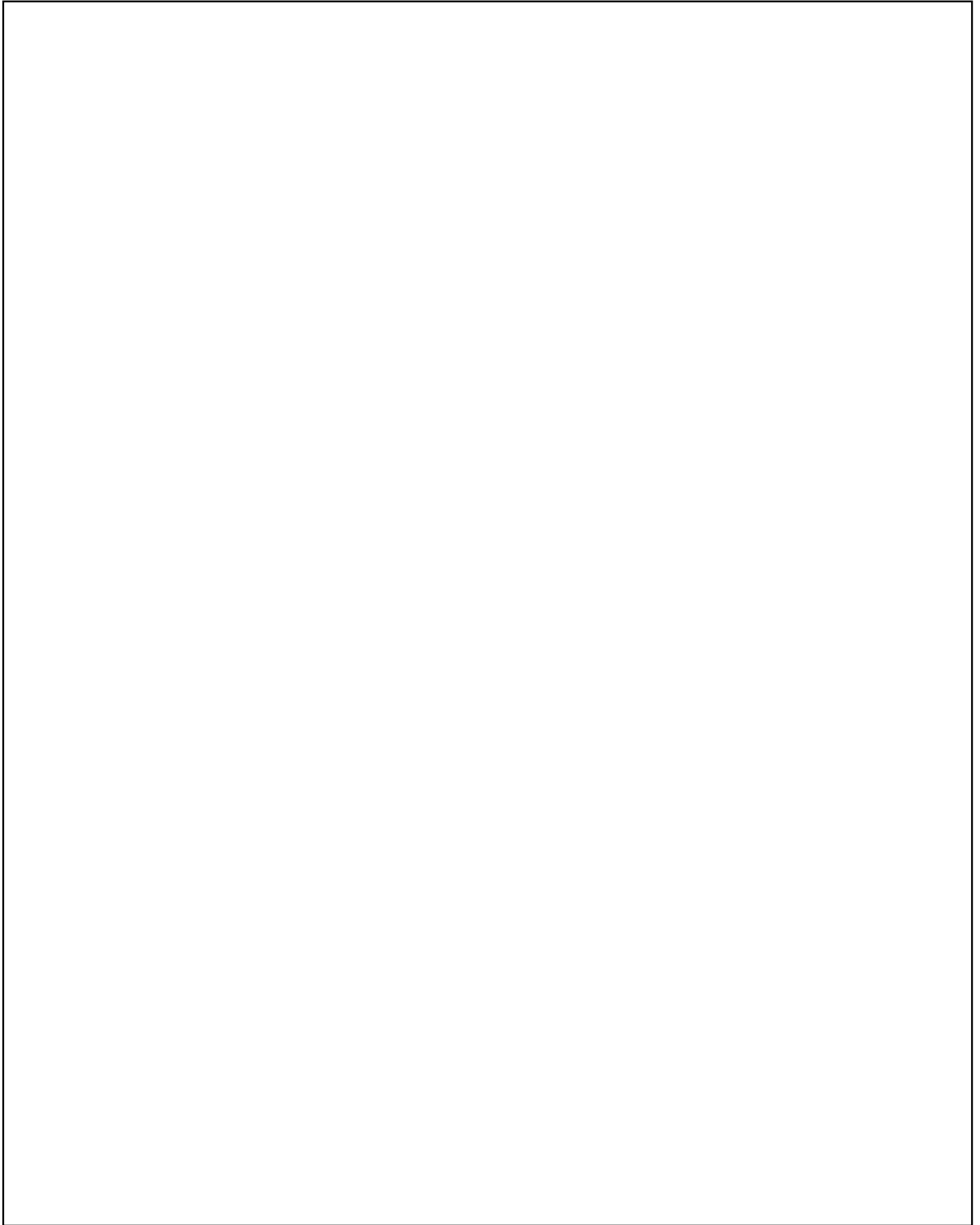
Located on the original site of the New Empire Theatre, the H.R. Bielek Building has played a central role in Timmins' cultural and community life for more than a century. The first New Empire Theatre opened here in 1916 as a live-performance playhouse, offering concerts, stage productions, and early film presentations.

In 1930, the original theatre was replaced with a modern, purpose-built sound motion picture house constructed by Leo Mascioli and the Timmins Theatre Company. Officially reopened on November 26, 1930 by Mayor George S. Drew, the New Empire Theatre was Timmins' first dedicated movie theatre. Proceeds from its opening screening were donated to St. Mary's Hospital and the District of Cochrane Children's Aid Society, reflecting its strong community ties.

The theatre was closely associated with Leo Mascioli and his partners, who were instrumental in shaping film exhibition and entertainment in Timmins. During its operation, the building adapted to evolving technology and community needs, including the introduction of talking pictures, exclusive French-language film screenings, and temporary use by St. Anthony's Church following the destruction of the parish church by fire in 1936.

The heritage value of the H.R. Bielek Building is expressed through its form, massing, and spatial organization characteristic of early 20th-century sound motion picture theatres, including the two-storey front section originally housing lobby and administrative functions and the large double-height rear volume designed for the auditorium and stage. Significant interior features include surviving original plaster ceiling and wall decorations in the main hall; decorative framing of the former stage area; remnant hand-coloured plaster detailing visible above the suspended ceiling; and original plaster finishes and decorative elements retained in the second-floor offices.

Over time, the building was repurposed as a community centre and recreation facility. Today, it continues to serve the public as the Timmins Senior Citizens Recreation Centre, maintaining its long-standing role as a gathering place for the community.





KEEP | FIX | REUSE

The huge potential of Ontario's older buildings for housing solutions

The Past
Our Present
Your Future

Heritage Helping Housing 2026
Proposed: **Heritage Building Grant for Housing**

Older buildings have inherent sustainability and provide economic, environmental and social benefits.

To support Ontario's housing objectives while advancing ACO's strategic goal to Keep | Fix | Reuse our heritage assets, the province should:

Create a new, application-based, matching grant program of \$10M/year to generate new housing. The grant program would incentivize owners to revitalize vacant or under-utilized heritage buildings to create new housing units.



*Top: Port Hope. Commercial building with upper floors converted to residential use.
Bottom: Kitchener. Former button factory converted to supportive housing units.*

Established 93 years ago in 1933, ACO is Ontario's leading non-governmental organization on built heritage and cultural heritage places.

Heritage Helping Housing 2026 Request

Create a new, application-based, matching grant program of \$10M/year, modelled on an existing Alberta program. The grant program would incentivize owners and smaller developers to **Keep | Fix | Reuse** heritage buildings to create new housing.

Benefits of a Heritage Building Grant for Housing

- Increased housing;
- Reuse of existing buildings, minimizing use of infrastructure, such as sewer and water;
- Rehabilitation of older buildings, which is generally less expensive, uses more local resources and creates more local jobs;
- Keeping older buildings helps a community remain visually richer and enhances identity while building its tourism brand and appeal;
- Alternative to the Ontario heritage property tax relief program, which has limited impact on developers and reduces municipal revenues;
- Simpler and more direct way for heritage building owners to fund renovations or conservation;
- Incentive for owners to work with their municipality to have their property recognized under the Ontario Heritage Act; and
- Alberta grant program has a simple application process that provides half the grant up front (both elements are popular with developers).

Developers' Perspective

Ontario developers surveyed by the National Trust for Canada in 2014 ranked a heritage revolving fund as their top incentive to encourage heritage development if:

- the grants are simple to apply for and to administer; and
- the fund is large enough to meet at least 33% of the demand (so that applicants have a reasonable chance of recovering the cost and effort of applying).¹

Heritage Helping Housing demonstrates that heritage properties can play a strong supporting role in addressing Ontario's housing crisis.

Click here for more information on the proposed program or contact Debra Crawford at president@acontario.ca.

¹ [Final Report -Financial Measures-2016 use this.pdf \(na'onltrustcanada.ca\)](#), p. 24.



ARCHITECTURAL CONSERVANCY ONTARIO

The Past
Our
Present
Your
Future

Heritage Helping Housing Building Grant

Pre-Budget Consultations: 2026 Budget

Standing Committee on Finance and Economic Affairs

Contact: Deb Crawford, Chair, ACO president@acontario.ca;
Dan Schneider, Chair, ACO Policy Committee danschneider@live.ca



KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

ACO is Ontario's leading non-governmental organization on built heritage and cultural heritage places.

Through education and advocacy, ACO encourages the conservation and reuse of structures and landscapes of architectural, historic, and cultural significance for the benefit and inspiration of Ontarians.

Our Goal: Keep, fix, and reuse older buildings and places.

We believe strong heritage protections are consistent and compatible with addressing Ontario's housing crisis, and we are requesting a new provincial grant that would demonstrate this.



KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

Top of mind concerns for Ontarians

- Housing prices/affordability
- Health care

Leger Poll, November 3, 2025



KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

Conservation of Ontario's Heritage

“Ontarians said that we must protect our environmentally sensitive areas, including the Greenbelt, cultural heritage assets and key employment and agricultural lands.”

More Homes, More Choice: Ontario's Housing Supply Action Plan – May 2019

“Protected heritage property, which may contain built heritage resources or cultural heritage landscapes, shall be conserved.”

Provincial Planning Statement 2024 – 4.6.1

“Identifying and protecting places in our communities that have cultural heritage value is an important part of planning for the future, and of helping to guide change while keeping the buildings, structures, and landscapes that give each of our communities its unique identity.”

Ministry of Citizenship and Multiculturalism, Ontario Heritage Toolkit, *Introduction to Designation*



KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

Properties of Significant Heritage Value in Ontario

- **Close to 8,000 individual properties, located all across Ontario, are designated under Part IV of the Ontario Heritage Act (OHA).**
- **Heritage Conservation Districts designated under Part V of the OHA contain over 30,000 properties.**
- **228 Ontario municipalities have enacted designation by-laws under the OHA.**



KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

How can heritage buildings help solve our housing crisis?

- **The repair and reuse of existing buildings** offers a faster, cheaper and more sustainable path to affordable housing.
- Heritage offers a powerful solution to the housing crisis by providing choices that are **affordable, equitable, sustainable and uniquely Canadian.**



Church to supportive housing at St. Mark's Place in Kitchener: Recipient of the ACO Paul Oberman Award for Adaptive Reuse, 2024



ARCHITECTURAL
CONSERVANCY
ONTARIO

KEEP | FIX | REUSE

The Past
Our
Present
Your
Future

How can heritage buildings help solve our housing crisis?

- **Delivering homes faster:** Many underutilized heritage buildings, including commercial buildings, government buildings, industrial sites, and schools can be re-purposed into housing. Adaptive reuse projects often reach occupancy faster than new builds.
- **Heritage housing is more affordable:** Adaptive re-use reduces project costs by as much as 16% by avoiding spending on demolition as well as reducing the use of new materials and streamlining permitting.
- **Repair and reuse is sustainable:** Many older buildings are built using local, renewable and durable materials like wood, stone and brick. These have a lower carbon footprint and greater longevity compared to new synthetic materials like concrete and steel. ***The greenest building is the one that already exists!***
- **Repair and reuse supports a stronger jobs market:** New construction spends typically 25-30% of its budget on labour; in adaptive reuse projects 60-75% is put toward local, skilled trades and craftspeople, reflecting many Canadians' desire for home-grown, Canada First, solutions to our housing needs.



***Former Grigg Hotel, now The Cornerstone, London
30 affordable apartments + programs and
employment for youth aged 16-25.***



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The Past
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Future

From the Developer's Perspective...

Ontario developers surveyed by the National Trust for Canada in 2014 ranked a heritage revolving fund as their top incentive to encourage heritage development IF:

- **The grants are simple to apply for and to administer; and**
- **The fund is large enough to meet at least 33% of the demand (so applicants are likely to recover the cost of applying).**

More recently, the Ontario Real Estate Association (November 2023) asked for provincial loan guarantees for affordable housing projects and purpose-built rentals, to help lower the cost of borrowing.



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ACO Proposes a New, Housing-focused “Heritage Helping Housing” Building Grant of \$10M/year

- **Simple application and administration (based on an existing program in Alberta).**
- **Encourages owners and developers to maintain and renovate heritage buildings.**
- **Pays 50% of costs (up to a cap) to building owners to renovate heritage buildings to create new housing units (e.g., on main streets above street-level retail space)**
- **50% of grant paid on approval, to address cost of borrowing.**

Note: Alberta’s 2023-24 program budget was slightly over \$1M with approximately 800 designated sites, as compared to Ontario’s 8,000 individual properties and over 30,000 properties in Heritage Conservation Districts.



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Eligibility and Administration

- **Site must be designated (or in the process of being designated) under Part IV of the OHA, or be a contributing property in a Heritage Conservation District (HCD) designated under Part V of the OHA.**
- **Proposed work must create new housing units, with matching grants capped at \$100,000 per housing unit created on a designated or contributing property as noted above.**
- **Proposed work must adhere to the federal Standards & Guidelines for the Conservation of Historic Places in Canada.**
- **As in the Alberta program, 50% of approved funding is provided at the start of construction, remainder upon completion.**



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Example 1. Kitchener: Former Mitchell Button Factory (built 1927; renovated 2025); now includes 44 supportive housing units. Designated. Photo: Kae Elgie





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Example 2. St. Marys. Former two-story shop (built 1904; renovated 2015); now one-story shop with three rental units on the second floor. Part of a designated HCD. Photo: Dan Schneider





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Example 3. Windsor. Former Canada Building (built c. 1930; renovated 2020); now two-bedroom condos on upper floors. Designated. Photo: Lynn Baker





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To summarize: ACO believes that the proposed HHH would help to address the housing crisis in Ontario.

It would:

- **be simple to administer;**
- **address access to capital issues that small developers are facing;**
- **reuse existing buildings, shortening time to market;**
- **keep more skilled jobs in Ontario; and**
- **maintain community identity and pride in smaller towns that are experiencing development pressure.**



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**Thank you for the opportunity
to meet with you.**

Questions?

Contact: Deb Crawford, Chair, ACO president@acontario.ca;
Dan Schneider, Chair, ACO Policy Committee danschneider@live.ca

Town of Collingwood Cultural Heritage Emergency Management Plan

May 2026



Collingwood Cultural Heritage Emergency Management Plan

Executive Summary

This *Cultural Heritage Emergency Management Plan* (CHEMP) provides the basis for preparing and implementing actions to manage cultural heritage resources before, during, and after an emergency or disaster. Research shows that proactive planning (risk preparedness) and use of mitigation measures can ensure swift and efficient response measures and ultimately reduce negative impacts on cultural heritage resources. It is important to note that in an emergency or disaster situation it is critical to **first** address life safety matters prior to conservation of cultural heritage resources.

This CHEMP provides recommendations for policy direction, updated Town procedures, actionable protocols for emergency scenarios, and advisory technical bulletins to guide the Town and property owners. This CHEMP is designed to respond to a variety of potential disaster or emergency situations and may be applied to manage disasters or emergencies that impact a single cultural heritage resource or multiple cultural heritage resources.

The recommended policies, procedures, protocols and technical bulletins are informed by detailed background research and consultation with the public, staff, and the Collingwood Heritage Committee. In addition, the Canadian Conservation Institute (CCI), a leading agency in Canada for conservation science, treatment and preventive conservation, has been engaged to advise on the development of this CHEMP.

The CHEMP includes the following:

CHEMP Section	Description
iii	Provides key terms and abbreviations used within the CHEMP.
1	Introduces the CHEMP.
2	Explains disaster risk management and emergency management and why it is important.
3	Outlines best practices for heritage conservation and disaster risk management: Best Practices
4	Outlines the policy framework and key documents applicable to emergency management and management of cultural heritage resources in the Town.
5	Identifies Ontario Heritage Act recognized cultural heritage resources within the Town.

Collingwood Cultural Heritage Emergency Management Plan

- | | |
|----------|---|
| 6 | Identifies common and potential hazards, risks and vulnerabilities that the Town should consider and plan for in relation to emergency management for cultural heritage resources. |
| 7 | Recommends new and updated policies, procedures, protocols and technical bulletins to inform and guide management of cultural heritage resources before, during, and after disasters and emergencies. |

Collingwood Cultural Heritage Emergency Management Plan

Key Terms & Abbreviations	Meaning Within This Plan
Disaster	<p>A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts. (Source: United Nations Office for Disaster Risk Reduction (UNDRR). 2017. The Sendai Framework Terminology on Disaster Risk Reduction. "Disaster". Accessed 8 April 2026. https://www.undrr.org/terminology/disaster.)</p>
Disaster Risk Management	<p>Disaster Risk Management is the application of disaster risk reduction policies and strategies to prevent new disaster risk, reduce existing disaster risk and manage residual risk, contributing to the strengthening of resilience and reduction of disaster losses. (Source: United Nations Office for Disaster Risk Reduction (UNDRR). 2017. The Sendai Framework Terminology on Disaster Risk Reduction. "Disaster Risk Management". Accessed 8 April 2026. https://www.undrr.org/terminology/disaster-risk-management.)</p>
Disaster Risk Reduction	<p>Disaster Risk Reduction is aimed at preventing new and reducing existing disaster risk and managing residual risk, all of which contribute to strengthening resilience and therefore to the achievement of sustainable development. Annotation: Disaster Risk Reduction is the policy objective of disaster risk management, and its goals and objectives are defined in Disaster Risk Reduction strategies and plans. (Source: United Nations Office for Disaster Risk Reduction (UNDRR). 2017. The Sendai Framework Terminology on Disaster Risk Reduction. "Disaster risk reduction". Accessed 8 April 2026. https://www.undrr.org/terminology/disaster-risk-reduction)</p>
Emergency	<p>A situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise.</p>

Collingwood Cultural Heritage Emergency Management Plan

(Source: *Emergency Management and Civil Protection Act* (R.S.O. 1990, Chapter E.9).

Emergency Management

Organized activities undertaken to prevent, mitigate, prepare for, respond to and recover from emergencies. (Source: *Emergency Management and Civil Protection Act* (R.S.O. 1990, Chapter E.9).

Hazard

Any source of potential damage, harm, or adverse health effects on something or someone.

Risk

The chance or probability of a hazard occurring.

Vulnerability

The conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards. (Source: United Nations Office for Disaster Risk Reduction (UNDRR). 2017. The Sendai Framework Terminology on Disaster Risk Reduction. "Vulnerability". Accessed 9 April 2026. [https://www.undrr.org/terminology/vulnerability.](https://www.undrr.org/terminology/vulnerability))

Collingwood Cultural Heritage Emergency Management Plan

Contents

Executive Summary..... i

Key Terms & Abbreviations iii

1. Introduction 1

2. What is Disaster Risk Management? 3

 2.1. Emergency Management & Process..... 5

 2.2. Disaster Risk Reduction..... 7

 2.3. Why Plan for Emergency Management and Disaster Risk Reduction 10

3. Heritage Conservation and Disaster Risk Management: Best Practices..... 15

 3.1. International Best Practices and Initiatives..... 17

 3.2. Nationally 29

 3.3. Provincially/Municipally 31

4. Existing Policy Framework in Collingwood 41

 4.1. County of Simcoe Emergency Response Plan (2024) 41

 4.2. County of Simcoe Archaeological Management Plan (2019)..... 41

 4.3. Town of Collingwood Official Plan (2024, Under Partial Appeal) 42

 4.4. Emergency Management Plan and Protocols 43

 4.5. By-law in Relation to Heritage Permits (#2022-037) 43

 4.6. Property Standards By-law (#2016-040)..... 44

 4.7. Collingwood Downtown Heritage Conservation District Plan (2008)..... 46

 4.8. Heritage Incentives 46

5. Cultural Heritage Resources in Collingwood..... 49

 5.1. Cultural Heritage Resources in Collingwood Today..... 49

6. Hazards, Risks, and Vulnerabilities in Collingwood..... 52

 6.1. Vulnerability 52

 6.2. Past Disasters & Emergencies in Collingwood 52

 6.3. Climate Risk and Vulnerability 59

 6.4. Hazards Identified in Collingwood..... 61

7. Recommendation 70

 7.1. CHEMP Implementation Recommendations..... 70

 7.2. Amendments to Existing Policy Documents and By-laws 81

Collingwood Cultural Heritage Emergency Management Plan

7.3. Financial Incentives96

7.4 Action Plan 102

8. Protocols and Technical Bulletins (Appendices) 106

8.1. Emergency Response Protocols and Technical Bulletins 106

9. Resources For Emergency Preparedness 109

9.1. International Resources 109

9.2. National Resources..... 109

9.3. Provincial Level..... 110

9.4. Disaster Risk and Resilience 111

10. Sources..... 112

11. Appendices 118

Appendix I – City of Hamilton Built Heritage Emergency Protocol..... 119

Appendix II – City of Kitchener Built Heritage Emergency Policy 120

Appendix III – Emergency Protocol for Discovery of Archaeological Resources 121

Appendix IV – Emergency Protocol for Discovery of Human Remains and Burials... 125

Appendix V – Technical Bulletin for Emergency Response Framework for Built Heritage Resources 129

Appendix VI – Technical Bulletin for Built Heritage and Cultural Heritage Landscapes Preparedness, Mitigation and Recovery 132

Appendix VII – Technical Bulletin for Protecting Cultural Heritage Resources Before a Protest..... 135

Appendix VIII – Technical Bulletin for Security and Cultural Heritage Resources 137

Appendix IX – Technical Bulletin for Salvage, Storage, and Documentation..... 139

Appendix X – Draft Site Visit By-law..... 142

Collingwood Cultural Heritage Emergency Management Plan

1. Introduction

The Town of Collingwood values cultural heritage resources, which include built heritage resources such as buildings and structures, cultural heritage landscapes such as the Collingwood Downtown Heritage Conservation District, and archaeological resources.

The Town proactively protects, commemorates and celebrates cultural heritage in Collingwood in a variety of ways. However, the Town of Collingwood, like almost every other municipality in Ontario, has limited guidance for the management and conservation of cultural heritage resources before, during and after an *emergency* or *disaster*.

It is mandatory for municipalities in Ontario to prepare Emergency Management Plans for their communities. Ultimately, emergency management planning aims to:

- reduce risk to lives;
- boost resilience; and,
- mitigate disasters before and after they occur.

To that end, Emergency Management Plans facilitate and guide the effective coordination of human and physical resources, services and activities. In addition, emergency management planning cannot be only reactive, it must also plan for preparedness. Proactive planning for *Emergency Management*, including mitigation and risk preparedness, has been shown to:

- reduce negative impacts and damage to communities;
- lead to efficient and coordinated responses in critical situations; and,
- boost community resilience.

More specific to cultural heritage, advanced planning, mitigation and risk preparedness can ensure that in the event of an emergency or disaster, negative impacts to cultural heritage resources are minimized or even prevented. This means that cultural heritage

WHAT ARE EMERGENCIES & DISASTERS?

Emergency

A situation or an impending situation that constitutes a danger of major proportions that could result in serious harm to persons or substantial damage to property and that is caused by the forces of nature, a disease or other health risk, an accident or an act whether intentional or otherwise (*Emergency Management and Civil Protection Act* (R.S.O. 1990, Chapter E.9).

Disaster

A serious disruption of the functioning of a community or a society at any scale due to hazardous events interacting with conditions of exposure, vulnerability and capacity, leading to one or more of the following: human, material, economic and environmental losses and impacts (Sendai Framework for Disaster Risk Reduction 2015-2030).

Collingwood Cultural Heritage Emergency Management Plan

resources can be better conserved and reduces negative economic impacts on property owners and the Town.

As defined in the *Emergency Management Act*, Emergency Management is a term used in Canada to describe “*the prevention and mitigation of, preparedness for, response to and recovery from emergencies.*” In the Province of Ontario, the *Emergency Management and Civil Protection Act* requires all municipalities to undertake emergency management programs (including emergency management plans) to be adopted by By-law. At the Federal level, the *Emergency Management Act* establishes requirements to be undertaken by Ministers, and this work is coordinated by Public Safety Canada. Internationally, particularly through the United Nations (UN) Office for Disaster Risk Reduction, *Disaster Risk Management* refers to plans that establish goals, objectives and actions for reducing disaster risks. Canada is a signatory to the Sendai Framework for Disaster Risk Reduction, which guides national approaches to disaster risk management. A key part of disaster risk management is Disaster Risk Reduction, which aims to:

- prevent new disaster risk;
- reduce existing disaster risk; and,
- manage residual risk to strengthen resilience and achieve sustainable development.

The following sections include information relevant to the development of a Collingwood-specific policy for the management of cultural heritage resources before, during and after an emergency or disaster.

Collingwood Cultural Heritage Emergency Management Plan

2. What is Disaster Risk Management?

Disaster Risk Management is an approach to identify, assess, and reduce natural and human-made risks and hazards to communities.

Disasters are understood to be serious disruptions to the functioning of a community at any scale. This is because hazardous events interact with conditions of exposure, vulnerability and capacity, leading to human, material, economic and environmental losses and impacts. The term emergency is sometimes used interchangeably with the term disaster but does not always result in the serious disruption of the functioning of a community or society.

In speaking about disasters, *risk* is the likelihood and the consequence of a *hazard* occurring. Risk refers to *vulnerability*, proximity or exposure to hazards, which affects the probability of adverse impacts. A hazard is any source of potential damage, harm or adverse health effects on someone or something (Figure 1).

TERMINOLOGY CHECK





The term “natural disaster” was commonly used to refer to catastrophic events. However, there is no such thing as a natural disaster.

Disasters can be the result of *natural hazards*, such as wildfires or earthquakes. A natural hazard only becomes a disaster when it impacts a community. A hazard can be natural, but disasters are not. Instead, the terms “hazard” (or natural hazard) and “disaster” are used.

The term natural disaster is no longer used. The term “natural disaster” implies that there is nothing that can be done to mitigate risk. However, it is possible to reduce the risk of natural hazards from becoming disasters through proactive preparation and mitigation actions.

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Figure 1 – Defining hazard, risk, and vulnerability

 HAZARD	<p>A hazard is any source of potential damage, harm, or adverse health effects on something or someone.</p>
 RISK	<p>A risk is the chance or probability of a hazard occurring.</p>
 VULNERABILITY	<p>Vulnerability refers to the conditions determined by physical, social, economic and environmental factors or processes which increase the susceptibility of an individual, a community, assets or systems to the impacts of hazards.</p>

Examples of hazards that may lead to a disaster include:

- **Meteorological:** hurricanes, tornadoes, heat-waves, lightning, fire;
- **Hydrological:** floods, flash-floods, tsunamis;
- **Geological:** volcanoes, earthquakes, mass movement (falls, slides, slumps);
- **Astrophysical:** meteorites;
- **Biological:** epidemics, pests;
- **Human-induced:** armed conflict, fire, pollution, infrastructure failure or collapse, civil unrest, terrorism; and,
- **Climate change:** increased storm frequency and severity, glacial lake outburst floods (GLOFs).¹

Disasters can vary by scale and onset and can include:

- **Small-scale disaster:** a type of disaster only affecting local communities which require assistance beyond the affected community.
- **Large-scale disaster:** a type of disaster affecting a society which requires national or international assistance.

¹ International Council for Science, 2007; World Meteorological Organization, 2018

Collingwood Cultural Heritage Emergency Management Plan

- **Frequent and infrequent disasters:** dependent on the probability of occurrence and the return period of a given hazard and its impacts. The impact of frequent disasters could be cumulative or become chronic for a community or a society.
- **A slow-onset disaster:** a disaster that emerges gradually over time. Slow-onset disasters could be associated with, e.g., drought, desertification, sea-level rise, epidemic disease.
- **A sudden-onset disaster:** a disaster triggered by a hazardous event that emerges quickly or unexpectedly. Sudden-onset disasters could be associated with, e.g., earthquake, volcanic eruption, flash flood, chemical explosion, critical infrastructure failure, transport accident.

2.1. Emergency Management & Process

To understand the full scope of Disaster Risk Management, it is necessary to outline some broader aspects of Emergency Management. At its core Emergency Management is fundamentally about saving lives and is intended to raise awareness of risks and make communities safer and more resilient. It can also help conserve the environment and protect property and the economy.

The responsibility for Emergency Management in Canada is shared by Federal, provincial and territorial governments and partners, including Indigenous Peoples, municipalities, communities and local citizens. However, local governments are often the first to respond to disasters in their communities. Emergency Management planning requires collaboration, coordination and integration to ensure that the actions and roles of each partner are clear and can be efficiently enacted.

In the past, Canada has focused on Emergency Management preparedness and response. However, prevention and mitigation are now recognized as integral to averting or mitigating disasters and/or reducing damage when an event occurs. Emergency Management includes four (4) key components (described in Table 1 and illustrated in Figure 2) that may be undertaken together or successively:

1. Prevention and mitigation;
2. Preparedness;
3. Response; and
4. Recovery.

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Table 1 - Emergency Management Components (Source: Public Safety Canada, 2017)

Area	Description
1. Prevention and Mitigation	To adapt to, eliminate or reduce the risks of disasters in order to protect lives, property, the environment, and reduce economic disruption. Prevention/mitigation includes structural mitigative measures (e.g., construction of floodways and dykes), non-structural mitigative measures (e.g., building codes, land-use planning, and insurance incentives). Prevention and mitigation may be considered independently or one may include the other.
2. Preparedness	To be ready to respond to a disaster and manage its consequences through measures taken prior to an event, for example emergency response plans, mutual assistance agreements, resource inventories and training, public awareness activities, equipment and exercise programs.
3. Response	To act during or immediately before or after a disaster to manage its consequences through, for example, emergency public communication, search and rescue, emergency medical assistance and evacuation to minimize suffering and losses associated with disasters.
4. Recovery	To repair or restore conditions to an acceptable level through measures taken after a disaster, for example return of evacuees, trauma counseling, reconstruction, economic impact studies and financial assistance. There is a strong relationship between long-term sustainable recovery and prevention and mitigation of future disasters. Recovery programs provide a valuable opportunity to develop and implement measures to strengthen resilience, including by building back better. Recovery efforts should be conducted with a view towards Disaster Risk Reduction.

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Figure 2 – The Disaster Risk Management Cycle (Source: United Nations, n.d.)



2.2. Disaster Risk Reduction

Disaster Risk Reduction is “a systematic, whole-of-society approach to identifying, assessing and analyzing the causal effects of disasters and reducing the risks and impacts of disaster based on risk assessments.”² This approach is based on the *Sendai Framework for Disaster Risk Reduction, 2015-2030* (the “Sendai Framework”). Canada has endorsed the Sendai Framework for Disaster Risk Reduction and Public Safety Canada is the federal department that implements it in Canada.

² Public Safety Canada, n.d. a

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The Sendai Framework is a roadmap for reducing disaster losses (Figure 3). It aims to align international efforts in Disaster Risk Reduction with greater focus on local actions and preventing new risks. It defines risks, which include natural, human-made and technological risks, but excludes conflict-related emergencies.

Priority actions to prevent new and reduce existing disaster risks in the Sendai Framework include the following (Table 2):

Table 2 – Priority Actions in the Sendai Framework

Priority	Explanation
Priority 1 Understanding disaster risk	Disaster risk management should be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment. Such knowledge can be used for risk assessment, prevention, mitigation, preparedness and response.
Priority 2 Strengthening disaster risk governance to manage disaster risk	Disaster risk governance at the national, regional and global levels is very important for prevention, mitigation, preparedness, response, recovery, and rehabilitation. It fosters collaboration and partnership.
Priority 3 Investing in disaster risk reduction for resilience	Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment.
Priority 4 Enhancing disaster preparedness for effective response and to “Build Back Better” in recovery, rehabilitation and reconstruction	The growth of disaster risk means there is a need to strengthen disaster preparedness for response, take action in anticipation of events, and ensure capacities are in place for effective response and recovery at all levels. The recovery, rehabilitation and reconstruction phase is a critical opportunity to build back better, including through integrating Disaster Risk Reduction into development measures.

Collingwood Cultural Heritage Emergency Management Plan

Figure 3 - Chart of the Sendai Framework for Disaster Risk Reduction (Source: UNISDR, 2015)

**Chart of the Sendai Framework for Disaster Risk Reduction
2015-2030**

Scope and purpose

The present framework will apply to the risk of small-scale and large-scale, frequent and infrequent, sudden and slow-onset disasters, caused by natural or manmade hazards as well as related environmental, technological and biological hazards and risks.
It aims to guide the multi-hazard management of disaster risk in development at all levels as well as within and across all sectors

Expected outcome

The substantial reduction of disaster risk and losses in lives, livelihoods and health and in the economic, physical, social, cultural and environmental assets of persons, businesses, communities and countries

Goal

Prevent new and reduce existing disaster risk through the implementation of integrated and inclusive economic, structural, legal, social, health, cultural, educational, environmental, technological, political and institutional measures that prevent and reduce hazard exposure and vulnerability to disaster, increase preparedness for response and recovery, and thus strengthen resilience

Targets

Substantially reduce global disaster mortality by 2030, aiming to lower average per 100,000 global mortality between 2020-2030 compared to 2005-2015	Substantially reduce the number of affected people globally by 2030, aiming to lower the average global figure per 100,000 compared to 2005-2015	Reduce direct disaster economic loss in relation to global gross domestic product (GDP) by 2030	Substantially reduce disaster damage to critical infrastructure and disruption of basic services, among them health and educational facilities, including through developing their resilience by 2030	Substantially increase the number of countries with national and local disaster risk reduction strategies by 2020	Substantially enhance international cooperation to developing countries through adequate and sustainable support to complement their national actions for implementation of this framework by 2030	Substantially increase the availability of and access to multi-hazard early warning systems and disaster risk information and assessments to people by 2030
--	--	---	---	---	--	---

Priorities for Action

There is a need for focused action within and across sectors by States at local, national, regional and global levels in the following four priority areas.

<p>Priority 1 Understanding disaster risk</p> <p>Disaster risk management needs to be based on an understanding of disaster risk in all its dimensions of vulnerability, capacity, exposure of persons and assets, hazard characteristics and the environment</p>	<p>Priority 2 Strengthening disaster risk governance to manage disaster risk</p> <p>Disaster risk governance at the national, regional and global levels is vital to the management of disaster risk reduction in all sectors and ensuring the coherence of national and local frameworks of laws, regulations and public policies that, by defining roles and responsibilities, guide, encourage and incentivize the public and private sectors to take action and address disaster risk</p>	<p>Priority 3 Investing in disaster risk reduction for resilience</p> <p>Public and private investment in disaster risk prevention and reduction through structural and non-structural measures are essential to enhance the economic, social, health and cultural resilience of persons, communities, countries and their assets, as well as the environment. These can be drivers of innovation, growth and job creation. Such measures are cost-effective and instrumental to save lives, prevent and reduce losses and ensure effective recovery and rehabilitation</p>	<p>Priority 4 Enhancing disaster preparedness for effective response, and to «Build Back Better» in recovery, rehabilitation and reconstruction</p> <p>Experience indicates that disaster preparedness needs to be strengthened for more effective response and ensure capacities are in place for effective recovery. Disasters have also demonstrated that the recovery, rehabilitation and reconstruction phase, which needs to be prepared ahead of the disaster, is an opportunity to «Build Back Better» through integrating disaster risk reduction measures. Women and persons with disabilities should publicly lead and promote gender-equitable and universally accessible approaches during the response and reconstruction phases</p>
--	--	--	---

Guiding Principles

Primary responsibility of States to prevent and reduce disaster risk, including through cooperation	Shared responsibility between central Government and national authorities, sectors and stakeholders as appropriate to national circumstances	Protection of persons and their assets while promoting and protecting all human rights including the right to development	Engagement from all of society	Full engagement of all State institutions of an executive and legislative nature at national and local levels	Empowerment of local authorities and communities through resources, incentives and decision-making responsibilities as appropriate	Decision-making to be inclusive and risk-informed while using a multi-hazard approach
Coherence of disaster risk reduction and sustainable development policies, plans, practices and mechanisms, across different sectors	Accounting of local and specific characteristics of disaster risks when determining measures to reduce risk	Addressing underlying risk factors cost-effectively through investment versus relying primarily on post-disaster response and recovery	«Build Back Better» for preventing the creation of, and reducing existing, disaster risk	The quality of global partnership and international cooperation to be effective, meaningful and strong	Support from developed countries and partners to developing countries to be tailored according to needs and priorities as identified by them	

www.preventionweb.net/go/sdrr
www.unisdr.org
isdr@un.org



Collingwood Cultural Heritage Emergency Management Plan

2.3. Why Plan for Emergency Management and Disaster Risk Reduction

Emergency Management means communities have a greater awareness of risks and hazards in a community, can take preventative action, and can better prepare to respond to disasters.

Internationally, there is also growing recognition that climate change impacts are leading to greater disaster risks. The impacts of climate change are already being felt across Canada increasing the frequency and intensity of hazards such as floods, wildfires, drought, extreme heat, tropical storms, melting permafrost, coastal erosion, and, in Northern Canada, damage to seasonal ice roads. These hazards pose significant risks to communities, individual health and well-being, the economy, and the natural environment. Disasters can be traumatic for communities and can have significant economic implications with the costs for recovery afterward. It is, after all, more economical to mitigate or minimize impacts of climate change by reducing risk.

Climate Change Impacts

Canada's densification and development in urban areas currently exposed to significant flood hazard is a major driver of flood risk.³ Although flooding can have devastating impacts on small communities, the risk is more concentrated in large urban centres with higher population densities, which are the fastest growing areas in the country and home to more than 70% of Canada's population.⁴ Many Canadian cities are built on or near floodplains, and more than 6.5 million Canadians live along coastlines.⁵ The growing exposure to sources of flood risk contributes to the increasing frequency and economic consequences of flood events. Recent trends in the key drivers of Canada's flood risk – climate change, growing population, increasing housing, infrastructure development, and asset concentration in flood-prone areas – are exacerbating both the flood hazard, as well as increasing Canada's exposure and vulnerability to flooding.⁶

Reducing risk, particularly through more mitigation and prevention actions has been proven more economical than the cost of response and rebuilding. Canada supports a whole-of-society approach to Disaster Risk Reduction.⁷

³ Golnaraghi et al., 2020

⁴ Statistics Canada, 2022

⁵ Golnaraghi et al., 2020

⁶ Canada's Task Force on Flood Insurance and Relocation, 2022

⁷ Public Safety Canada, n.d. b

Collingwood Cultural Heritage Emergency Management Plan

DID YOU KNOW:



In 2020, the Government of Canada created the Task Force on Flood Insurance and Relocation with the mandate to explore solutions for low-cost flood insurance for residents of high-risk areas and consider strategic relocation in areas at the highest risk of recurrent flooding. This interdisciplinary taskforce brought together experts from across the country in both the public and private sectors.

The Task Force's report, *Adapting to Rising Flood Risk: An Analysis of Insurance solutions for Canadians* (August 2022),⁸ provides a common understanding of the evidence and information required to implement viable arrangements for a national approach to flood insurance, with special considerations for potential strategic relocation of those at most extreme risk.

It is important to consider that the impacts of disasters are not uniform across society, and that different variables can intersect and contribute to the level of risk facing vulnerable populations (e.g., gender, age, disability, socioeconomic conditions).



The concept of **resilience** is defined in the Emergency Management Framework as:
*“the capacity of a system, community or society to adapt to disturbances resulting from hazards by persevering, recuperating or changing to reach and maintain an acceptable level of functioning.”*⁹

Resilient capacity is built through a process of empowering citizens, responders, organizations, communities, governments, systems and society to share the responsibility to keep hazards from becoming disasters (Figure 4). Resilience minimizes vulnerability or susceptibility by creating or strengthening social and physical capacity in the human and built environment to cope with, adapt to, respond to, and recover and learn from disasters. There are two (2) key facets to this definition. First, resilience refers to the dynamic quality of a system, the whole system, rather than the sum of its individual parts. Second, resilience is a *strengths-based* construct, focusing on capacities, assets, capabilities and aptitudes, and how these can be proactively mobilized and/or enhanced to reduce vulnerability and risk.

⁸ Canada's Task Force on Flood Insurance and Relocation, 2022

⁹ Public Safety Canada, 2019

Collingwood Cultural Heritage Emergency Management Plan

Figure 4 - Community engagement session in Collingwood for the development of the Town's Cultural Heritage Emergency Management Plan on February 25, 2026 (Source: NPG 2026)



While the concept of community resilience can seem abstract, the following table illustrates the key aspects of resilient communities (Table 3).¹⁰

¹⁰ Cabinet Office, 2011; Edwards, 2009; Federal Emergency Management Agency, 2011

Collingwood Cultural Heritage Emergency Management Plan

Table 3 – Key aspects of resilient communities

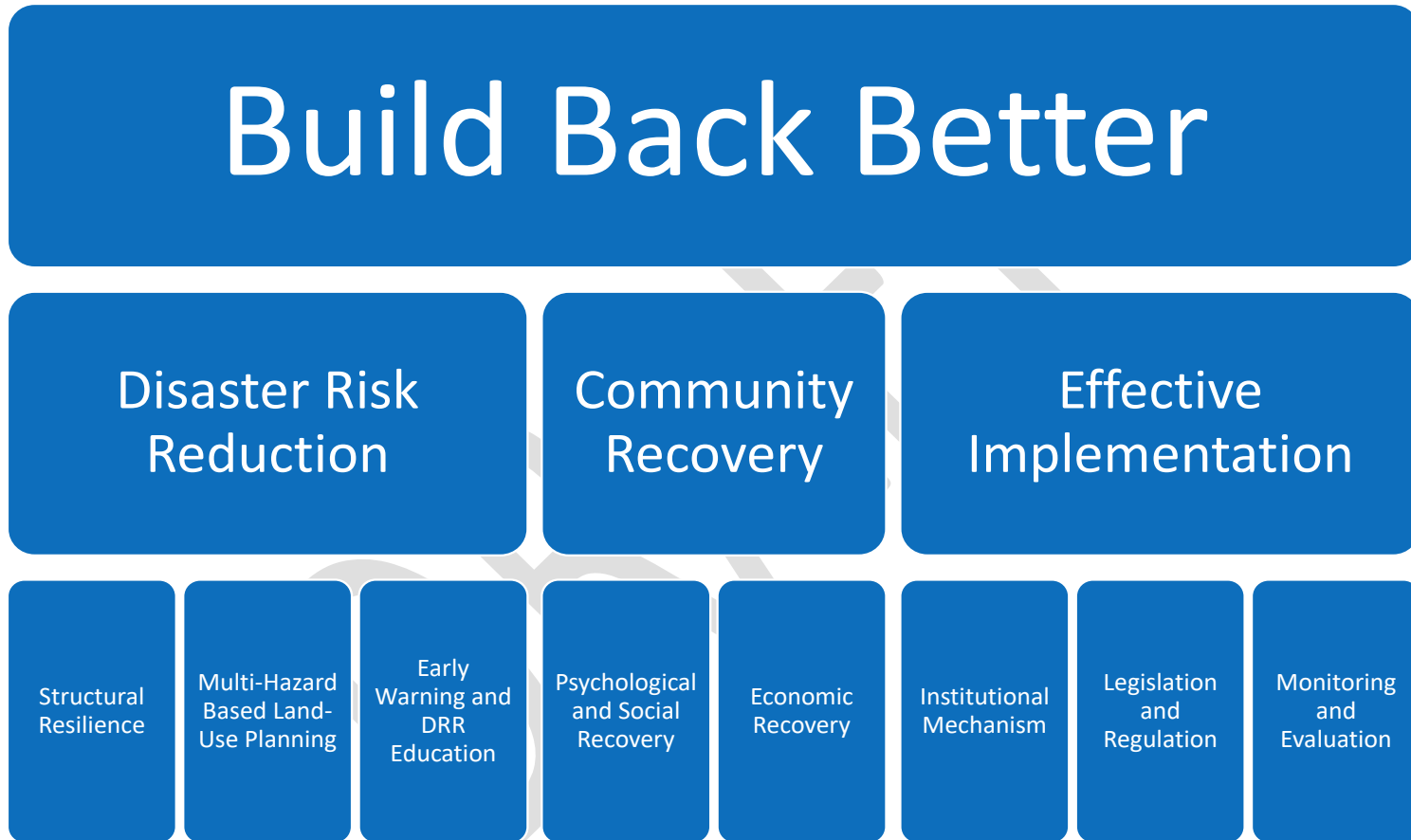
Members of Resilient Communities...	
are EMPOWERED	to use their existing skills, knowledge and resources to prevent/mitigate, prepare for, respond to and recover from disasters. They are able to adapt their everyday skills and use them in extraordinary circumstances.
are EDUCATED	on the risks that may affect them. They understand the links between risks assessed at federal, provincial and territorial levels and those that exist in their communities; and how this might affect their lives, businesses and the local environment.
are ENGAGED	in all aspects of community life, adopting a long-term, holistic and community reflective perspective, influencing and making decisions that address the needs of their whole community. They take proactive steps today to help reduce risks tomorrow.
ENCOURAGE	trusted champions to communicate the benefits of resilience to the wider community and influence others to get, or stay, involved. These champions help strengthen the relationships and bonds already working well in the community.

As stated, the most effective Emergency Management activities are proactive prevention and/or mitigation measures that are used to eliminate, reduce or adapt to risks. These activities include structural mitigation measures (e.g., construction of floodways and dykes) and non-structural mitigation measures (e.g., building codes, land-use planning, and insurance incentives).¹¹

This approach has been augmented by recent research that recommends prioritizing the principles of “Building Back Better.” Essentially the Building Back Better approach examines how, in a post-disaster scenario, to improve communities so that they are not only rehabilitated but also enhanced to support community resilience through holistic approaches that include supports for physiological, social and economic recovery. It recognizes that many rebuilding approaches often recreate preexisting vulnerabilities. Ultimately, Building Back Better recognizes that restoration is often a complex and time-consuming activity that involves many components (Figure 5).

¹¹ Public Safety Canada, 2019

Figure 5 – Building Back Better Model (Adapted from Neeraj et al., 2021)



3. Heritage Conservation and Disaster Risk Management: Best Practices

While Emergency Management has been a consideration globally for many years, Emergency Management planning for cultural heritage has generally lagged. This is due to a variety of factors, including the perception that cultural heritage is a “liability” during a disaster, and that saving lives and economic resilience should be the focus.¹²

However, past events and research have shown that cultural heritage can be used to support these efforts and aid in recovery. Cultural heritage resources can provide psychological support to affected communities, bolstering resilience. Cultural heritage resources also provide communities with a sense of identity and a sense of place; it is important to recognize that disaster and emergency events that affect these resources can have significant negative effects on a community.

In fact, the importance of protecting of cultural heritage during times of conflict, emergency, and disaster has a long history, and is reflected in some of the earliest works in international law. The following discussion outlines some of the historical and contemporary events and documents informing current best practices, and which will be used to inform the recommendations of the Collingwood Cultural Heritage Emergency Management Plan.

Following the First World War, the inter-American *Treaty on Protection of Artistic and Scientific Institutions and Historic Monuments*, more commonly known as the *Roerich* or *Washington Pact*, was signed in Washington in 1935. This treaty, along with provisions of the 1899 and 1907 Hague Conventions, were among the first to specifically identify the need to protect cultural heritage during times of conflict. The Roerich Pact was also the first to develop a specific marker for such sites (known as the Banner of Peace). These treaties would serve as precursors of the 1954 *Hague Convention for the Protection of Cultural Property in the Event of Armed Conflict*. The League of Nations, in advance of the Second World War, also issued a guidebook under the auspices of the International Institute for Intellectual Cooperation. This book contained specific guidance on how to protect monuments and art during times of conflict, representing one of the first risk management guides for cultural heritage (Figure 6).¹³ During the Second World War, in 1943, the Monuments, Fine Arts, and Archives Section Unit, more commonly referred to as the Monuments Men, was established to help protect historic monuments and other types of cultural heritage resources (including art and books). This unit, which never numbered more than several hundred, included commissioned military officers and soldiers who accompanied military units in both Europe and the Pacific theatres of war. This unit would later serve as the inspiration of the 2014 movie *The Monuments Men*.

¹² UNESCO 2010.

¹³ This publication, unfortunately, was not published in English.

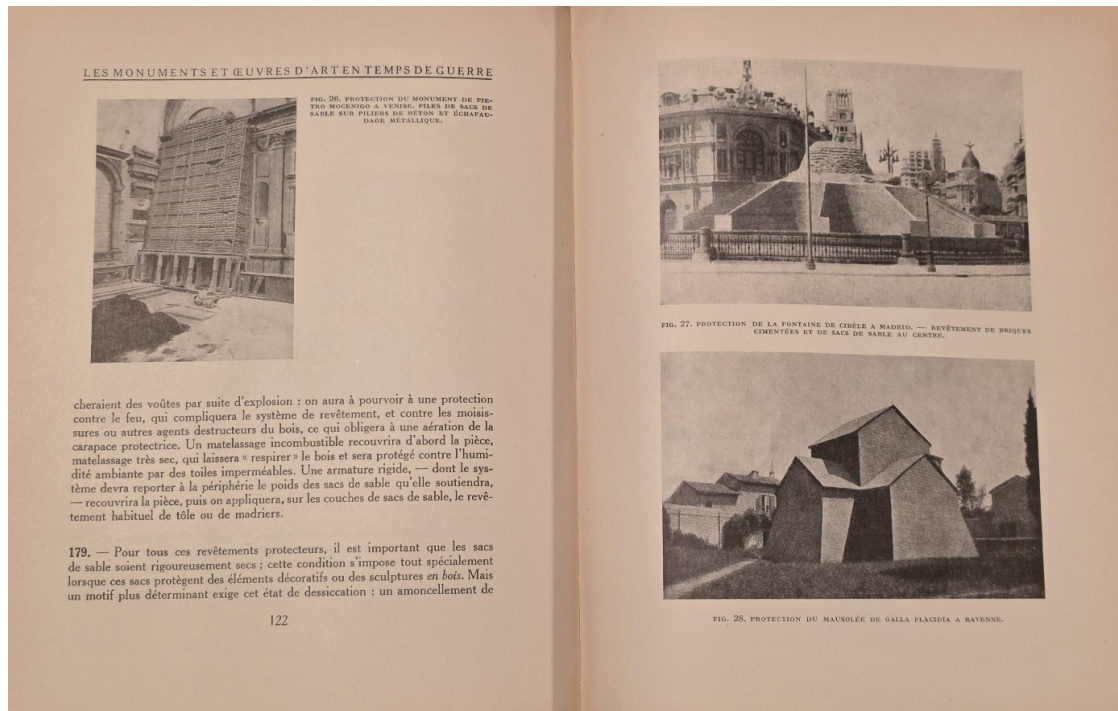
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However, Emergency Management for cultural heritage resources was not just shaped by past military conflicts. 21 years following the end of the Second World War, the 1966 flooding of the Arno River in Florence highlighted the need for new techniques and approaches for emergency recovery of both historic artifacts and buildings. The city was caught unprepared for this flood, and the impact was devastating (Figure 7):

- 32 dead in Florence;
- An estimated 600,000 tons of mud, sewage and rubble;
- 15,000 wrecked cars;
- 5,000 homeless families; and,
- 6,000 shops out of business

There was significant damage to both movable cultural heritage resources (including art works, manuscripts, and books) as well as to historic structures. To this day, conservation work is still ongoing. The flood nevertheless serves as a catalyst in the heritage conservation field as it led to widespread recognition of the need for specialized techniques and training, many of which are reflected in best practices today.

Figure 6 - Images showing how to protect monuments during conflict, from the 1939 publication *La Protection des Monuments et Oeuvres D'Art en Temps de Guerre: Manuel Technique et Juridique* (Source: International Institute of Intellectual Cooperation/League of Nations)



Collingwood Cultural Heritage Emergency Plan

Figure 7 - The interior of the basilica of Santa Croce during the 1966 flood in Florence (Source: Mondadori Portfolio/Mondadori via Getty Images, 1966)



3.1. International Best Practices and Initiatives

At the international level, there have been several major works and initiatives highlighting the importance of Emergency Management for cultural heritage, particularly over the last 30 years.

1996 saw the establishment of Blue Shield, formerly known the International Committee of the Blue Shield (ICBS). Blue Shield is an international apolitical organization with a mandate to help protect the world's cultural heritage from threats such as armed conflict and disasters. Drawing its name from the Blue Shield symbol used to identify important cultural heritage resources protected by the 1954 Hague Convention, Blue Shield is comprised of national committees from around the world. These committees regularly work with national militaries, civil defense organizations, and disaster recovery efforts. The mission of the organization includes the following:

- *The Association is committed to the protection of the world's cultural property, and is concerned with the protection of cultural and natural heritage, tangible and intangible, in the event of armed conflict, natural- or human-made disaster.*

Collingwood Cultural Heritage Emergency Plan

- *The Association, based on the Strasbourg Charter adopted in 2001 by ICBS, respects the principles of joint action, independence, neutrality, professionalism, respect for cultural identity and diversity.*
- *The Association promotes the ratification and implementation of, and respect for, the Hague Convention and its protocols; raises awareness of the importance of protecting cultural property and heritage in emergency situations; promotes and provides relevant training; promotes community engagement with and participation in protecting cultural property; and encourages co-operation with, and between, other relevant entities involved in disasters.*

Canada is currently in the process of developing its own national committee of the Blue Shield which will be focused on addressing periods of conflict as well as Emergency Management and disaster reduction/response.

Blue Shield was followed by the establishment of the International Foundation for Cultural Property Protection in 1999. Although more focused on the training of security personnel and leaders of museums and historic sites, it also integrates the principles of Emergency Management into its objectives. Specifically, the mission of International Foundation for Cultural Property Protection is to:

- *Provide a consistent source of information & education for persons responsible for the protection of cultural properties;*
- *Develop & maintain professional standards & ethical guidelines for the performance of protection related services;*
- *Conduct regional training programs, seminars, and workshops that enable practitioners at every level to participate;*
- *Offer global certification for persons responsible for the protection of cultural institutions;*
- *Facilitate the sharing of professional publications, educational material, resources and training; and,*
- *Advocate, recognize and advance the achievements of those leading the protection of cultural properties.*

At the same time as the establishment of these organizations, and referencing many of the principles of Blue Shield, Herb Stovel's *Risk Preparedness: A Management Manual for World Cultural Heritage* was published in 1998 under the auspices of International Centre for the Study of the Preservation and Restoration of Cultural Property (ICCROM). This manual was one of the first to take a comprehensive approach and highlighted the importance of thinking differently about Emergency Management for cultural heritage resources:

Collingwood Cultural Heritage Emergency Plan

We respond to tragedy when it occurs; we respond with energy, compassion and visceral frustration in the face of immediate need, but we are reluctant to extend our capacity from event-specific response to embrace larger processes for which we bear responsibility. We are reluctant to commit resources seriously to improve preparation; not just for earthquakes in Assisi or Kobe, not just for hurricanes in Savannah, but for risks of all kinds, in relation to all forms of cultural heritage. Embracing this larger perspective demands a fundamental re-think of the essence of the conservation approach developed for our built heritage, a conservation approach developed globally over the last two centuries.¹⁴

Stovel highlighted the growing recognition by emergency professionals of cultural heritage protection, as well as the need for cultural heritage professionals to recognize that potential negative impacts may need to be accepted. He also noted that a risk management approach could help to conserve cultural heritage resources by positioning these resources as part of holistic management while helping to promote a wider acceptance of the importance these resources serve in communities. Ultimately, he recognized that by understanding cultural heritage as something that is at risk, it can help with proactive decision-making:

Cultural heritage is always at risk. It is at risk from the depredations of war. It is at risk in the face of nature's occasional eruptions and irruptions. It is at risk from political and economic pressures. It is at risk from the daily forces of slow decay, attrition and neglect. It is even at risk from the hand of the over-zealous conservator. If the cultural heritage community begins its dialogue based on this premise, then it will be able to make bridges not only to those responsible for planning for disasters, but also to ordinary people whose own vigilance must be stimulated, whose own courage in the face of disaster must be supported.¹⁵

Stovel identified ten (10) principles that should be applied to cultural heritage disaster and risk management:

- *The key to effective protection of cultural heritage is advance planning and preparation.*
- *Advance planning for cultural heritage properties should be conceived in terms of the whole property, and provide integrated concern for its buildings, structures, and their associated contents and landscapes.*
- *Advance planning for the protection of cultural heritage against disasters should integrate relevant heritage considerations within a property's overall disaster prevention strategy.*
- *Preparedness requirements should be met in heritage buildings by means which will have least impact on heritage values.*

¹⁴ Stovel, 1998, p.1

¹⁵ Stovel, 1998, p.17

Collingwood Cultural Heritage Emergency Plan

- *Heritage properties, their significant attributes and the disaster-response history of the property should be clearly documented as a basis for appropriate disaster planning, response, and recovery.*
- *Maintenance programs for historic properties should integrate a cultural-heritage-at-risk perspective.*
- *Property occupants and users should be directly involved in the development of emergency-response plans.*
- *Securing heritage features should be a high priority during emergencies.*
- *Following a disaster, every effort should be made to ensure the retention and repair of structures and features that have suffered damage and loss.*
- *Conservation principles should be integrated where appropriate in all phases of disaster planning, response, and recovery.¹⁶*

Another groundbreaking publication was the Getty Institute's 1999 publication *Building an Emergency Plan*. While focused on museums and cultural institutions, it nonetheless provided guidance on how to develop a team-based disaster and risk management plan.

Both these works were augmented by the research of David W. Look and Dirk H.R. Spennemann, which recognized that disasters are inevitable, and planning for such disasters should better support cultural heritage resources:

Planning for a disaster is planning for the inevitable; a matter of "when," not "if." As individuals and as a community we accept that disasters will occur, we come to terms with their impacts, and we try to minimize them through planning. It is the priority that often will suddenly shift—from last to first. Cultural resources take their greatest losses during or after disasters, when portions and sometimes even entire objects, buildings, structures, and districts are lost. Therefore, disaster preparedness and planning should be inextricable elements of our cultural resource stewardship.¹⁷

Their work highlighted how a disaster can evoke strong emotional responses in the community after cultural heritage resources are damaged, which may take form through the establishment of memorials or the management of properties in a damaged state.

1999 also saw the adoption of the Second Protocol of the Hague Convention, which reinforced the requirements of the 1954 Hague Convention on the protection of cultural heritage resources during times of conflict. It not only served to provide opportunities for enhanced protection of cultural heritage resources but also introduced the concept of individual criminal responsibility when cultural heritage resources were deliberately targeted. In 2021, the International Criminal Court released its *Policy on Cultural Heritage*, which identifies when and how it will prosecute international criminal cases

¹⁶ Stovel, 1998, p. 20

¹⁷ Look and Spennemann, 2001

Collingwood Cultural Heritage Emergency Plan

related to cultural heritage, including those related to violations of the 1954 Hague Convention.

In 2010, the United Nations Educational, Scientific and Cultural Organization (UNESCO) released a resource manual to assist heritage managers of World Heritage Sites with how to prepare for and respond to disasters and emergencies.¹⁸ Intended to complement Stovel's work, it outlines key principles for the development and implementation of disaster and risk management plans. These include the following:

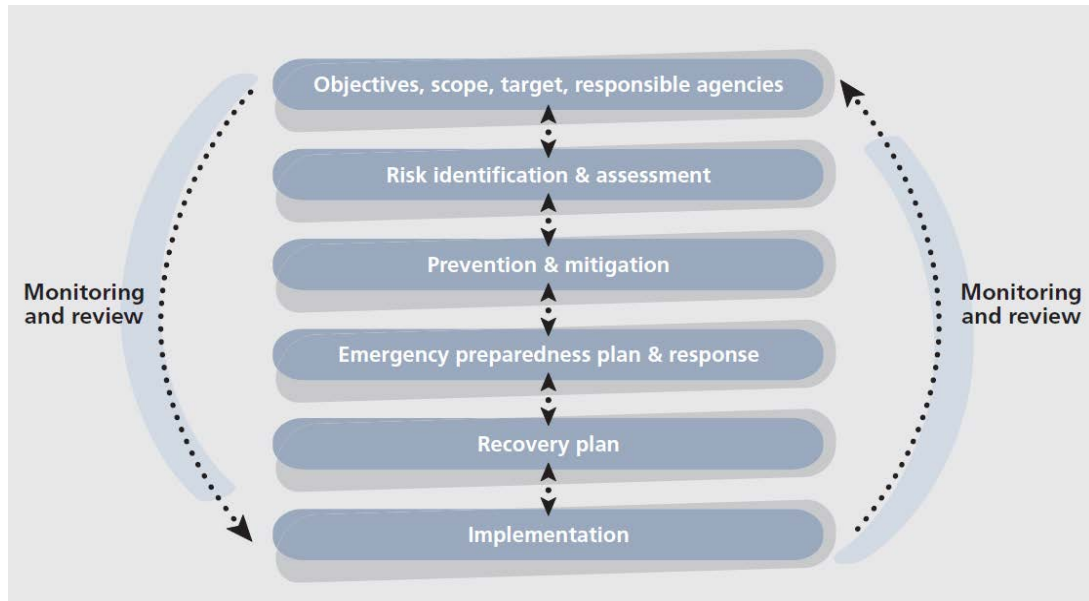
- *A plan is essential for providing clear, flexible and practical guidance (rather than rigid rules) for the site manager and their team. A certain flexibility should be built into the plan from the beginning.*
- *As with a generic site management plan, a Disaster Risk Management plan should not consist merely of a list of actions. Rather, it should describe the processes which, for different situations, should be followed by the responsible authorities in deciding and implementing the appropriate actions.*
- *A plan should clearly state the main objectives and process of the plan, the scope, target audience and the agency(ies) responsible for its implementation.*
- *Essentially, a plan is based on identifying and assessing the main disaster risks that might result in negative impacts to the heritage values of the property...as well as to human lives and assets at the site.*
- *It then spells out the tools, techniques and implementation strategies for prevention and mitigation, emergency preparedness and response, recovery, maintenance and monitoring.*
- *The time periods and deadlines for periodic reviews of the plan should be defined.*
- *Depending on the nature of the property, a plan should be as comprehensive as possible.*
- *A Disaster Risk Management plan can take many forms depending on the audience, for example a brochure or poster will be suitable for raising public awareness, while a report might be needed for the state agency, and a handbook / CD ROM with checklists would be more appropriate for a site manager.*
- *Copies of the Disaster Risk Management plan for your property should be kept securely at several locations so that these can be retrieved easily when needed, especially during a disaster.*

This document outlined the key components of a disaster and risk management plan for cultural heritage resources, which are illustrated in Figure 8:

¹⁸ UNESCO, 2010

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Figure 8 – Components of a Disaster and Risk Management Plan (Source: UNESCO, 2010)



The manual introduced important concepts, such as primary and secondary hazards, while providing a methodology for identifying, assessing and reducing risks. It also highlighted how cultural heritage can support response and recovery efforts. In addition, the manual recognizes that cultural heritage resources are often foundational to community identity and their conservation in traumatic situations can contribute to social cohesion and provide psychological support.¹⁹

In 2016, ICCROM in association with the Canadian Conservation Institute (CCI), published *A Guide to Risk Management of Cultural Heritage*, which is a comprehensive framework for risk management. This work builds on methodologies such as *The ABC Method*, developed by CCI to support the identification and prioritization of risks.²⁰ Key findings from the documents include:

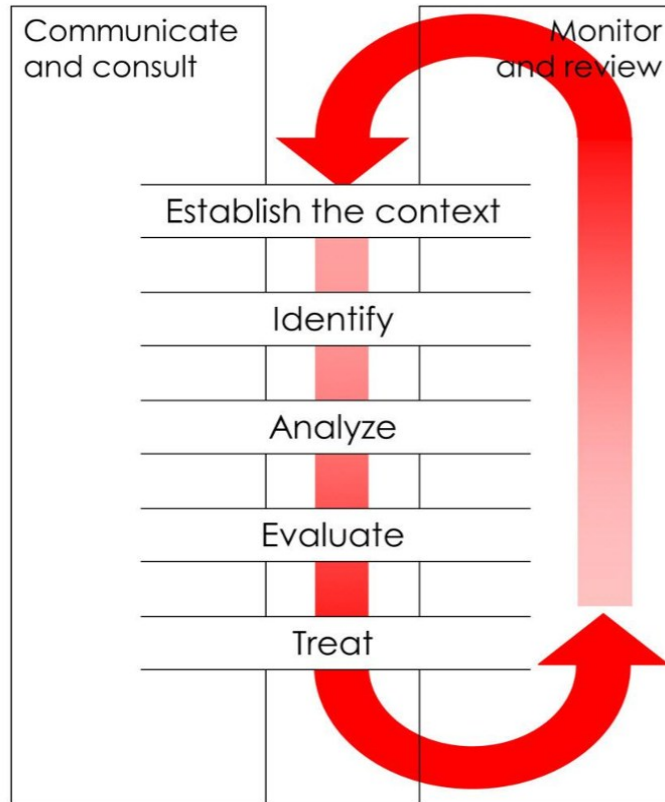
- Risks are not just singular events; they can be the result of regular and cumulative events.
- Risks can impact not only tangible aspects of cultural heritage resources; risks can have an impact on intangible aspects, such as cultural heritage value.
- The risk management cycle (Figure 9) can serve as an important structuring tool for disaster and risk management for cultural heritage resources.

¹⁹ UNESCO, 2010

²⁰ Canadian Conservation Institute, 2016; While CCI is a Canadian organization, it is recognized as a world leader on conservation, including on disaster and risk management

Collingwood Cultural Heritage Emergency Plan

Figure 9 – The risk management cycle (Source: Canadian Conservation Institute, 2016)



At the core of this approach is an understanding that risks need to be identified, analyzed, evaluated, and treated, with an emphasis on addressing root causes of potential risks rather than just the results of a disaster or emergency event. The manual highlights the importance of undertaking a comprehensive risk assessment to assist with prioritization. It also identifies the need for an integrated (holistic) approach that considers the specific context of any emergency event (Figure 10). Also critical to this approach is active and open communication and engagement with interested and affected parties while identifying and recognizing the applicable legal and policy frameworks.

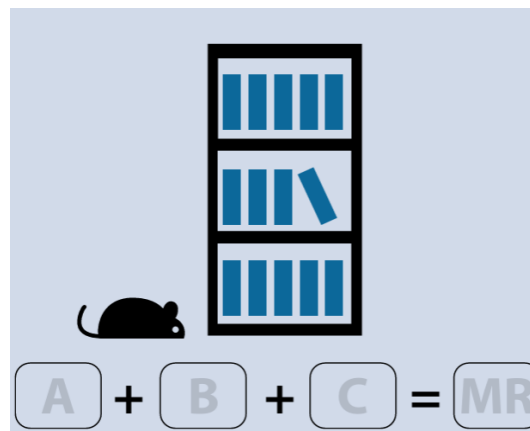
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Figure 10 – Understanding context (Source: Canadian Conservation Institute, 2016)



The ABC methodology uses a scoring system to illustrate the relative magnitude of risk to a cultural heritage resource (referred to by ICCROM and CCI as a “heritage asset”) (Figure 11). ‘A’ refers to how often a particular event is expected to happen, ‘B’ refers to the potential loss of value resulting from the event, and ‘C’ refers to the potential impact on a collection or building. When combined, these result in a score out of 15 identifying the *Magnitude of Risk*. Figure 12 shows an example of how this might appear.

Figure 11 – The ABC system (Source: Canadian Conservation Institute, 2016)



Collingwood Cultural Heritage Emergency Plan

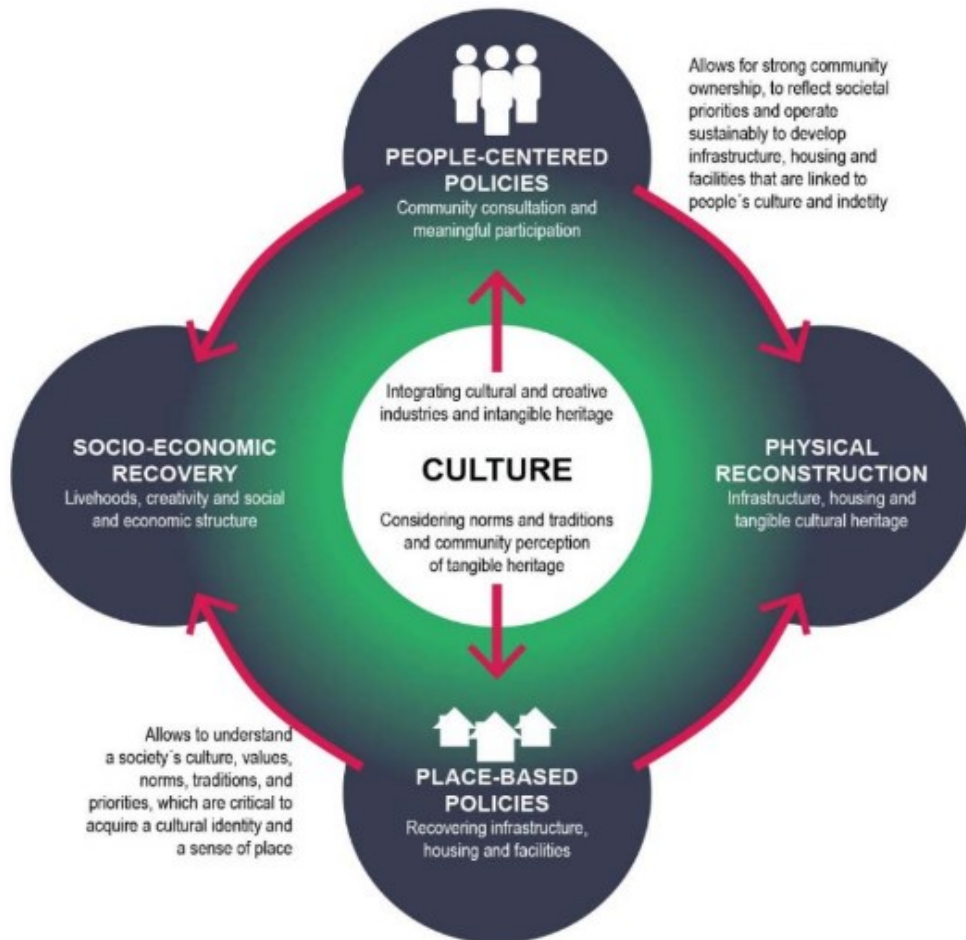
Figure 12 – Example of the ABC system illustrating prioritization based on scoring (Canadian Conservation Institute, 2016)

Level of priority	MR	Expected loss of value to the heritage asset
13½ - 15 Catastrophic priority All or most of the heritage asset value is likely to be lost in a few years.	15	100% in 1 year
	14½	30% per year
	14	10% per year = 100% in 10 years
	13½	3% per year = 30% every 10 years
11½ - 13 Extreme priority Significant damage to all the heritage asset, or total loss of a significant fraction of the heritage asset, is possible in approximately one decade. All or most of the heritage asset value can be lost in one century	13	10% every 10 years = 100% in 100 years
	12½	3% every 10 years = 30% every 100 years
	12	1% every 10 years = 10% every 100 years
	11½	0.3% every 10 years = 3% every 100 years
9½ - 11 High priority Significant loss of value to a small fraction of the heritage asset, or a small loss of value in most or a significant fraction of the heritage asset is likely in one century.	11	1% every 100 years
	10½	0.3% every 100 years
	10	0.1% every 100 years = 1% every 1 000 years
	9½	0.03% every 100 years = 0.3% every 1 000 years
7½ - 9 Medium priority Small damage or loss of value to the heritage asset over many centuries. Significant loss to a significant fraction of the heritage asset over many millennia.	9	0.1% every 1 000 years = 1% every 10 000 years
	8½	
	8	0.01% every 1 000 years = 0.1% every 10 000 years
	7½	
7 and below Low priority Minimal or insignificant damage or loss of value to the heritage asset over many millennia.	7	0.001% every 1 000 years = 0.01% every 10 000 years
	6½	
	6	0.0001% every 1 000 years = 0.001% every 10 000 years
	5½	
	5	0.00001% every 1 000 years = 0.0001% every 10 000 years

Collingwood Cultural Heritage Emergency Plan

In 2019, the European project ARCH – Advancing Resilience of Historic Areas against Climate-related and other Hazards – released a report outlining how to address cultural heritage at risk. While building on previous reports and efforts, the report specifically links to the concepts outlined in the Sendai Framework as well as the principles of Building Back Better. Notably, the report highlights the important interconnections between culture, people-centered policies, place-based policies, economic recovery and physical reconstruction, and the need for Disaster Risk Management plans to address these ideas (Figure 13).

Figure 13 – The interconnectedness between culture, people-centered policies, place-based policies, economic recovery and physical reconstruction (Source: ARCH, 2019)



Collingwood Cultural Heritage Emergency Plan

Organized by ICCROM, the 2025 Heritage-Based Climate Action conference in March 2025 assembled cultural heritage professionals from across the globe, aiming to integrate cultural heritage into climate action, Disaster Risk Reduction and peacebuilding efforts.²¹ Following the end of this conference, a report was written compiling the ideas brought forward. A total of 22 recommendations were provided, which sought to merge heritage protection with Disaster Risk Management and climate action policies and plans. These recommendations, presented verbatim, are as follows:

1. *Incorporate concerns for heritage protection within disaster risk management and climate action policies and plans.*
2. *Record and transmit the traditional knowledge and practices of communities dependent on natural resources to future generations.*
3. *Focus climate adaptation and resilience efforts on coastal, arid and semi-arid regions due to their high vulnerability.*
4. *Ensure climate action strategies respect and address the rights and needs of affected communities.*
5. *Collaborate with diverse sectors to advocate for and develop accessible climate financing for heritage preservation.*
6. *Develop tools and methods to gather data on the loss and damage affecting living cultures and intangible heritage.*
7. *Enhance the capacities of heritage professionals to access and interpret climate data through targeted training and investments.*
8. *Use evidence-based approaches and cross-sector collaboration to assess and manage climate risks to cultural heritage.*
9. *Include community perspectives and traditional knowledge in climate strategies to address global challenges effectively.*
10. *Use qualitative data from diverse communities, including Indigenous groups, to inform climate action.*
11. *Integrate heritage conservation into climate emergency policies and develop robust financing models for heritage-based climate actions.*
12. *Increase the capacities of heritage professionals to access and effectively use scientific data for assessing climate risks to heritage.*
13. *Focus on documenting and preserving Indigenous and traditional knowledge, especially in the face of displacement.*
14. *Study and reintegrate traditional resource-sharing systems disrupted by colonialism and modern changes.*
15. *Address challenges in engaging diverse professionals by aligning terminologies and approaches through expert workshops.*

²¹ ICCROM, 2025

Collingwood Cultural Heritage Emergency Plan

16. *Avoid exclusionary heritage practices by incorporating community values and addressing inequality.*
17. *Adjust project timelines to account for community activities and seasonal cycles.*
18. *Integrate traditional and modern knowledge to address extreme and unpredictable climate conditions effectively.*
19. *Establish trust and consider social dynamics in community-based climate action and disaster management.*
20. *Create accessible early-warning systems for heritage sites to improve disaster preparedness.*
21. *Work with governments to integrate heritage needs into national climate plans and policies.*
22. *Advocate for climate financing that supports the preservation of cultural heritage and frontline communities impacted by climate change.*

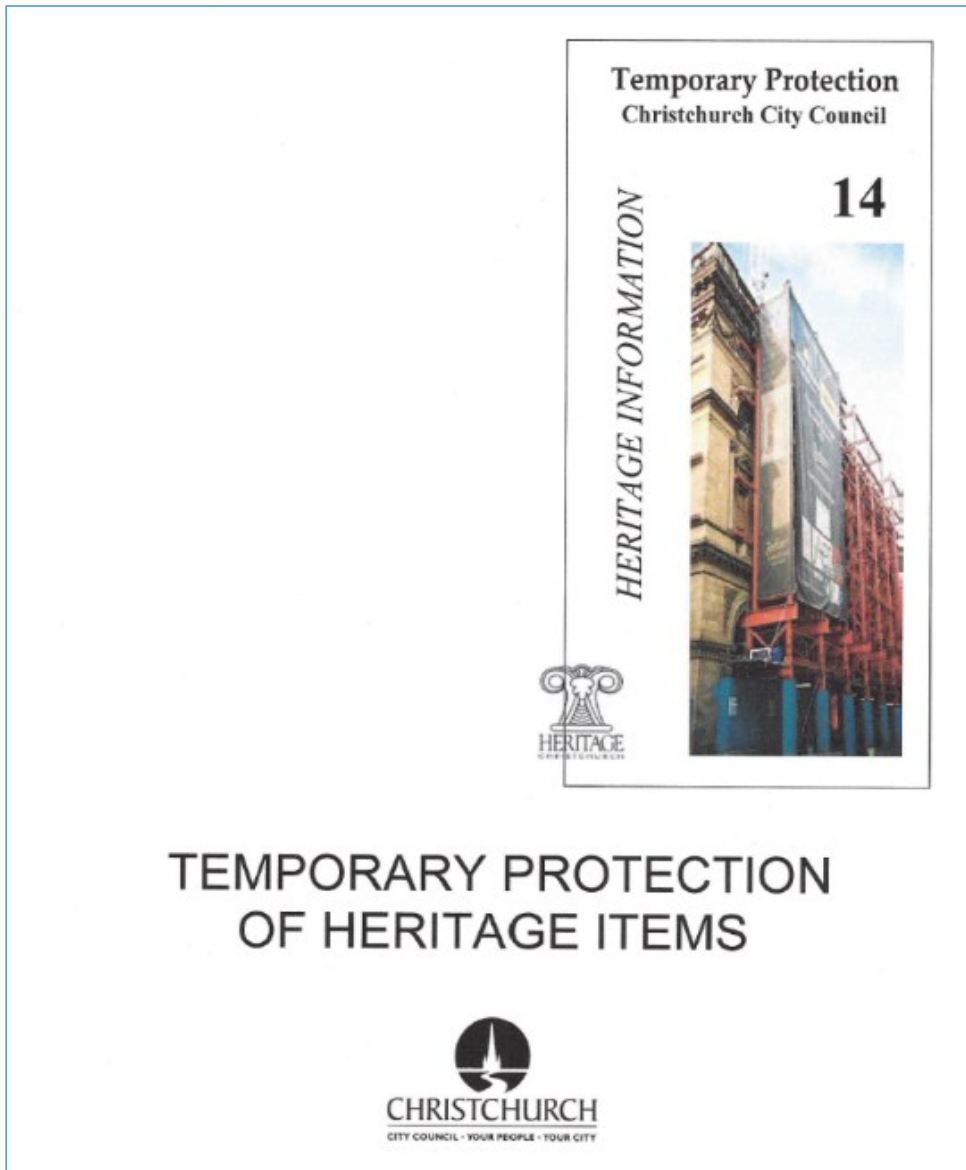
Various tools have been developed internationally to assist with post-disaster recovery. This includes the Temporary Protection Plan, which was developed following the New Zealand earthquakes in 2011 (Figure 14). Intended as a risk management tool, a Temporary Protection Plan provides an overview of risks that are associated with a project and describes measures to mitigate those risks. It requires an understanding of the cultural heritage values and heritage attributes not only of the subject property but also for adjacent properties. A Temporary Protection Plan should, at a minimum, include the following:

- A clear statement of the heritage values associated with the property, including identification of assets that should be conserved;
- The documentation of existing conditions, which may require a structural assessment;
- A communication plan that shows how issues will be shared between the local approval authority, the design team, the construction team, and the community;
- The way in which access to the site and the delivery of materials will be undertaken, to minimize impacts;
- The manner of minimizing potential physical impacts to the subject property or adjacent properties;
- A description of methods for stabilization, if it is required; and,
- A fire and security plan.

A Temporary Protection Plan must include clear guidance on how risks will be minimized and provide a proposal to ensure conservation and protection, with sufficient technical detail to enable implementation. Within Ontario, Temporary Protection Plans have begun to be requested in several communities such as Niagara-on-the-Lake and Kingston to manage construction activities and ensure appropriate plans are in place. The Temporary Protection Plans themselves have been developed both as stand-alone documents as well as part of larger Conservation Plans.

Collingwood Cultural Heritage Emergency Plan

**Figure 14 – The temporary protection plan produced by Christchurch City Council
(Source: Christchurch City Council, n.d.)**



3.2. Nationally

At the national level in Canada, Emergency Management is coordinated by Public Safety Canada. Public Safety Canada develops and implements policies, plans and programs under the authority of the Federal *Emergency Management Act S.C. 2007, c.*

Collingwood Cultural Heritage Emergency Plan

15. Public Safety Canada assists communities to protect themselves from emergencies and disasters related to all kinds of hazards, including natural, human-induced and technological. As part of its program for recovery from disasters, Public Safety Canada provides financial assistance to provincial and territorial governments through the Disaster Financial Assistance Arrangements, in the event of a large-scale disaster where response and recovery costs are greater than provinces or territories can handle.

The federal government has prepared the following plans and strategies for Emergency Management in Canada:

- *An Emergency Management Framework for Canada (May 2017);*
- *Emergency Management Strategy for Canada: Toward a Resilient 2030; and,*
- *Federal, Provincial, and Territorial Emergency Management Strategy Interim Action Plan 2021-22.*

Public Safety Canada also runs the [Canadian Disaster Database](#), which contains detailed disaster information since 1900.

DID YOU KNOW:

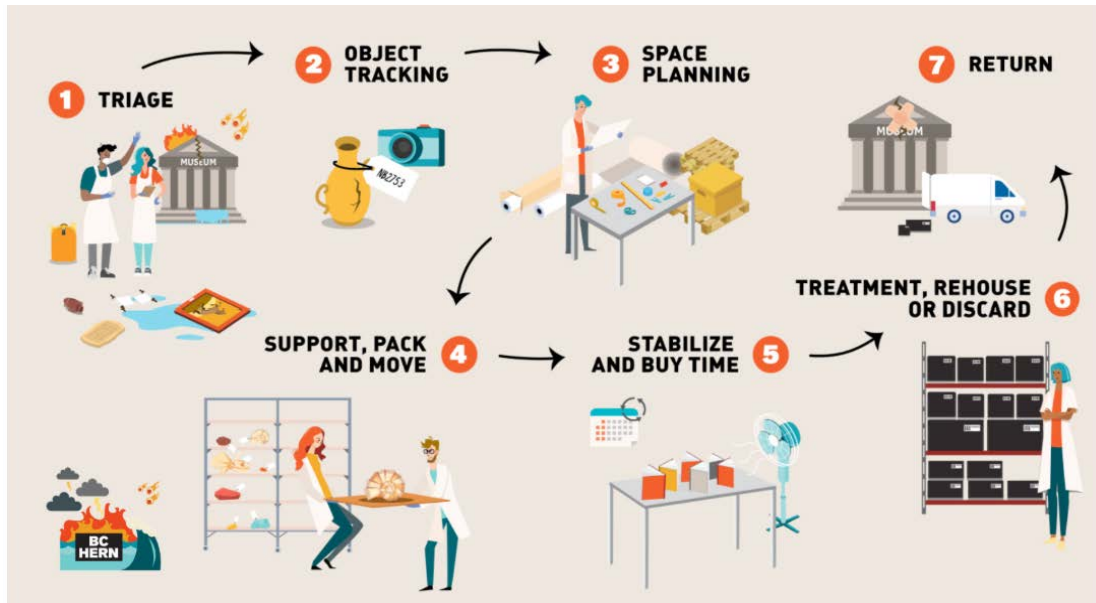


More specific to cultural heritage, the [Canadian Conservation Institute](#), who are a Special Operating Agency within the [Department of Canadian Heritage](#), advance the conservation of Canada's heritage through research, expert services, and knowledge dissemination, including heritage collections, buildings, and sites. The Canadian Conservation Institute also provides advice regarding emergencies and disaster risk to heritage communities following fire, flood, earthquake or other catastrophes.

Other initiatives in Canada include the British Columbia Heritage Emergency Response Network (BC HERN), which is supported by the Government of Canada, the BC Royal Museum and other organizations (Figure 15). The network is comprised of institutions, heritage professionals and volunteers that plan for emergencies and support cultural institutions in the event of emergencies that impact collections. To that end, they provide training and resources to support emergency preparedness and response.

Collingwood Cultural Heritage Emergency Plan

Figure 15 – (Source: British Columbia Heritage Emergency Response Network, n.d.)



In association with BC HERN and BC Museums Association, Heritage BC has provided a Climate Disaster Response Fund to address immediate conservation of heritage places impacted by recent climate disasters. Ontario has also recently established a Heritage Emergency Response Network modelled on BC HERN.²² Other Museum Associations, including those in Nova Scotia and Alberta, have developed lists of emergency resources and guidance documents.²³

3.3. Provincially/Municipally

Within Ontario, the approach to addressing cultural heritage resources in disaster and emergency events has varied considerably. Indeed, disaster and risk management for cultural heritage resources at the municipal level is in its infancy in Canada.

Most Ontario municipalities do not have a Heritage Master/Management Plan (or Strategy). Of the thirteen Heritage Master/Management Plans examined, only two (2) had explicit references to emergency/risk management or climate change. Heritage Master/Management Plans are not required in Ontario, but Municipalities are encouraged to develop “proactive strategies for conserving significant built heritage resources and cultural heritage landscapes”, as per Policy 4.6.4(b) of the 2024 *Provincial Planning Statement*. Currently only two (2) municipalities in Ontario have a

²² ON HERN, n.d.

²³ See Association of Nova Scotia Museums, n.d.; Alberta Museums Association, n.d.; BC Museums Association, n.d.

Collingwood Cultural Heritage Emergency Plan

specific policy for the management of cultural heritage resources related to disasters; these are Hamilton and Kitchener. Some communities, such as Ottawa, have called for the development of such policies, but these have not been implemented.²⁴ In other municipalities - such as the Town of Goderich, the Town of Saugeen Shores and the Town of Halton Hills - policies related to disaster and risk management for cultural heritage are embedded in other municipal documents.

3.3.1. City of Hamilton

The City of Hamilton was the first municipality in Ontario to establish a protocol for Emergency Management of cultural heritage through its Built Heritage Emergency Management Protocol developed in 2005 (**Appendix I**). The Protocol was a direct response to an emergency situation, where a building on a protected heritage property was declared to be a hazard to public health and safety. The Protocol is not prevention-focused but is responsive to specific situations.

The Protocol applies when an Emergency Order or Unsafe Order has been issued on a heritage property protected under the *Ontario Heritage Act* (OHA) or one of national historic significance, and (1) the City has assumed responsibility for the building's compliance with the *Ontario Building Code Act*, or (2) a property owner has assumed responsibility and is acting on an unsafe order.

The Protocol purpose is to:

1. *ensure protection of heritage resources without comprising public safety;*
2. *educate local decision makers and emergency personnel of the special requirements of these sources; and,*
3. *provide a consistent approach to the management of emergency situations involving heritage resources.*

The Protocol works in conjunction with the City's Emergency Plan and directs first responders (i.e., the responding agency or municipal department likely to be the first on-site authority to an emergency) and the Heritage Emergency Response Team (including the Chief Building Official or their representative, heritage staff, pre-qualified contractors, and other groups/organizations as necessary) regarding immediate emergency response measures subsequent conservation, and salvage and/or demolition activities.

The Protocol provides clear, step-by-step actions to be taken during an emergency beginning with an assessment of the situation **prior** to undertaking an intervention.

Where an imminent threat:

1. *compromises the structure integrity of a heritage resource;*
2. *compromises the designated features of a heritage resource; or*

²⁴ Flemming, 2007

Collingwood Cultural Heritage Emergency Plan

- 3. may have the potential to compromise the structure integrity or designated features of a heritage resource.*

The Protocol provides two (2) steps:

- Step 1** is to invoke the City's Emergency Plan then to invoke this Protocol.
- Step 2** is to inform the Chief Building Official who is to inform a Heritage Emergency Team (City heritage staff and project managers) that assemble on site when safe to do so. A professional structural engineer with heritage experience is to take the lead on advising regarding the built heritage resource. Once heritage City Staff are notified, they take the lead on advising other relevant groups.

Once the Heritage Emergency Response Team meets on site their role is to develop a strategy to remove the unsafe condition while minimizing damage to the heritage resource. The strategy is to be premised on the following principles:

- 1. Ensure public health and safety.*
- 2. Minimize immediate (short-term) damage to or loss of the heritage resource.*
- 3. Ensure that the proposed intervention minimizes any threat to the long-term structural integrity and survival of the resource.*
- 4. Ensure that the scope and cost of any intervention is reasonable in relationship to the threat to public health and safety presented by the situation.*
- 5. If required, recommend suitable artifacts for documentation and recovery from the site with permission of the owner and with an agreement with the owner, or others, to cover all protection, storage and transportation costs.*
- 6. Ensure any action is based on appropriate professional expert advice.*

The Chief Building Official is to implement the strategy as they deem fit. City Staff are to follow-up and monitor works and activities.

3.3.2. Town of Goderich

The Town of Goderich incorporated policies related to risk management within its *Town of Goderich Heritage Conservation District Plan* (dated May 2014) which regarded the creation of a new "Downtown" Heritage Conservation District (HCD) and included broader recommendations for the existing adjacent "West" and "Square" HCDs for consistency. This was in direct response to the catastrophic 2011 tornado that caused extensive damage to its downtown core (Figure 16). The guidelines for advance planning were based on ICRROM's 1998 publication, "Risk Preparedness: A Management Manual for World Cultural Heritage." The *Town of Goderich Heritage Conservation District Plan* includes the following guidelines:

Documentation of Existing

- Identification of cultural resources within the HCDs (i.e., the West, Square, and Downtown HCDs) that would require
-

Collingwood Cultural Heritage Emergency Plan

Heritage Resources

special care in an emergency (e.g., architectural details, cultural landscape elements);

- Evaluation of cultural resources to determine heritage attributes (if not already undertaken);
- As-found documentation of cultural resources (buildings, landscapes, archaeological sites) sufficient to allow reconstruction or replacement; and,
- In the case of built heritage resources and cultural landscapes damaged in a disaster (e.g., in the tornado), documentation of the response (e.g., repair/ reconstruction/ replacement) and recording of lessons learned. In the case of Goderich, in addition to actions undertaken by the municipality, this would also entail an assessment of the actions of various outside agencies, such as the Ministry of Labour, and of volunteer groups and individuals, as well as the effects of adverse weather on physical settings in the crucial period immediately following the tornado.

Risk Analysis

- Determination of the types of threats most likely to affect the cultural heritage resources within the HCDs (hazards), the degree of threat (vulnerability) and the resulting level of risk (hazard vulnerability);
- Identification of the portions of properties that would be most vulnerable to damage, and making recommendations for reducing potential damage;
- Assessment of municipal services, including public and private building substructures, that could be vulnerable, and making recommendations for their protection;
- Identification of the most common emergencies that could be expected on properties within the HCDs, and mapping of areas having the most risk; and,
- Acquisition of insurance to cover risk (public and private property), to cover all hazards to address liability for emergency response activities and post-emergency reconstruction work.

Emergency Response Plans

- Compilation of a list of qualified emergency response specialists, available for various aspects of response, including salvage/conservation rescue (e.g., heritage architects and landscape architects, skilled tradespeople, project managers, materials suppliers) and keeping the list current.
-

Collingwood Cultural Heritage Emergency Plan

Mitigation in Advance of Disasters

- Retrofitting of vulnerable built heritage resources (and, where possible, cultural landscapes) to add strength/ cover to resist stresses (e.g., structural reinforcement, flood-proofing);
- Provision of storage space and conservation measures for moveable heritage resources in the event of an emergency (e.g., archival storage); and,
- Provision of information on mitigation techniques and measures.

Financial Measures

- Provision, in the municipal budget and budgets of private property owners, of emergency funds for immediate response and for long-term repair and restoration of cultural heritage resources.

Other recommendations include:

- Creation of an emergency response team of conservation to assess and document the impacts of the disaster and to provide advice on short term and long-term stabilization and conservation measures; and,
- Guidelines for rebuilding and reconstruction after a disaster such as applying conservation principles, identifying suppliers of materials and skills for repair work and safe materials for salvage and reuse, and ongoing monitoring of response measures.

Collingwood Cultural Heritage Emergency Plan

Figure 16 – Photos showing damage to buildings after the 2011 Goderich tornado and reconstruction after the disaster (Sources: Carl Bray & Associates Ltd)

Tornado-Damaged Buildings



Reconstruction After the Disaster



Collingwood Cultural Heritage Emergency Plan

3.3.3. City of Kitchener

The City of Kitchener Built Heritage Emergency Management Policy (2016) (**Appendix II**) was modeled on the City of Hamilton’s 2005 Built Heritage Emergency Management Protocol. However, Kitchener’s Policy accounted for changes to the OHA in 2005.

This policy addresses situations where an Order has been issued for a property that is listed or designated under the OHA by the Chief Building Official under the *Ontario Building Code Act*. The policy addresses such situations for both private and publicly owned properties containing cultural heritage resources.

The policy enables the City to gain professional advice from qualified heritage professionals and engineers and to recover costs, where possible, under the relevant legislation. The Policy also establishes lines of communication between various departments including planning and building services.

The policy establishes processes for demolition of listed properties. It also establishes processes for designated (protected) heritage property to address orders. Where an owner does not comply with an Order, the Chief Building Official is permitted to request a Heritage Permit to effect compliance. Expedited decision-making is enabled to address Orders that may affect heritage attributes through the calling of emergency meetings for Heritage Committee and Council.

3.3.4. Town of Halton Hills

The Town of Halton Hills Cultural Heritage Strategy (September 2023) provides guidance for the municipality to effectively manage its cultural heritage resources.²⁵ The strategy acknowledges that climate change is a key emerging threat requiring increased resilience and mitigation in the coming decades due to growing risks such as extreme weather, higher temperatures, and increased precipitation and flooding.

Four (4) specific recommendations are provided to address anticipated climate changes:

1. **Establish grants** to facilitate climate change resiliency-related retrofits for designated heritage buildings. This may take form through compatible building upgrades that promote energy efficiency or are more resilient to the effects of climate change. Examples provided include the installation of storm windows or through a building envelope consultation to identify areas of heat loss.
2. **Support cultural landscapes and historic settlements**, many of which are located in floodplains, through the creation of different incentives that help protect properties against flooding. In collaboration with Climate Change & Asset Management Town Staff, incentives such as grants or tax rebates should be established to promote the adoption of flood-risk mitigation measures on properties.

²⁵ ERA Architects, 2023

Collingwood Cultural Heritage Emergency Plan

3. **Coordinate flood management strategies** by pursuing landscape-based public works, such as using permeable pavers, bioswales, rain gardens and other forms of softscaping. Town Heritage Staff are encouraged to work with other departments to develop strategies compatible with the defined heritage value of cultural heritage resources within each settlement.
4. **Undertake a Cultural Resource Vulnerability Assessment** that identifies cultural heritage resources most at risk in the floodplain. Specialized guidance can then be provided for each assessed cultural heritage resource.

3.3.5. Town of Saugeen Shores

The Town of Saugeen Shores adopted a Cultural Heritage Master Plan in May 2025 to create a robust approach to cultural heritage planning in the Town.²⁶ This coincides with the Town's decision to undertake an update of its Official Plan, which is still in progress.

Recommendations are provided throughout the report that suggest policy changes to the Town's Official Plan and provide greater direction to the Town to manage cultural heritage resources. Other recommendations specific to Disaster Risk Management are also provided in the Cultural Heritage Master Plan. Emergency protocols are recommended for impacted cultural heritage sites and human remains and burials in the event that they are threatened by an emergency or a disaster. Building on this, Indigenous engagement protocols are also recommended; creating such protocols are intended not only to improve communication with these groups but to establish a framework for actions when managing heritage sites or human remains and burials associated with Indigenous communities.

3.3.6. Ontario-Focused Research

Previous research associated with cultural heritage resources and disasters has been conducted with a particular focus on Ontario. These include the following planning thesis projects.

Keeping Heritage Afloat: A Planning Framework and Evaluation Toolkit for Floodplain Management of Built Heritage (2024)

Michael Maugeri's 2024 report titled "**Keeping Heritage Afloat: A Planning Framework and Evaluation Toolkit for Floodplain Management of Built Heritage**" discusses opportunities to mitigate the risks that floodplains and flood vulnerable areas pose to built cultural heritage.²⁷ With climate change increasing the likelihood of more frequent and intense flood events, these disasters require specialized planning to support the conservation and preservation of built cultural heritage resources that represent, in part, a community's very identity. Seven (7) recommended guidelines to help enhance floodplain management plans were provided by Maugeri and adapted

²⁶ NPG Planning Solutions Inc. et al., 2025

²⁷ Maugeri, 2024

Collingwood Cultural Heritage Emergency Plan

from organizations and government departments such as UNESCO, the Federal Emergency Management Agency, Natural Resources Canada, and the Canadian Conservation Institute. Themes arising from these guidelines relate to the importance of adequately planning for these disasters by organizing resources and information and developing strategies to respond to them. These prepared resources and established responsibilities are put into action during a flood, during which the lessons learned are utilized during recovery and rehabilitation activities to better prepare for the future.

Goderich: A Case Study of Conserving Cultural Heritage Resources in a Disaster (2016)

The 2016 thesis “**Goderich: A Case Study of Conserving Cultural Heritage Resources in a Disaster**”, written by Kayla Allison Jonas, assesses the impact of the 2011 tornado that swept through the Town of Goderich.²⁸ Based on an analysis of streetscapes in Goderich before and after the disaster, it was determined that the Townscape had not been irrevocably impacted by the tornado. Based on the analysis of Goderich and through discussions with various stakeholders, a four-stage approach to manage cultural heritage resources before, during and after a disaster was put forward. This four-stage approach promoted mitigative and preparatory measures by educating property owners, protecting cultural heritage resources and establishing Emergency Management plans. It goes on to suggest actions during a disaster, such as assessing damage and documenting/salvaging buildings, and ends by suggesting the implementation of planning initiatives that guide rebuilding in a manner sympathetic to the character of the impacted area.

Preserving Built Heritage in Canada: Best Practices in Preventing Demolition by Neglect (2014)

Sara Megan Albinger’s 2014 thesis, “**Preserving Built Heritage in Canada: Best Practices in Preventing Demolition by Neglect**”, addresses the intentional neglect of built heritage resources that eventually leads to their demolition.²⁹ Neglecting built heritage resources, and buildings in general, promotes deterioration and eventual structural failure; once this occurs, threats to public safety provide the legal authority to demolish a building regardless of its status. To address this, municipalities were allowed to adopt property standards By-laws requiring the maintenance of heritage buildings through amendments made to the OHA in 2005. Yet the findings by Albinger suggest that adopting a property standards By-law on its own is not enough to prevent demolition by neglect. Different recommendations were put forward by Albinger to help prevent demolition by neglect, that being: disincentivizing demolition by discouraging high volumes of waste; capitalizing on compromise between heritage objectives and long-term profitability; expanding heritage incentive programs; giving citizens more voice throughout development that involves cultural heritage; improve communication and

²⁸ Jonas, 2016

²⁹ Albinger, 2014

Collingwood Cultural Heritage Emergency Plan

education of property standards; and promoting the value of heritage as an important factor and reason for its continued existence.

Collingwood Cultural Heritage Emergency Plan

4. Existing Policy Framework in Collingwood

The following section outlines the current policy and legislative framework applicable to the Town of Collingwood as it relates to emergency management. This framework provides an understanding of the starting point for emergency management planning and where future changes may be recommended.

4.1. County of Simcoe Emergency Response Plan (2024)

The 2024 County of Simcoe Emergency Response Plan is the centralized and coordinated response to emergencies in the County of Simcoe. The establishment of this plan promotes a coordinated approach to emergency planning that was designed to mitigate damages for the protection of residents and visitors, properties and businesses, infrastructure and economic stability. A broad spectrum of potential hazards are considered in the emergency planning methodology outlined in this plan, which is defined by five (5) core themes: prevention, mitigation, preparedness, response, and recovery. The combined consideration of these themes in the County of Simcoe Emergency Response Plan will help foster disaster resilient communities capable of responding to different disaster and emergency situations.

The County of Simcoe Emergency Response Plan is not referenced in other municipal documents such as the County of Simcoe Official Plan (Office Consolidation 2023) or County of Simcoe Archeological Management Plan (2019). However, the Archeological Management Plan does identify high-level protocol if there are unexpected archaeological emergency findings.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The County of Simcoe Emergency Response Plan references general property protection as an objective but does not directly address cultural heritage resources.
- The Town of Collingwood has an opportunity to supplement and build upon the strategies provided in the County's Emergency Response Plan.

4.2. County of Simcoe Archeological Management Plan (2019)

The County of Simcoe Archeological Management Plan (AMP) is intended to guide archaeological management in the County. To do so, it provides recommendations for archaeological resource conservation and management guidelines. Specifically, section 8.0 of the AMP provides an outline of potential threats to archaeological resources in the County. New development and human-made changes to lands have, historically, been critical threats to archaeological resources. Human-made changes can include increased run-off of surface water following forest clearance or hydrological fluctuations

Collingwood Cultural Heritage Emergency Plan

tioned to industrial and transportation development. The plan indicates that any impacts on archaeological resources should be minimized and averted.

The Plan also provides considerations for County of Simcoe Official Plan policies for archaeological resource conservation, which address processes for the discovery of burial places and Indigenous archaeological resources. The policies provide clear direction and expectations for engaging with Indigenous communities for the management of Indigenous archaeological resources.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- Importance of proactively engaging with Indigenous communities of processes and protocols for Indigenous archaeological resources and burials.

4.3. Town of Collingwood Official Plan (2024, Under Partial Appeal)

It should be noted that some policies in the Town of Collingwood Official Plan (2024) are under appeal, but this does not include Section 3.7. The 2024 Town of Collingwood Official Plan anticipates more intense and frequent extreme weather events. Section 3.7 - Promoting Environmental Sustainability and Adapting to Climate Change, supports a comprehensive approach for strong, liveable and healthy communities that are resilient to climate change. The Plan states “the Town recognizes the need to adopt comprehensive climate change adaption and mitigation measures to enhance the resiliency of its built and natural environments and to protect human health and wellbeing.” Policies and practices for building a resilient and environmentally sustainable Collingwood include, but are not limited to:

- Developing complete, compact communities in an urban structure;
- Avoiding development that could create environmental, public health or safety concerns or that may not be compatible with a changing climate;
- Protecting and enhancing natural heritage features and their ecological functions;
- Protecting and enhancing the urban forest; and,
- Ensuring infrastructure is designed and sized for increased intensity and frequency of extreme weather events and to prevent resulting property damage.

Policies support the preparation of a Climate Change Action Plan, and the implementation of the Greener Collingwood Corporate Climate Change Action Plan, as well as the Energy Conservation and Demand Management Plan and related Town resolutions, policies, and plans. Section 3.6.c of the Official Plan also supports the preparation of a Cultural Heritage Master Plan that establishes Town-wide policies, procedures and design guidelines to support the management of cultural heritage resources.

Collingwood Cultural Heritage Emergency Plan

Key Takeaways for the Cultural Heritage Emergency Management Plan

- Proactive strategies in the Policy must include proactive measures in anticipation of a changing climate.
- The Policy should consider how to mitigate the vulnerability of cultural heritage resources that are already within hazardous areas.
- There is potential for heritage-specific emergency policies within the Official Plan.
- Any future heritage plans, such as a potential Town of Collingwood Cultural Heritage Master Plan, should reference and be consistent with the Cultural Heritage Emergency Management Plan.

4.4. Emergency Management Plan and Protocols

The Town of Collingwood has an Emergency Management Plan, as required through provincial legislation, to guide emergency responses in the municipality. The document is publicly available on the Town's website where there is a webpage dedicated to Emergency Management. The Town also operates a general Emergency Management webpage containing helpful links to relevant provincial and federal resources.³⁰

4.4.1. Town of Collingwood Emergency Plan (2020)

The Town of Collingwood Emergency Plan (2020) (adopted through By-law #2016-090) provides a coordinated response to emergencies that arise in the Town of Collingwood.³¹ The Plan was prepared under the authority of the *Emergency Management and Civil Protection Act*, R.S.P., 1990, c. E.9.

The Emergency Plan provides assigns roles and responsibilities of key officials, agencies and departments of the Town of Collingwood. Specific aims of the Emergency Plan include: saving lives; protecting public health, the health and safety of responders, infrastructure, property, and the environment; and reducing suffering, and economic and social loss.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The Town's Emergency Plan does not provide direction for cultural heritage resources.
- Although not the focus of the Policy, it must consider similar aims as the Town's Emergency Plan, such as public health and safety, the protection of property and the environment, and reducing economic loss.

4.5. By-law in Relation to Heritage Permits (#2022-037)

The delegation of authority for heritage permits pertaining to OHA Part IV and Part V designated properties in the Town of Collingwood is implemented through By-law

³⁰ Town of Collingwood, n.d. a

³¹ Town of Collingwood, 2020

Collingwood Cultural Heritage Emergency Plan

#2022-037. Council has delegated the Director of Growth and Development or their designate the authority to deal with heritage permits in accordance with the OHA, including establishing practices and procedures to administer the By-law, issuing notices of receipt, and issuing heritage register notices.

The Director of Growth and Development or their designate is required to refer to Council when making recommendations or decisions relating to other prescribed matters under the OHA, including: recommending to list a registered property or issue a notice of intention to designate a registered property under Part IV of the OHA, repealing designation By-laws, or providing decisions relating to the demolition of Part IV and Part V properties.

Key takeaways for the Cultural Heritage Emergency Management Plan

- The By-law does not provide the ability for the designated staff to provide approvals in an emergency.
- The Policy must consider the efficacy of delegated responsibilities to allow for a timely response to emergencies and disasters.
- Authority assigned in the Policy should consider additional roles and responsibilities assigned to them that may cause delays in emergency or disaster responses.

4.6. Property Standards By-law (#2016-040)

Property Standards By-law #2016-040 establishes the required standards for property maintenance and occupancy within the Town of Collingwood. Part 7 of the Property Standards By-law addresses properties designated under Part IV or Part V of the OHA, including their maintenance standards, the repair and replacement of heritage attributes, the demolition of heritage properties, vacant and damaged heritage properties, and conflict resolution between applicable policy and legislation. The below discussion summarizes these standards.

Section 7.1 of By-law #2016-040 (as authorized by Section 45.1 of the OHA) prescribes that heritage properties are required, at a minimum, to be maintained so that their heritage attributes and cultural heritage values are protected. This includes maintenance of any elements which hold up, support, or protect the heritage attributes/values of a heritage property, such as roofs, floors, and retaining walls.

Per section 7.2 of the By-law, when a heritage attribute can be repaired, it is to be undertaken:

- a) in a manner that minimizes damage to the heritage values and attributes;*
- b) in a manner and technique that maintains the design, colour, texture, grain or other distinctive features of the heritage attribute;*
- c) using the same types of material as the original and in keeping with the design, colour, texture, grain and any other distinctive features of the original; and*

Collingwood Cultural Heritage Emergency Plan

- d) *where the same types of material as the original are no longer available, using alternative materials that replicate the design, colour, texture, grain or other distinctive features and appearance of the original material.*

Per section 7.3 of the By-law, when a heritage attribute cannot be repaired, the heritage attribute is to be replaced:

- a) *using the same types of material as the original;*
b) *where the same types of material as the original are no longer available, using alternative materials that replicated the design, colour, texture, grain or other distinctive features and appearance of the original material; and*
c) *in such a manner as to replicate the design, colour, texture, grain and other distinctive features and appearance of the heritage attribute.*

Section 7.4 of the By-law states that the demolition or alteration of Part IV or Part V properties is not permitted except in accordance with the OHA.

Section 7.5 identifies that proactive measures to conserve heritage attributes/values of vacant heritage properties are required by property owners. Section 7.5 identifies that proactive measures to conserve heritage attributes/values of vacant heritage properties are required by property owners. When a building is unoccupied for 90 days or more, the owner is required to ensure appropriate utilities serving the building are disconnected to prevent damaged caused by fluctuating temperatures and humidity. If the property is vacant or damaged, the owner is required to protect the building to prevent the entrance of weather, unauthorized persons, or pests. Brick or masonry units are not to be used for this, unless specifically requested by the Town. Instead, weatherproofed sheet plywood boarding at least 19 millimetres thick is to be applied to the building in a manner:

- a) *that completely covers the opening and is properly fitted in a watertight manner within the side jambs, the head jamb and the exterior bottom sill of the door or window opening so the exterior trim and cladding remains uncovered and undamaged by the boarding;*
b) *that is fastened securely in a manner that minimizes damage to the heritage attributes and the historic fabric and is reversible; and*
c) *that minimizes visual impact.*

Improved security of closures is required if more than once existing measures failed to exclude unauthorized entry to the building.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The Property Standards By-law does not discuss or address Disaster Risk Reduction, but some required standards help mitigate the effects of certain hazards.

Collingwood Cultural Heritage Emergency Plan

- While the Property Standards By-law is mandatory, the proactive recommendations in the Policy will not be legally enforceable. The Town must increase awareness and incentivize the adoption of suggestions in the Cultural Heritage Emergency Management Plan to better prepare property owners for disasters and emergencies.
- The Policy should include a process for determining, in consultation with a heritage expert, if, and when, heritage attributes can be conserved after an emergency or disaster so that losses are minimized where possible.

4.7. Collingwood Downtown Heritage Conservation District Plan (2008)

The Collingwood Downtown HCD Plan establishes the policies and guidelines for properties within its boundaries. Disaster-risk management is briefly mentioned in the plan, specifically Section 5.1, which establishes the following relevant objectives of the HCD Plan for properties within its boundaries:

To encourage interior and exterior maintenance to protect heritage buildings from damage or destruction from weather, flood, fire, and other hazards.

To enforce the provisions and best practices of fire prevention and similar regulations.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The policies in the Cultural Heritage Emergency Management Plan should reflect the proximity of Part IV and Part V designated properties located within the HCD Plan area and in the surrounding area.
- Future changes may be required to the HCD Plan to ensure conformity with the policies in the Cultural Heritage Emergency Management Plan.

4.8. Heritage Incentives

The Town of Collingwood provides financial incentives to owners of Part IV or Part V designated properties. Incentives are available through grant and tax-refund programs.

4.8.1. Heritage Grant Program

The [Heritage Grant Program](#)³² provides a grant covering 50% of project costs, up to a maximum of \$3,000, to property owners undertaking one of the following three (3) project types:

1. The conservation of existing architectural elements that are significant;

³² Town of Collingwood, n.d. c

Collingwood Cultural Heritage Emergency Plan

2. The restoration of significant original architectural features that still exist, but which are beyond conservation or repair;

Note: this only includes accurate reconstructions of the original features using materials, sizes, and configurations that match the original.

3. The reconstruction of significant architectural features that have been lost, but for which the appearance can be clearly determined from documentary sources.

Note: this must be documentary evidence for the property in question, not to similar properties. This evidence may be in the form of photographs or original drawings that illustrate the feature to be restored.

Projects are required to follow good heritage conservation practice outlined by the Collingwood Heritage Committee or its designate. Additional guidelines are provided on the Town webpage for projects involving, but not limited to, roofing and siding materials, masonry, and exterior building painting.

To be eligible for this grant, the project must:

- Conserve or enhance heritage attributes specified in the statement of Cultural Heritage Value or Interest for a Part IV designated property; or,
- Be in accordance with design guidelines and/or policies specified in the Collingwood Downtown Heritage Conservation District Plan for a Part V designated property.

Property owners can apply for this grant once per calendar year depending on the availability of funds. A total of \$50,000 is made available to applicants each calendar year, subject to Council budget approval.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The Heritage Grant program does not specify whether the grant may be used to prepare for or respond to the effects of a disaster or an emergency.
- The establishment of incentives for the purpose of disaster and emergency risk management reduces barriers for homeowners to protect their properties.

4.8.2. Town of Collingwood Heritage Incentive Programs

The Town of Collingwood provides two financial incentive programs for heritage property owners.

Firstly, it offers the Heritage Tax Refund program which refunds of up to 20% are made available to owners of Part IV and Part V designated properties containing significant

Collingwood Cultural Heritage Emergency Plan

heritage buildings, as are listed on Schedule “B” of By-law #2010-020.³³ Inspections of participating properties are completed annually to ensure continued compliance with the Heritage Preservation and Maintenance Agreement signed by property owner as part of this program.

Secondly, it offers the Major Redevelopment and Restoration Tax Incentive Grant which provides financial assistance to owners of designated properties. for the restoration of their historical attributes. Monies are directed to subsidize the cost of restoring or conserving properties that have been designated for their historical and/or architectural significance under the OHA. Through this program, owners may receive 50% of the actual project cost following satisfactory project completion, up to a maximum of \$3000 per project. A maximum of \$40,000.00 is available through the Heritage Grant Program per calendar year, subject to Council budget approval.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- The Heritage Tax Refund program provides financial assistance to most, but not all (for instance places of worship and non-profits), designated property owners in the Town of Collingwood.
- The Major Redevelopment and Restoration Tax Incentive Grant program subsidizes the cost of eligible restoration projects for owners of designated properties which have recognized historical and/or architectural significance under the OHA.
- Property owners eligible for specific incentives should be clearly identified and notified to increase awareness of available opportunities.

4.8.3. Other Town Resources for Emergency Management

I. Town Webpage for Emergency Management

The Town maintains a webpage dedicated to emergency management that raises awareness and educates residents about key matters and available resources.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- There is an opportunity to make this webpage the central location for people to visit when they are looking for Town-communicated information for emergencies or disasters.

II. Emergency Preparedness for the residents of Collingwood

The Town has created a document housed on the emergency management webpage entitled “Emergency Preparedness for the residents of Collingwood”.³⁴ This outlines steps that people can take to prepare for emergencies. Recommended steps include

³³ Town of Collingwood, n.d. d; Town of Collingwood, n.d. e

³⁴ Town of Collingwood, n.d. b

Collingwood Cultural Heritage Emergency Plan

creating an emergency and communications plan, and learning about community-established emergency plans, as well as practical tasks such as assembling an emergency kit and learning first aid.

Key Takeaways for the Cultural Heritage Emergency Management Plan

- Residents should proactively prepare for emergencies and disasters for those within their households and for their properties and make themselves aware of the Collingwood's Emergency Management Plan.

III. Preparation of this Cultural Heritage Emergency Management Plan

Recognizing the importance of emergency preparedness and mitigation to conserving cultural heritage resources, the Council for the Town of Collingwood commissioned the preparation of a Built Heritage Resources Emergency Policy. Cultural Heritage resources in Collingwood comprise more than just built heritage resources (such as buildings and structures), and can include archaeological remains, cemeteries and other cultural heritage resources. As such, the scope of this policy has been expanded to plan for disasters and risks that may affect all cultural heritage resources (excepting moveable artifacts), and the name of the policy has been amended to reflect this larger breadth of approach.

5. Cultural Heritage Resources in Collingwood

The following section provides an overview of the types of cultural heritage resources in the Town of Collingwood, including built heritage resources, cultural heritage landscapes and archaeological resources.

5.1. Cultural Heritage Resources in Collingwood Today

Uniquely, built heritage resources in Collingwood, including protected heritage properties and listed properties are largely clustered and centrally located within the Town (see mapping in Figures 17-18). Much of the Town is also identified to be an area of archaeological potential (Figure 19).

While the below map showcases heritage properties which are protected under the *Ontario Heritage Act*, it does not definitively capture all known/potential cultural heritage resources and/or landscapes within the Town. Additional cultural heritage resources in Collingwood may include buildings, moveable heritage, sites/landscapes of Indigenous cultural heritage importance, and more, which are not formally listed or designated under the OHA.

Collingwood Cultural Heritage Emergency Plan

Figure 17 – The location of S.27 Part IV (listed), S.29 Part IV (designated) and Part V (HCD) heritage resources under the Ontario Heritage Act in Collingwood (left), many of which are concentrated in the Collingwood Downtown HCD area (right)

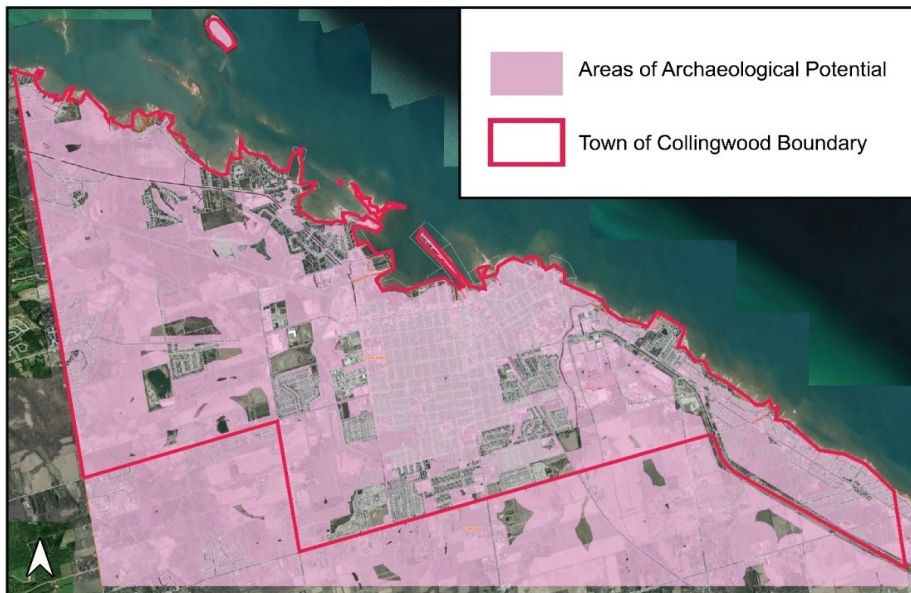


Collingwood Cultural Heritage Emergency Plan

Figure 18 – OHA-protected cultural heritage resources in the Town of Collingwood



Figure 19 - Areas of archaeological potential within the Town of Collingwood (Source: County of Simcoe, n.d.)



Collingwood Cultural Heritage Emergency Plan

6. Hazards, Risks, and Vulnerabilities in Collingwood

This section covers common hazards, risks and vulnerabilities in the Town of Collingwood. To better understand this, an overview of past disasters will be provided in addition to risks and hazards identified within related existing reports and studies prepared by the Town of Collingwood. Additional details have been received through public engagement to-date.

6.1. Vulnerability

6.1.1. Concentration of Cultural Heritage Resources

Vulnerabilities are understood in relation to identified hazards. For example, wooden structures are vulnerable to fire but could be more resilient in an earthquake.

One key vulnerability for cultural heritage resources in the Town of Collingwood is their geographic clustering nearby each other, particularly in the downtown area. This creates a higher risk for many cultural heritage resources to be affected by a single, widespread disaster or emergency.

For example, in areas such as Hurontario Street, many storefront buildings dating to the late 19th and early 20th century are connected to each other and are constructed using framing styles such as balloon framing. This framing technique results in uninterrupted vertical studs from the foundation to the roof and is known to increase the speed and severity of fire spreading.

6.2. Past Disasters & Emergencies in Collingwood

The area that now comprises the Town of Collingwood was originally known by settlers as the Hen and Chickens Harbour. It was later referred to as Alta Township when it was surveyed by Charles Rankin, a deputy provincial surveyor, in 1833.³⁵ Alta Township was renamed “Collingwood” shortly after the completion of Rankin’s survey and was inspired by a commanding officer for Lord Nelson during the 1805 Battle of Trafalgar.³⁶ The British Crown sought to survey these lands in order to settle retiring military and naval personnel as well as the children of United Empire Loyalists.³⁷

Increased settlement of the area first began in the late 1840s, shortly after survey, and increased with the completed construction of the Ontario, Simcoe & Huron Union Railroad (later becoming the Northern Railway) in 1855.³⁸ This rail line connected Collingwood to Toronto through the Barrie area and attracted the establishment of

³⁵ Shannon, 1979, p. 13

³⁶ Shannon, 1979, p.20

³⁷ Shannon, 1979, p.13

³⁸ Shannon, 1979, p. 39; Town of Collingwood, 2008, p. 11

Collingwood Cultural Heritage Emergency Plan

different industries and other settlers.³⁹ Collingwood would be incorporated as a Town shortly after in 1858 as a result of this growth.⁴⁰ Increased connectivity between markets meant that the mercantile business sector and the milling, fishing, lumbering, grain handling and ship building industries all thrived and transported goods through the port and the different rail lines that had been established.⁴¹ Relatedly, the Town experienced a hotel-industry boom in the late 19th century as visitors passed through the Town on journeys that took them further west from the Town port.⁴² The economic successes brought on by these industries meant that Collingwood experienced a period of prosperity between 1870 and 1910, which was also evident through the construction of a number of impressive dwellings during this time.⁴³

By the early 20th century, the importance of Collingwood's port declined through the construction of transcontinental rail lines.⁴⁴ Changes in the local economy would be noticeably present in the second half of the 20th century, and other regionally-significant industries grew in prominence, such as tourism.⁴⁵ This trend has continued into the 21st century, with 600,000 tourists now visiting Collingwood each year.⁴⁶ Other industries such as retail trade, health care and social assistance and accommodation and food service are among the top industries in Collingwood.⁴⁷

The Town of Collingwood has experienced major disasters and emergencies in its past that have significantly changed the community. The following outlines several of these key events from the late 19th century and into the 21st century. Understanding these historical events is important as they can give insights into potential hazards and risks within the community.

6.2.1. "The Great Fire" (1881)

The "Great Fire" of 1881 destroyed many wooden buildings on Hurontario Street between First and Second Streets. Afterwards, many new buildings were constructed of brick, which significantly changed the appearance of Hurontario Street (Figures 20-21).⁴⁸

³⁹ Town of Collingwood, 2008, p. 11

⁴⁰ Town of Collingwood, 2008, p. 11

⁴¹ Town of Collingwood, 2008, p. 11

⁴² Town of Collingwood Heritage Advisory Committee, 2018

⁴³ Town of Collingwood, 2008, p. 11

⁴⁴ Town of Collingwood, 2008, p. 11

⁴⁵ Town of Collingwood, 2008, p. 11

⁴⁶ McSweeney & Associates, 2022

⁴⁷ McSweeney & Associates, 2022

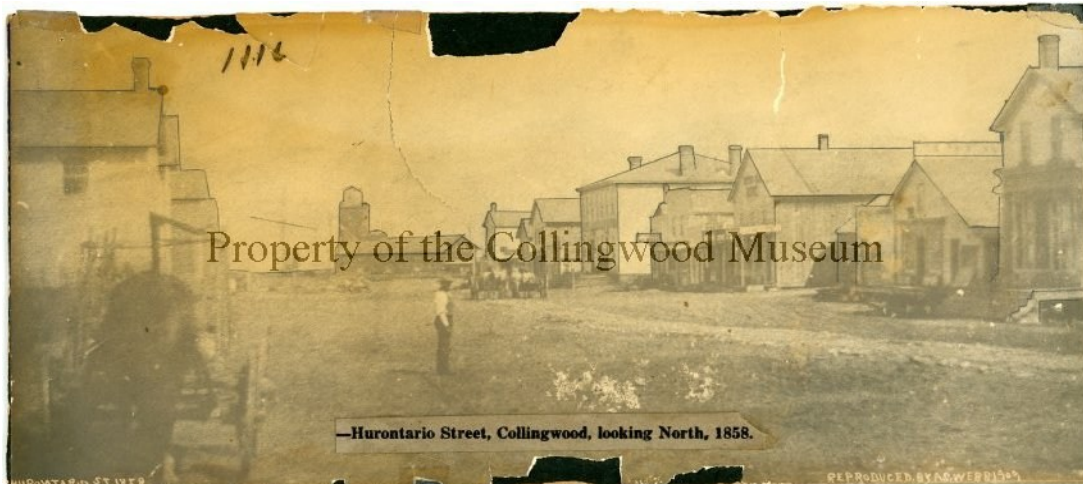
⁴⁸ Town of Collingwood, 2008, p.11

Collingwood Cultural Heritage Emergency Plan

Figure 20 - Hurontario Street in 1874 prior to the fire of 1881. Note the prevalence of wood buildings (Source: Visit of Lord..., 1874)



Figure 21 – Hurontario Street, looking north of Second Street in 1858 (top) and looking north of Third Street in 2026 (bottom) (Sources: Hurontario Street looking..., 1858; NPG 2026)



Collingwood Cultural Heritage Emergency Plan



6.2.2. Grand Trunk Railway Freight Sheds Fire (1905)

In 1905, a fire damaged freight sheds used by the Grand Trunk Railway in Collingwood's harbour.⁴⁹ The freight sheds were clad in iron but still caught fire.⁵⁰ Rumours spread in the Town that the sheds stored 25 tons of dynamite, and people gathered to witness the fire from a distance.⁵¹ Luckily, the information regarding the storage of dynamite was incorrect, however several lives were still lost that night and there was hundreds of thousands of dollars in damage (Figure 22).⁵²

⁴⁹ Shaw, 2025

⁵⁰ Shaw, 2025

⁵¹ Shaw, 2025

⁵² Shaw, 2025

Collingwood Cultural Heritage Emergency Plan

Figure 22 – Damage to the freight sheds from the 1905 fire (Source: Collingwood Museum, n.d. b)



6.2.3. Town of Collingwood Flood Events (1912, 1942)

In 1912, a flood on Victoria Day caused significant damage across the Town, leading to elevated water levels for several days. Damage was caused to streets, bridges, and houses, with damages estimated at the time to be \$20,000 (Figures 23-24). A newspaper article from the time indicated that the floods caused the greatest amount of damage to the Town in thirty years.⁵³ Thirty years later, on St. Patrick’s Day in 1942 the Town would again experience a notable flood.⁵⁴

⁵³ Engel, 2019

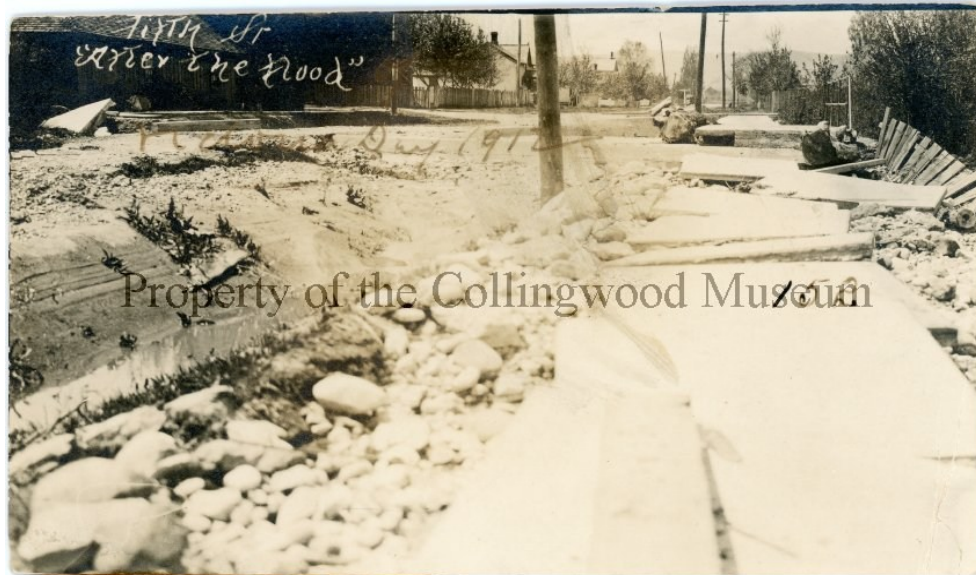
⁵⁴ Nottawasaga Conservation Authority, 2021; 77 years ago..., 2019

Collingwood Cultural Heritage Emergency Plan

Figure 23 - Victoria Day flood of 1912 showing elevated water levels at the intersection of Birch Street and Second Street (Source: Birch Street Flood, 1912)



Figure 24 – Damage to Fifth Street after the 1912 Victoria Day Flood (Source: Fifth Street after..., 1912)



Collingwood Cultural Heritage Emergency Plan

6.2.4. Temple Building Fire (2000)

The original Temple Building at 126 Hurontario Street was constructed in 1890 after being commissioned by the Masonic Lodge and the Independent Order of Odd Fellows to house their members.⁵⁵ After 110 years of use by these groups, the building was destroyed by fire in 2000 requiring the efforts of 55 firefighters over the course of 7 hours.⁵⁶ The Temple Building fire was a major cultural heritage loss within the community: it was significant to the local Masonic Lodge and the Order of Odd Fellows, was a recognized community landmark, and was designed by a local architect (Thomas Kieswetter [b. 1851-d. 1891]) who designed numerous other residential houses and commercial blocks in the Town.⁵⁷ Recognizing the historic importance of the building within the community, it was reconstructed a year later in 2001. A plaque references its history, construction, destruction and rebuilding as a form of community commemoration.⁵⁸

Lessons Learned from Historic Events and Past Disasters in Collingwood

These experiences present an opportunity to learn from past disasters and to use this to inform potential risk mitigation. Key findings include:

1. Many historic risks continue to be contemporary risks;
2. The damage produced by disasters can have a profound effect on key areas of the Town and can even result in character-altering changes (as seen after the Great Fire of 1881);
3. It is important to maintain clear and accurate lines of communication for the public to uphold public safety and to ensure coordinated efforts for disaster response (as seen through the 1905 freight shed fire);
4. The concentration of cultural heritage resources reflects a vulnerability to individual, wide-reaching disasters (as seen after the 1912 Victoria Day and the 1942 St. Patrick's Day floods);
5. Brick buildings are not immune to fires, and should be equally considered when promoting and supporting fire awareness (as seen after the 2000 Temple Building fire)

⁵⁵ Vuckson, 2023

⁵⁶ Vuckson, 2023

⁵⁷ Vuckson, 2023

⁵⁸ Temple Building Plaque..., 2005




Collingwood Cultural Heritage Emergency Plan

6.3. Climate Risk and Vulnerability

The Town of Collingwood is in the process of preparing a Climate Risk and Vulnerability Assessment and a Climate Adaptation Plan. These draft documents, produced in 2025, forecast changes to Collingwood’s climate for the years 2050 and 2080, and present findings that can proactively inform predicted changes.

The Town of Collingwood is anticipated to be warmer, experience greater precipitation, and be subject to more extreme weather (Table 4):

Table 4 – Temperature, precipitation and extreme weather changes forecasted for Collingwood between the years 2025 and 2080

	Temperature	Relative to 2025, average annual temperatures will increase by at least 1.9°C by 2050, and by at least 3.0°C by 2080.
	Precipitation	Relative to 2025, total annual precipitation will increase from 906 mm to at least 950 millimetres by 2050, and to at least 980 millimetres by 2080.
	Extreme Weather	Increased frequency of storm events, including heat waves, lightening, hail and windstorms.

The draft Climate Risk and Vulnerability Assessment and Climate Adaptation Plan contains a list of hazards, which include different examples, as shown in Table 5. Many of these risks, particularly those currently categorized as Medium or High, are likely to increase over time, placing additional strain on infrastructure, emergency response capacity, and community resilience.

Table 5 – Hazards identified in the Collingwood Climate Adaption Plan and organized based on their priority level for the years between 2025 and 2050

Priority Level	Risks
High	<ul style="list-style-type: none"> • Increased precipitation intensity may flood homes, resulting in displacement of residents, damage to residential property, and increased insurance and uninsured financial losses. • Warmer, wetter winters may: <ul style="list-style-type: none"> ○ increase winter meltwater volumes, resulting in overloading of stormwater and sanitary systems;

Collingwood Cultural Heritage Emergency Plan

Priority Level	Risks
	<ul style="list-style-type: none"> ○ increase snow and ice loading on roofs, canopies, and infrastructure, resulting in higher risk of structural damage and service disruptions; and, ○ increase rain-on-snow events, resulting in flooding of homes and properties. ● Hotter summers with more frequent heat waves and tropical nights (>20°C) may: <ul style="list-style-type: none"> ○ increase the consequences of power outages during heat events, resulting in rapid indoor overheating and elevated health and safety risks; ○ reduce the effectiveness of passive cooling, resulting in increased reliance on mechanical cooling and increasing electricity demand; and, ○ increase indoor overheating, resulting in reduced housing habitability and comfort for residents without adequate cooling. ● Hotter summers, with more days with maximum temperatures greater than 30°C may: <ul style="list-style-type: none"> ○ accelerate deterioration of pavement and building materials, resulting in reduced service life of infrastructure and buildings; and, ○ increase warm-weather tourism, resulting in increased use of recreational areas and visitor-serving infrastructure. ● Increased frequency of storm events (rain, snow, lightning, hail, freezing rain, windstorms) may: <ul style="list-style-type: none"> ○ damage buildings and vehicles, resulting in reduction in areas where insurance coverage is available, increasing insurance coverage costs becoming unaffordable, increasing uninsured costs to repair or replace damaged property; ○ damage trees and vegetation, resulting in cascading disruptions to parks, power supply, transportation routes, and other public services; and,

Collingwood Cultural Heritage Emergency Plan

Priority Level	Risks
High	<ul style="list-style-type: none"> ○ reduce recovery time between events, resulting in cumulative stress on infrastructure, services, and communities.
Medium	<ul style="list-style-type: none"> ● Increased winter precipitation may increase winter maintenance requirements for transportation network and municipal facilities. ● Warmer winters may increase the number of freeze-thaw events, resulting in accelerated deterioration of roads, concrete structures, and other built infrastructure.
Low	<ul style="list-style-type: none"> ● Increased precipitation intensity may increase inflow into sanitary system, resulting in sewer backups that affect homes and businesses. ● Hotter, drier summers may increase the frequency and severity of wildfires, resulting in direct damage to natural environments, buildings, and critical infrastructure.

6.4. Hazards Identified in Collingwood

The following section outlines common hazards identified in Collingwood from existing Town reports, studies, review of past disasters, and public engagement. Notably, climate risks are expected to increase over time with growth in hazard frequency and severity meaning that this Plan may need to be updated to reflect evolving climate conditions, emerging hazards, and refined local data over time.

6.4.1. Fire

The threats posed by fire can be magnified due to the concentration of built heritage resources and their adjoined form, as well as due to historic building techniques, such as balloon framing, prevalent in the 19th and 20th centuries. Balloon framing is a building technique that results in uninterrupted vertical studs from the foundation to the roof which allows fire to travel rapidly up floors. It is worth noting that this technique may be seen within brick-clad buildings, and that this was not exclusive to wood-frame buildings. Hurontario Street notably comprises part of the Collingwood Downtown Heritage Conservation District, is a main street, and contains a street wall form with many adjoined historic buildings and structures. With fire also comes the potential for explosions that could impact surrounding areas.

Elevated temperatures can also place additional strain on electrical systems and infrastructure, increasing the potential for fire ignition during peak demand periods or

Collingwood Cultural Heritage Emergency Plan

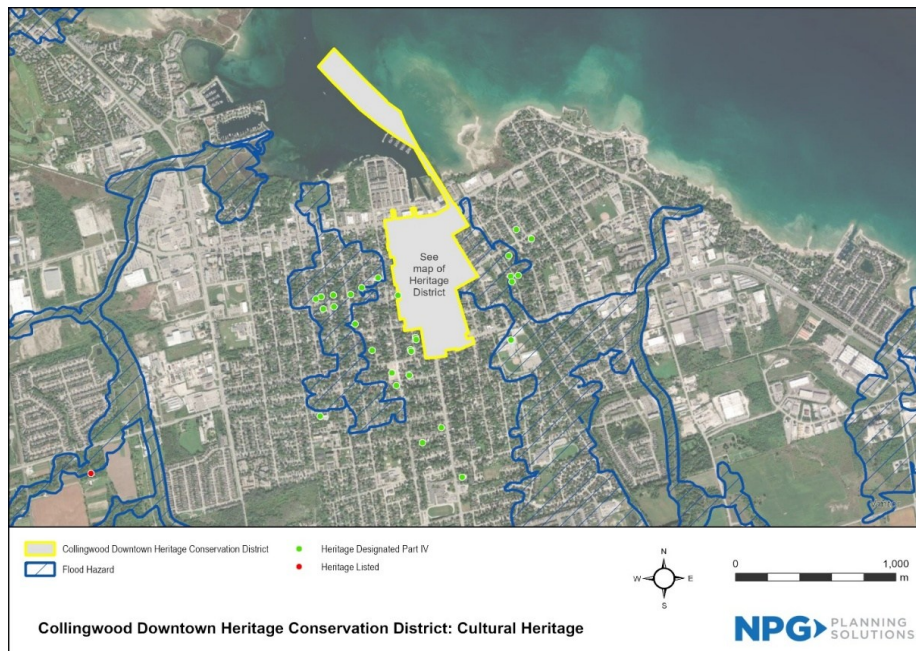
outages. Additionally, prolonged periods of heat and reduced moisture can increase the flammability of both natural and built environments, thereby amplifying fire risk within areas containing clustered cultural heritage resources.

6.4.2. Flood

Portions of downtown Collingwood, including areas comprising the Collingwood Downtown HCD, contain floodplain and hazards lands (see mapping in Figures 25-26). Hazard lands generally refer to lands that could be unsafe for development due to naturally occurring processes such as flooding hazards. The Town of Collingwood has not experienced significant flooding in recent years but has had historical flooding events. Recognizing that there is an identified risk of flooding in the downtown area, the Town should proactively plan how to address cultural heritage resources in prone areas, such as along Third Street in the Oak Street Canal one-zone floodplain.

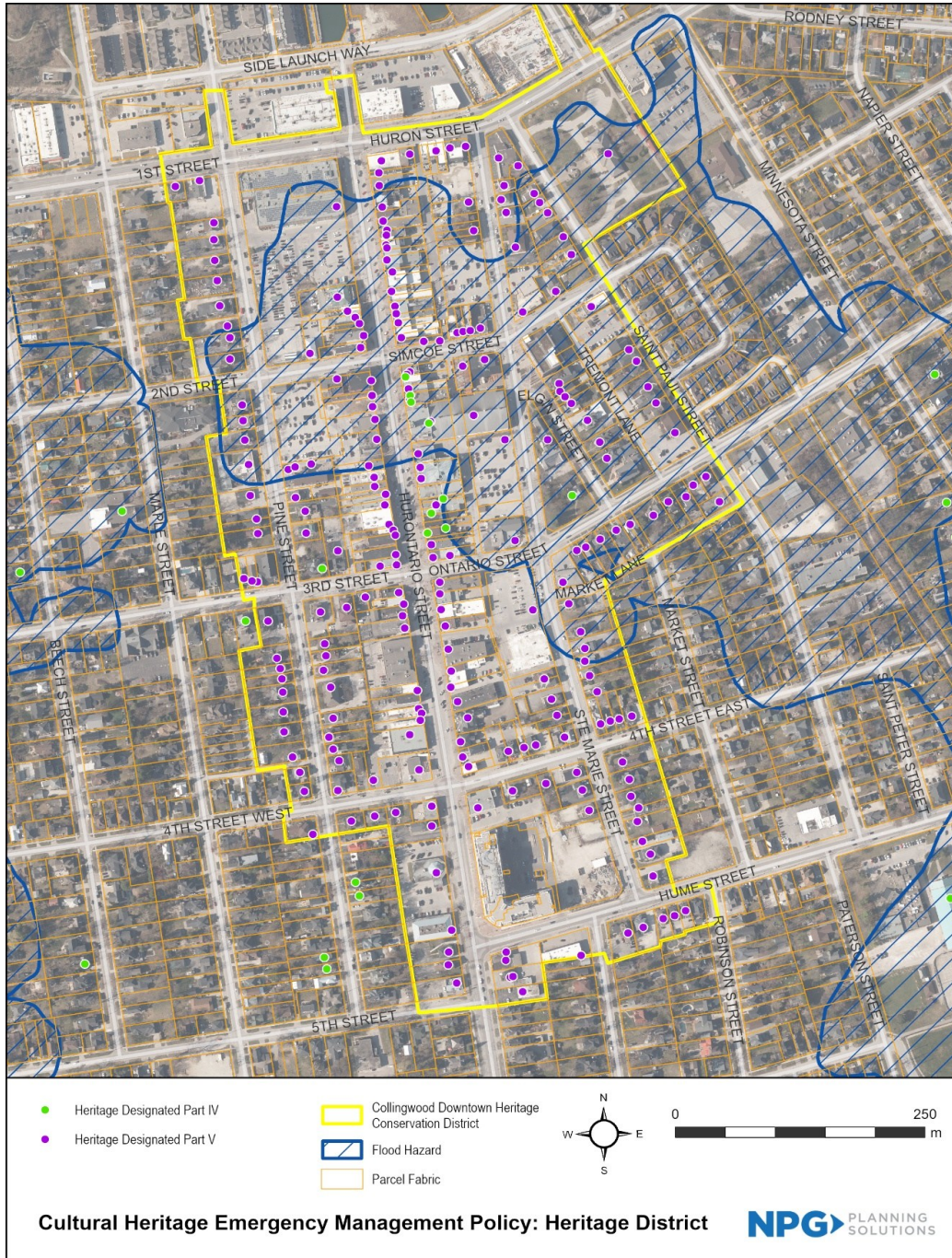
Climate change models project increased total precipitation, greater rainfall intensity, and more frequent heavy rainfall events that can contribute to a higher likelihood of surface flooding in Collingwood.

Figure 25 - Floodplains and cultural heritage resources in Collingwood



Collingwood Cultural Heritage Emergency Plan

Figure 26 - Mapping showing floodplain and cultural heritage resources within the Downtown Heritage Conservation District



Collingwood Cultural Heritage Emergency Plan

6.4.3. Construction Methods

Construction activities can result in direct or indirect negative impacts to cultural heritage resources. These can include, but are not limited to vibration impacts to building foundations, alterations to structural components of buildings, relocation of buildings, or accidental impacts with operating machinery. However, there are conservation approaches that can help to minimize or avoid such potential impacts.

One of the primary means of addressing potential negative impacts is ensuring all construction activities adhere to *Ontario Building Code Act* requirements, as well as have regard for any specific engineering or monitoring requirements to ensure the conservation of cultural heritage resources. Illegal or unauthorized works have a greater potential to cause negative impacts. Similarly, any work on designated heritage property, including new construction in a heritage conservation district, requires an Ontario Heritage Act application, which can also consider potential impacts.

To mitigate potential impacts to cultural heritage resources, the Town may require specific plans to manage construction activities, such as Heritage Impact Assessments, Conservation Plans and Temporary Protection Plans. These types of documents can help that indicate how potential negative impacts may be avoided or mitigated.

6.4.4. Wind and Tornadoes

Collingwood has experienced waterspouts (whirling columns of air that form over water) and tornadoes in the past (Figures 27-28). Figure 27 shows historical data relating to tornado risks. Waterspout events have occurred traveling from the water inland. The proximity of the water to the downtown core of Collingwood, which contains many of the Town's protected heritage properties (those within the Collingwood Downtown HCD and those individually designated under the OHA) means there is a higher risk of damage to cultural heritage resources.

A single tornado and strong wind event can cause catastrophic damage to a community and its cultural heritage resource as evidenced in Goderich, Ontario in 2011. Strong winds and tornadoes can also damage built heritage resources in various ways including loosening wall cladding and roofing materials, causing airborne debris or objects which may damage windows and weather building exteriors, toppling trees or branches onto built heritage resources or electrical wires which may damage built features and cause fires. In the latter example, implementing preventative emergency management measures related to wind and tornadoes, such as regularly identifying and managing dead or weakened trees, are effective means to mitigate these hazards.

Collingwood Cultural Heritage Emergency Plan

Figure 27 – Tornado risks in southern Ontario

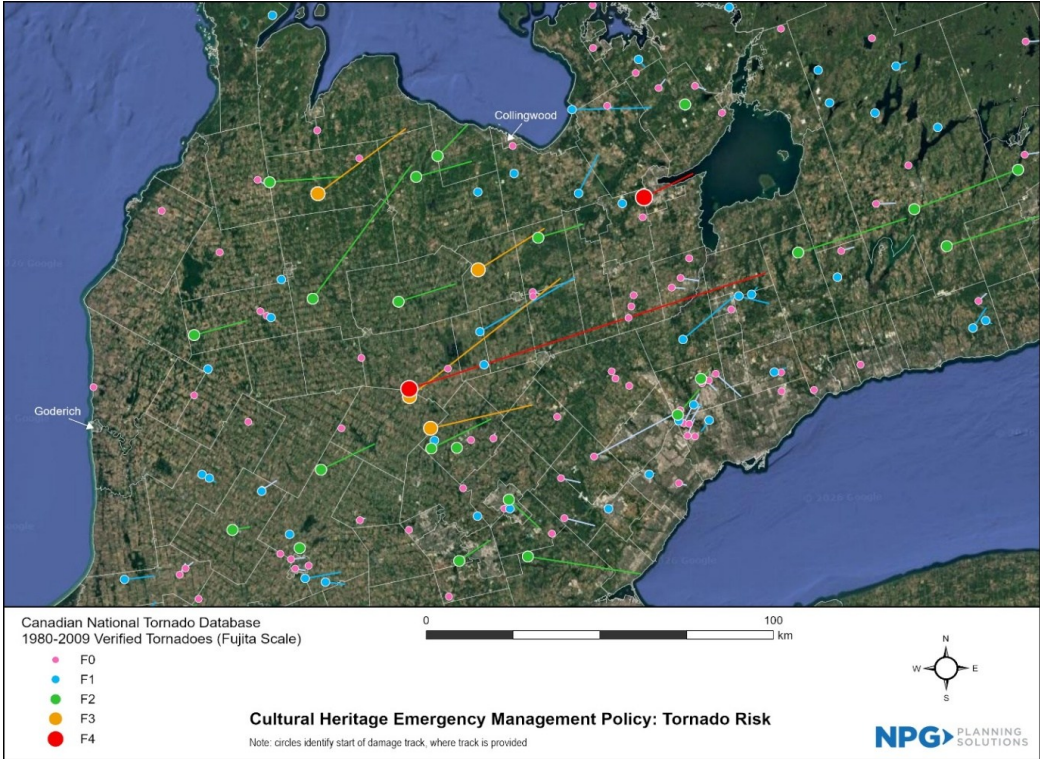


Figure 28 – Waterspout near Collingwood in 2020 (Source: CollingwoodToday)



Collingwood Cultural Heritage Emergency Plan

6.4.5. Microbursts

Microbursts are strong winds that form in a thunderstorm. Despite typically affecting only a small area after forming, the damage produced can be comparable to that of a tornado. As outlined in section 6.3 of this document, climate impacts to Collingwood include increased precipitation and extreme weather events, which could increase the number of microbursts in the Town.

6.4.6. Freeze-Thaw Cycles

Freeze-thaw cycles can cause noticeable damage to buildings over time. This cycle occurs when water infiltrates into a building and freezes during the colder month, pushing surrounding materials and causing cracks to form and worsen. Built heritage resources are particularly vulnerable, as foundations, walls and other features have already endured decades of weathering that have made it vulnerable to such cycles. Parapets particularly suffer from freeze-thaw cycles due to their exposure to the elements from more than one direction, illustrating the importance of routine maintenance on an on-going basis.

Climate change is expected to alter the frequency and intensity of freeze-thaw cycles in Collingwood. Projections indicate that warmer winters and changing winter conditions will increase the variability of temperatures around the freezing point, leading to more frequent freeze-thaw cycles which can accelerate the deterioration of building materials, infrastructure, and heritage features.

6.4.7. Damage by Vehicles

Many communities in Ontario have experienced damage to cultural heritage resources as a direct result of accidental vehicle collisions. Vehicle collisions to built heritage resources, such as private residences or commercial properties, can be traumatic and dangerous to those residing within the building. It is critical to ensure that municipal responses to such situations are regulated by clear and efficient protocols so that property owners are not inhibited in their emergency responses.

Collingwood Cultural Heritage Emergency Plan

Figure 29 - Damage caused to a building in Sydenham, Ontario, due to a vehicle collision (Source: Vilela, 2023)



6.4.8. Security

Security is understood to include those actions designed to provide protection from harm. The best security solutions include three components: people (skillsets and awareness), technology (proper selection of solutions), and processes (robustness).

Cultural heritage resources, such as Town halls, religious sites and court houses, are often key landmarks in a community. These often serve as places for community attention, action and gatherings, which may include meetings, celebrations or even democratic protests. Some facilities may also be rented for events, which may attract considerable public attention or visitation.

The security of such sites is increasing of concern for site managers and heritage conservation professionals. English Heritage, for example, recently released guidance on the protection of such sites for counter-terrorism purposes.⁵⁹ The United States produced government has produced several guidance document on how to integrate low impact security features on historic sites and buildings.

⁵⁹ Historic England, 2025

Collingwood Cultural Heritage Emergency Plan

Figure 30 – Recommendations for low-impact security features on a historic building (Source: Westlake Reed Leskosky /U.S. General Services Administration, 2009)

Perimeter Security for Historic Buildings: Technical Pilot, Final Report

Howard Metzzenbaum U.S. Courthouse



PERSPECTIVE VIEW AT SUPERIOR AVENUE, MAIN BUILDING ENTRANCE BEFORE



PERSPECTIVE VIEW AT SUPERIOR AVENUE, MAIN BUILDING ENTRANCE AFTER

Westlake Reed Leskosky

9

However, as Daniel Benny notes, the integration of such security features can be challenging:

Collingwood Cultural Heritage Emergency Plan

Mitigation measures are available, but often pose a challenge. Historic places were not designed to accommodate modern security requirements, such as metal detectors, cameras, and security doors. Site-protection measures should be integrated in a way that reduces the risk of terrorist attack, while causing a minimal impact to cultural heritage values. Another approach involves programmatic measures linked to visitor management. These may include the visible presence of security personnel, conspicuous testing of security installations, limiting public access to vulnerable areas (such as basements), and establishing safe zones within historic places.⁶⁰

Ultimately, any interventions on a heritage property to manage building security should be completed in such a manner that the work respects and conserve heritage attributes balancing safety and security needs with conservation best practices.

⁶⁰ Benny, 2012, pgs. 19, 21-22

Collingwood Cultural Heritage Emergency Plan

7. Recommendation

The following section outlines key recommended actions necessary to strengthen the Town of Collingwood's processes and approaches to mitigate, prepare for, and respond to the conservation of cultural heritage resources before, during and after an emergency or disaster.

The following recommendations have been developed to augment the Town's existing emergency management planning system with cultural heritage-specific provisions intended to coordinate with the Town's Emergency Management Plan.

These recommendations support the Town's existing heritage planning program with some recommendations having more general applications (such as By-laws for delegated authority and site visit authorization). Throughout, it is explicitly understood that the priority in disaster and emergency situations is the preservation of life.

Approved recommendations should be implemented in a phased approach based upon available resources such as staff time and well as future budget discussions. To this end, an action plan (Table 6) has been included at the end of this section to guide future work and implementation.

Recommendations have been broken into three interrelated sections:

- 1.1 CHEMP Implementation Recommendations;**
- 1.2 Amendments to Existing Policy Documents and By-laws; and,**
- 1.3 Financial Incentives.**

7.1. CHEMP Implementation Recommendations

The following recommendations have been developed to facilitate the effective implementation of the CHEMP. This includes recommendations around not only the adoption and review of the Plan, but also how the Town will approach the disaster and risk management related to cultural heritage resources. This includes the adoption of specific technical bulletins and protocols, record keeping practices, public education, and ongoing Indigenous engagement:

Collingwood Cultural Heritage Emergency Management Plan

7.1.1. Cultural Heritage Emergency Management Plan (CHEMP)

Item #	Recommendation	Rationale/Discussion
1.	It is recommended that the Town of Collingwood adopt the Cultural Heritage Emergency Management Plan (CHEMP) and that it be attached to the Town’s Emergency Management Plan as an Annex.	Municipalities are encouraged to develop “ <i>proactive strategies for conserving significant built heritage resources and cultural heritage landscapes</i> ”, as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i> .
2.	It is recommended that the Town review and update this Cultural Heritage Emergency Management Plan every 10 years at minimum.	<p>This report makes use of forecasting data to respond to what is anticipated to happen, but no prediction can be entirely certain. For this reason, it is important to complete periodic reviews to ensure that the Cultural Heritage Emergency Management Plan remains relevant and capable of addressing, what will one day be, current risks and priorities.</p> <p>This recommended 10-year review period does not mean changes cannot occur to the policy before then – the opposite is instead recommended. Every disaster and emergency represents an opportunity to build upon it by assessing its effectiveness. Where responses and guidance can be improved, it is encouraged to make these changes to the policy to assist in the establishment of suitable proactive and reactive measures.</p> <p>Failing to complete such updates risks pushing this policy into obsolescence, and with it, the protection and conservation of the Town’s cultural heritage resources in the event of a disaster or emergency.</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
3.	It is recommended that the Town of Collingwood adopt an approach to disaster and emergency management that recognizes the importance of mitigating, preparing for, and responding to the conservation of cultural heritage resources before, during and after an emergency or disaster with the understanding that the preservation of life is the priority.	Municipalities are also encouraged to develop <i>“proactive strategies for conserving significant built heritage resources and cultural heritage landscapes”</i> , as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i> .
4.	It is recommended that the Town of Collingwood adopt the draft Heritage Properties Site Visit By-law, hereto attached as Appendix X .	<p>The <i>Ontario Heritage Act</i> requires a clear By-law authorizing site visits as per section 38(1): <i>“For the purpose of carrying out this Part, any person authorized by the council of a municipality in writing may, upon producing proper identification, inspect at any reasonable time property designated or property proposed to be designated under this Part where a notice of intention to designate has been served and published under subsection 29 (3).”</i></p> <p>While this site visit By-law would be applicable to many different situations, this is particularly important in emergency or disaster situations where staff, members of the Collingwood Municipal Heritage Committee, and/or Town consultants may need to visit properties containing cultural heritage resources to assess damage and guide recovery efforts.</p>
5.	It is recommended that the Town of Collingwood adopt a By-law to amend the Delegation of Authority By-law	In the event of a circumstance requiring an immediate or temporary response to ensure the conservation of an identified heritage attribute(s) of a cultural heritage

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
	#2020-59 to include specific provisions for heritage approvals and emergency approvals.	<p>resource, the Director of Growth and Development or their designate is authorized to provide Emergency Approval of the necessary works. Collingwood's Municipal Heritage Committee may be consulted on any Emergency Approval, at the Director of Growth and Development's discretion.</p> <p>This policy supports flexibility in responding to conservation of cultural heritage resources in an emergency or disaster situation.</p>
6.	That the Town of Collingwood append the provided protocols and technical bulletins, hereto attached as Appendices III, IV, V, VI, VII and VIII into its existing Emergency Management processes.	<p>Brief protocols and technical bulletins have been created to advise the Town and property owners on topics related to cultural heritage resources and emergency and disasters. Whereas protocols shall be followed in the prescribed event, the technical bulletins provide advice and recommended actions (see Appendices III, IV, V, VI, VII and VIII):</p> <p>Protocols</p> <ul style="list-style-type: none"> • Discovery of Archaeological Resources Protocol; and, • Discovery of Human Remains and Burials Protocol; <p>Technical Bulletins</p> <ul style="list-style-type: none"> • Emergency Response Framework for Built Heritage Resources; • Protests/Demonstrations and Cultural Heritage; and, • Security and Cultural Heritage Resources.

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>All protocols and technical bulletins consider applicable legislation and policy. Other technical bulletins may be produced by the Town on an as needed basis. It is further recommended that these protocols and technical bulletins be made publicly available.</p>
7.	<p>It is recommended that the Town of Collingwood update its Emergency Management Website to include specific information and resources pertaining to cultural heritage emergency management for property owners, including a copy of the Cultural Heritage Emergency Management Plan and individual copies of the Cultural Heritage Emergency Response Protocols and Technical Bulletins.</p>	<p>This subsection could also contain:</p> <ul style="list-style-type: none"> • An overview of risks to cultural heritage resources in the Town; • Proactive measures that heritage property owners can integrate on their properties to mitigate the effects of disasters and emergencies; • A list of relevant resources produced by the Town, the Province and the Federal Government (see the resources provided in Section 9 of this document);
8.	<p>It is recommended that the Town of Collingwood create a Roster of qualified heritage professionals who can assist in disaster and emergency situations.</p>	<p>It is recognized that the Town has existing rosters for heritage professionals and engineers. This roster would focus on specialized technical experts, with demonstrated expertise with cultural heritage resources, who can respond to emergency or disaster scenarios within 12 to 24 hours to ensure swift response times.</p> <p>The roster should be viewed as a resource from which to draw technical expertise when required and may be provided to private property owners. Relevant</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>qualified heritage professionals could include engineers, architects, landscape architects, archaeologists, craftsmen and heritage specialists.</p> <p>The emergency roster should be regularly updated (e.g., every 3 years) to ensure that the list of experts is current.</p>
9.	<p>It is recommended that the Town of Collingwood regularly update the information on its heritage register, including photographs, and that a digital and hardcopy backup of the register be created.</p>	<p>It is critical to have up-to-date information for all <i>Ontario Heritage Act</i> protected heritage properties, and municipal addresses for Section 27 <i>Ontario Heritage Act</i> listed properties.</p> <p>Municipal addresses are critical for emergency response. It is recommended that the Town commit to annual updates of the Town's heritage inventory. Without the most up to date information, emergency responses may be delayed and hindered.</p> <p>It is recommended that the Town photo document heritage properties on a scheduled basis, such as every 3 years, to form part of the public record and document the evolution of properties over time. Volunteers from the Collingwood Heritage Committee, students or other interested volunteers may be engaged to undertake high resolution photo documentation from the public realm. Furthermore, the Town is encouraged to consult with property owners to determine if they would permit entry onto their property for more thorough documentation.</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>It is additionally recommended that the Town Clerk maintain a paper copy and digital backup of the heritage inventory on a separate external storage device. A backup copy should also be stored off site and be accessible without an internet connection in the case of a large-scale disaster or emergency across the Town, or even in the event of a cyber attack. This approach to data management will ensure that Town operations for cultural heritage resource management can continue uninhibited.</p>
10.	<p>It is recommended that the Town of Collingwood update its publicly available online heritage register to distinguish between contributing and non-contributing heritage properties in the HCD Plan area.</p>	<p>This will position the Town to:</p> <ul style="list-style-type: none"> • Identify and determine appropriate mitigation, response and conservation measures for contributing properties; and, • Focus post-recovery actions for cultural heritage resources.
11.	<p>It is recommended that the Town of Collingwood prepare a protocol for managing spontaneous, professional volunteers with demonstrated expertise in cultural heritage conservation.</p>	<p>Volunteers can provide critical support during an emergency or disaster but can also become a liability if they are not properly coordinated with emergency response responses and needs. It is recommended that the Town prepare a protocol to organize and properly vet volunteers for their expertise.</p>
12.	<p>It is recommended that the Town of Collingwood promote fire and flood awareness for heritage property owners.</p>	<p>Based on risk assessments completed by the Town of Collingwood, fires and floods remain prominent threats to cultural heritage resources in the Town. Areas of special concern include the Downtown core which contains a majority of designated (Part IV or</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>Part V) heritage properties. Many buildings are either adjoined to adjacent buildings or located very close by to one another, creating additional fire and flood risks.</p> <p>It is recommended that the Town support property owners' understanding of different topics, such as:</p> <ol style="list-style-type: none"> 1. How fires and floods may start and spread; 2. A description of existing vulnerabilities that may exist; and, 3. Actions that property owners can take to protect their property. <p>The Town may rely on different methods to promote this awareness. Information sharing may take form through:</p> <ul style="list-style-type: none"> • Fire and flood awareness notifications in tax bills; • Messaging provided through the Collingwood Downtown BIA; • Heritage Collingwood E-newsletters; • The physical mailing of newsletters; • Online posting on the Town's social media pages; and/or, • Advertising through different local networks (television, newspaper, radio).
13.	It is recommended that the Town of Collingwood develop and maintain a supply of tools and materials	The focus and intention of maintaining these supplies is twofold:

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
	to efficiently respond to disasters or an emergency affecting cultural heritage resources.	<ol style="list-style-type: none"> 1. To address immediate, anticipated emergencies or disasters (e.g., sandbags that can be filled and placed around cultural heritage resources prior to a flood; metal fencing that can be install in anticipation of a protest); and 2. To address immediate, short-term risks that are a result of a disaster or an emergency that has already occurred (e.g., tarps to temporarily cover damaged roofs; water pumps to drain flooded buildings; protective gear to safely assist in salvage and repair; construction materials that can be utilized to temporarily stabilize walls or ceilings; materials). These measures are intended to bide time and allow for more suitable long-term solutions to be implemented. <p>The Town is encouraged to explore coordinated efforts with local cultural heritage institutions, such as the Collingwood Museum, and with nearby municipalities to share these resources. Each member in coordination with this could contribute to paying fees associated with storage and with the costs of acquiring the above-mentioned supplies, tools and materials.</p>
14.	It is recommended that the Town familiarize themselves with existing plans prepared by private and public institutions that house moveable heritage.	Moveable heritage, such as artefacts, art and archival materials, are deserving of consideration in the event of an emergency or disaster situation. These cultural heritage resources can be even more susceptible to

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>the threats posed by emergencies and disasters and changes in climate conditions, all of which can be detrimental to its preservation.</p> <p>The Town should be aware of existing emergency and disaster response procedures that align with the Town’s existing Emergency Management Plan and the Cultural Heritage Emergency Management Plan to ensure coordination, where feasible.</p>
15.	<p>It is recommended that the Town of Collingwood collaborate and engage with local rights-holding Indigenous Nations, Métis communities, and urban Indigenous community members/organizations to create a clear protocol for any cultural heritage with Indigenous interests in the event of an emergency or disaster within the Town of Collingwood.</p>	<p>Section 4.6 (5.) of the 2024 <i>Provincial Planning Statement</i> states that “<i>Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.</i>”</p> <p>This strategy should be grounded in an overall understanding of the Indigenous Nations and communities with interests in the area, the nature of the diverse Indigenous cultural heritages in the municipality⁶¹, existing Indigenous emergency protocol (if applicable), appropriate municipal and Indigenous contacts, roles and responsibilities in</p>

⁶¹ Indigenous interests in the area may vary by First Nations/community and may include built resources, archaeological sites, landscape features, areas of traditional knowledge and practices, and more. Indigenous cultural heritages in the area may be sensitive information which is confidential to community members to preserve the heritage feature(s). Additionally, Indigenous cultural heritages are unique to each First Nations/community and may change/evolve with time.

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
		<p>times of cultural heritage emergencies, preferred methods of communication, and an overall recognition of the role and value traditional Indigenous knowledges. For instance, engagement with Rama First Nation has indicated a preference for notification through the wider Chippewa Tri-Council (CTC).</p> <p>The Indigenous protocol should be drafted in collaboration with interested rights-holding Indigenous Nations and communities so that it is relevant to the diverse Indigenous Nations, communities, and urban Indigenous peoples within Collingwood. It should also be treated as a living document which is regularly reviewed/updated in collaboration with Indigenous communities so that the information, protocols, contacts, and more stay current. Rama First Nation specifically identified matters such as the Town notifying in the event of an emergency affecting resource harvesting such as a major flood taking riparian vegetation or a chemical spill effecting a wetland. Specific matters should be directly addressed with local rights-holding Indigenous Nations, Métis communities, and urban Indigenous community members/organizations.</p> <p>The Indigenous cultural heritage protocols may build on other relevant municipal policy documents such as the County of Simcoe Archaeological Management Plan (2019).</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	Recommendation	Rationale/Discussion
16.	The Town, in undertaking any scenario training for potential disaster or emergency response and/or risk management situations, should incorporate scenarios that address cultural heritage resources.	This promotes proactive training for cultural heritage-specific emergency and/or disaster situation preparedness.

7.2. Amendments to Existing Policy Documents and By-laws

The following outlines specific wording changes recommended for several of the Town’s existing policy document.

7.2.1. Town of Collingwood Emergency Management Plan (2020)

The following changes to the Town of Collingwood’s Emergency Management Plan are recommended to address cultural heritage resource disaster and emergency management:

Item #	EMP Section	Suggested Wording	Rationale
1.	Introduction	The Town has prepared a <i>Cultural Heritage Emergency Management Plan</i> , which is intended to be read in coordination with, and supplementary to Collingwood’s Emergency Management Plan.	The <i>Cultural Heritage Emergency Management Plan</i> is supplementary and supportive to Collingwood’s Emergency Management Plan and specific to the management of cultural heritage resources.
2.	Emergency Control Group	The Director of Growth and Development, or their designate, has the authority to undertake necessary actions to protect cultural heritage resources in the event of an emergency or disaster over the short and long term.	Providing Town Heritage Staff with the authority to authorize necessary actions will result in more timely responses when responding to the effects of emergencies and disasters on cultural heritage resources.

Collingwood Cultural Heritage Emergency Management Plan

Item #	EMP Section	Suggested Wording	Rationale
3.	Provincial Assistance	The Town shall proactively develop coordinated responses and contact lists for key provincial ministries related to cultural heritage matters/resources.	In emergency and disaster situations there is likely to be critical requirements to consult with provincial ministries, such as the Ministry of Labour, Immigration, Training and Skills Development of Ontario, Bereavement Authority of Ontario, or the archaeology unit for the Ministry of Citizenship and Multiculturalism.

7.2.2. Town of Collingwood Official Plan (Working Appeal Copy January 2026)

The following changes to the Town of Collingwood’s Official Plan are recommended to address cultural heritage resources and disaster and emergency management:

Item #	OP Section	Suggested Wording	Rationale
1.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources a)	The Town of Collingwood is committed to conserving cultural heritage resources and has prepared a Cultural Heritage Emergency Management Plan to guide conservation efforts before, during and after a disaster or an emergency. The Cultural Heritage Emergency Management Plan shall be reviewed and updated every 10 years to ensure that the guidance provided is up to date, relevant, and reflects past lessons learned.	Section 2(d) of the <i>Planning Act</i> identifies “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” as a provincial priority. Municipalities are also encouraged to develop “proactive strategies for conserving significant built heritage resources and cultural heritage landscapes”, as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i> .

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
2.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources b)	The Town of Collingwood will proactively work to prevent and mitigate the impacts of emergencies and disasters on cultural heritage resources in accordance with the Cultural Heritage Emergency Management Plan.	Section 2(d) of the <i>Planning Act</i> identifies “ <i>the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest</i> ” as a provincial priority. Municipalities are also encouraged to develop “ <i>proactive strategies for conserving significant built heritage resources and cultural heritage landscapes</i> ”, as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i> .
3.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources c)	The Town of Collingwood commits to engaging with Indigenous communities, local stakeholders, and subject matter experts on cultural heritage matters related to disaster and emergency management.	Section 4.6(5) of the 2024 <i>Provincial Planning Statement</i> identifies that “ <i>Planning authorities shall engage early with Indigenous communities and ensure their interests are considered when identifying, protecting and managing archaeological resources, built heritage resources and cultural heritage landscapes.</i> ”
4.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources	During an emergency or a disaster situation, the Town shall rely upon the Emergency Management Plan and the Cultural Heritage Emergency Management Plan and its protocols and technical bulletins.	The Cultural Heritage Emergency Management Plan and its protocols and technical bulletins have been designed in consideration of the Town’s existing Emergency Management Plan. Through this, a combined approach that considers Town-wide priorities and the Town’s cultural heritage resources can be achieved.

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
	d)		
5.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources e)	The Town of Collingwood will promote and implement heritage conservation approaches, including repair and recovery efforts, that endeavor to address previous vulnerabilities by avoiding their re-creation. Examples of these types of efforts include the “Building Back Better Approach”. Recovery actions after an emergency or a disaster will focus on the conservation of heritage attributes to the most reasonable extent possible.	Addressing previous vulnerabilities is a proactive measure that can make public and private properties more resilient to future disasters and emergencies. The policy provides direction on post-emergency or disaster recovery of cultural heritage resources.
6.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources f)	Salvage and repair efforts following an emergency disaster shall adhere to the following: a) Retain salvaged historic materials, such as masonry, interior and/or exterior details and wooden structural elements for possible use in repairs; and b) Photograph stages of salvage to document the condition of the cultural heritage resource before and after the removal of debris.	This policy promotes on-going documentation of cultural heritage resources so that changes over time are understood and recorded.
7.	3.6 Conserving Cultural Heritage Resources	In situations where cultural heritage resources cannot be conserved, commemoration may be considered an appropriate action.	This policy acknowledges that it may not always be possible to conserve cultural heritage resources. It provides an alternative for the Town or private

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
	<p>Emergency Management of Cultural Heritage Resources</p> <p>g)</p>		<p>property owners to consider as appropriate.</p>
8.	<p>3.6 Conserving Cultural Heritage Resources</p> <p>Emergency Management of Cultural Heritage Resources</p> <p>h)</p>	<p>The Town will encourage the sensitive installation of retrofitting features that minimize impacts on heritage attributes or their supporting elements to promote emergency and disaster preparedness and resilience. This includes the installation of security features and monitoring devices/sensors.</p>	<p>Section 2(d) of the <i>Planning Act</i> identifies “the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest” as a provincial priority. Municipalities are also encouraged to develop “proactive strategies for conserving significant built heritage resources and cultural heritage landscapes”, as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i>.</p> <p>Section 4.6 (4.b.) of the 2024 <i>Provincial Planning Statement</i> 2024 states that “Planning authorities are encouraged to develop and implement: proactive strategies for conserving significant built heritage resources and cultural heritage landscapes.”</p> <p>This policy enables proactive approaches to disaster risk reduction.</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
9.	3.6 Conserving Cultural Heritage Resources Emergency Management of Cultural Heritage Resources i)	Where appropriate, applications for site alteration and development on lands containing and/or adjacent to cultural heritage resources shall ensure that approved works are compliant with Ontario Building Code requirements for risk mitigation and shall ensure the protection and conservation of cultural heritage resources from unintentional harm. The Town shall require necessary supporting studies prepared by qualified heritage professionals, where appropriate.	<p>This policy adheres to the provincial priority of “<i>the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest</i>” as per Section 2(d) of the <i>Planning Act</i>.</p> <p>This policy adheres to Section 1.1(1) of the Building Code Act, which states that “<i>It is the role of every person who causes a building to be constructed, (a) to cause the building to be constructed in accordance with this Act and the building code and with any permit issued under this Act for the building.</i>” It is noted that the term “repair” in the <i>Building Code Act</i> includes “<i>...material alteration or repair of a building...</i>”.</p> <p>Adjacent properties are also to be considered, as per Section 4.6 (3) of the 2024 <i>Provincial Planning Statement</i> which states that “<i>Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.</i>”</p>
10.	7.2.1 Definitions	Cultural Heritage Resources	Undefined in the Town’s Official Plan.

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
		<p>Means built heritage resources, cultural heritage landscapes and archaeological resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people. While some cultural heritage resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation.</p>	
11.	7.2.1 Definitions	<p>Qualified heritage consultant: means</p> <ol style="list-style-type: none"> 1. a member of the Canadian Association of Heritage Professionals with the requisite experience to the satisfaction of the municipality; and/or 2. A practitioner (such as an architect, planner, cultural heritage researcher) who is a member of a professional association who can demonstrate their experience to the satisfaction of the municipality. 	<p>There is currently no definition of Qualified Heritage Professional. The Canadian Association of Heritage Professionals is one of the primary professional associations for heritage practitioners, but it is not the only one. Regardless of membership in any professional association, what is most important is that the consultant has the requisite experience to the satisfaction of the municipality.</p>

Collingwood Cultural Heritage Emergency Management Plan

Item #	OP Section	Suggested Wording	Rationale
		The qualifications and credentials of the qualified person must be to the satisfaction of the municipality.	

7.2.3. Collingwood Downtown Heritage Conservation District Plan (2008)

When (or if) the Collingwood Downtown Heritage Conservation District Plan is updated, it is recommended that new policies be added which address emergency and disaster risk management. It is understood that the Province of Ontario is due to release guidance on updating heritage conservation districts, but this guidance has not yet been prepared.

As previously identified, the Heritage Conservation District Plan only briefly references weather, flood, fire and other hazards. The following recommended Heritage Conservation District Plan policies and guidelines have been drafted for consideration by the Town and may be implemented as part of a future update:

Item #	Heritage Conservation District Plan Section	Suggested Wording	Rationale
1.	10.0 Principles and Standards for Heritage Conservation 10.6 Emergency and Disaster Risk Management	Properties located within the Heritage Conservation District Plan area shall adhere to the Emergency Management of Cultural Heritage Resources policies in Section 3.6 of the Town of Collingwood Official Plan and with the Town of Collingwood’s Cultural Heritage Emergency Management Plan.	This policy ensures consistency with other applicable policies that affect cultural heritage resources across the Town and include those within the HCD Plan area.

Collingwood Cultural Heritage Emergency Management Plan

Item #	Heritage Conservation District Plan Section	Suggested Wording	Rationale
2.	10.0 Principles and Standards for Heritage Conservation 10.6 Emergency and Disaster Risk Management	All actions in preparation of, or in response to, disasters or emergencies shall continue to consider the heritage values and heritage attributes located on the property or on adjacent properties. These actions shall also be based on guidance provided by a Town Heritage Staff and/or that of a heritage professional(s).	This policy adheres to the provincial priority of <i>“the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest”</i> as per Section 2(d) of the <i>Planning Act</i> . Adjacent properties are also to be considered, as per Section 4.6 (3) of the 2024 <i>Provincial Planning Statement</i> which states that <i>“Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property unless the heritage attributes of the protected heritage property will be conserved.”</i>
3.	10.0 Principles and Standards for Heritage Conservation 10.6 Emergency and Disaster Risk Management	All disaster and emergency-related mitigation alterations made to a property within the Heritage Conservation District Plan area shall adhere to and consider, respectively, the policies and guidelines established in the Heritage Conservation District Plan.	This policy acknowledges the existing policies and guidelines that are in effect for the Collingwood Downtown Heritage Conservation District.
4.	10.0 Principles and Standards	The Town of Collingwood, through the Municipal Heritage Committee, will	Photographing these properties is one means of documenting existing conditions

Collingwood Cultural Heritage Emergency Management Plan

Item #	Heritage Conservation District Plan Section	Suggested Wording	Rationale
	for Heritage Conservation 10.6 Emergency and Disaster Risk Management	maintain photo documentation records of all Part IV designated properties and Part V designated properties that contribute to the heritage value of the Collingwood Downtown Heritage Conservation District. These photos should be sufficient to allow for reconstruction or replacement.	and can be used to assist in conservation of these cultural heritage resources by serving as a reference.
5.	10.0 Principles and Standards for Heritage Conservation 10.6 Emergency and Disaster Risk Management	Property owners within the Heritage Conservation District Plan area shall consider the existing vulnerabilities of their properties to disasters or emergencies. The Town encourages all property owners within the Heritage Conservation District Plan area to address any identified vulnerabilities through mitigative measures, such as by: <ul style="list-style-type: none"> a) Installing fire, water and gas monitoring devices; b) Installing interior and/or exterior fireproofing and waterproofing; c) Installing backup generators and sump pumps; d) Integrating landscaping that directs water away from the building; and, e) Repairing foundations or structural components that show signs of deterioration. 	This policy reflects proactive measures that property owners can take to reduce vulnerabilities to disasters and emergencies. Municipalities are also encouraged to develop “ <i>proactive strategies for conserving significant built heritage resources and cultural heritage landscapes</i> ”, as per Policy 4.6.4(b) of the 2024 <i>Provincial Planning Statement</i> .

Collingwood Cultural Heritage Emergency Management Plan

Item #	Heritage Conservation District Plan Section	Suggested Wording	Rationale
6.	15.0 Streetscapes, Lanes, and Pathways 15.1 Streetscape Design	The Town encourages interpretive opportunities on vacant properties, such as through community-based advertising or art displays, that (1) brings some non-active use to the property visible from the public realm and (2) reduces the appearance of a vacant building to passersby.	Vacant properties may have a beneficial short-term use (such as being used to advertise local affairs or enterprises), and the presence of advertising may improve the appearance of mothballed properties.

7.2.4. By-law in Relation to Heritage Permits (#2022-037)

To ensure conservation measures for cultural heritage resources are undertaken swiftly during emergency or disaster situations, it is recommended that By-law #2022-037 (being a By-law in relation to heritage permits) be amended to recognize the Town’s Director of Growth and Development, **or their designate** (emphasis added), be authorized to issue emergency approvals as needed.

This change should be noted in both the Collingwood Emergency Plan (2020) and in By-law #2022-037, which deals with the delegation of authority associated with heritage permits for Part IV and Part V designated properties. As a result of this change, it is important that the Town’s Director of Growth and Development and their designates are familiar with the responsibilities that are associated with emergency approvals.

7.2.5. Property Standards By-law (#2016-040)

It is recommended that the Property Standards By-law #2016-040 be revised to include specific language addressing mothballing best practice requirements for cultural heritage resources.

Mothballing is a method of protecting infrequently monitored buildings and is recommended to be a required practice when a listed or designated property is vacated. Mothballing helps protect building against weather, vermin and

Collingwood Cultural Heritage Emergency Management Plan

unauthorized entry and may take the form of boarding up windows, doors, and other building openings (e.g., vents or holes in walls and roofs). Although vacant properties are discussed in the Town’s Property Standards By-law #2016-040, revisions are proposed below to ensure that the heritage value of any vacant cultural heritage properties is conserved.

Changes to Section 7.5 of By-law #2016-040 have been drafted below for the Town’s consideration:

Existing Policy		Proposed Revision	Rationale
7.5.1	Where a building on a Part IV or a Part V Heritage Property remains vacant or unoccupied for a period of ninety (90) days or more, the owner shall ensure that appropriate utilities serving the building are connected as required to provide, maintain and monitor proper heating and ventilation to prevent damage caused to the building by fluctuating temperatures and humidity.	Where a building on a Part IV or a Part V Heritage Property remains vacant or unoccupied for a period of ninety (90) days or more, the owner shall ensure that appropriate utilities serving the building are connected, maintained and regularly monitored as required necessary to prevent damage to heritage attributes caused by environmental conditions (e.g., maintaining interior temperatures above freezing and ensuring adequate ventilation). Where utilities are unavailable, impractical, or not in service, the owner shall submit a mothballing plan to the Town for review and approval. The plan shall outline measures for ongoing maintenance, regular inspection, environmental monitoring, and property security to ensure the protection of the building and any heritage attributes. provide, maintain and monitor proper heating and ventilation to prevent damage	“Heritage attributes” are an integral component of cultural heritage value or interest; as per its definition in the <i>Ontario Heritage Act</i> , these attributes “... <i>contribute to the cultural heritage value or interest</i> ”. The specific protection of these attributes is therefore recommended. The specific language of heating buildings above freezing and ensuring adequate ventilation are widely considered best practices for mothballing of heritage buildings as they are major stabilizing factors for buildings and interior/exterior heritage attributes.

Collingwood Cultural Heritage Emergency Management Plan

Existing Policy		Proposed Revision	Rationale
		caused to the building by fluctuating temperatures and humidity.	
7.5.2	<p>Where a building on a Part IV or a Part V Heritage Property is vacant or damaged by accident, storm, neglect, intentional damage, or other causes, the owner shall protect the building against the risks of accident, intentional damage, fire, storm, neglect or other causes and shall effectively prevent the entrance of the elements, unauthorized persons, or the infestation of pests by closing and securing openings to the building with at least 19 mm (3/4") weatherproofed sheet plywood boarding:</p> <p>a) that completely covers the opening and is properly fitted in a watertight manner within the side jambs, the head jamb and the exterior bottom sill of the door or window opening so the exterior trim and cladding remains uncovered and undamaged by the boarding;</p>	<p>Where a building on a Part IV or a Part V Heritage Property is vacant or damaged by accident, storm, neglect, intentional damage, or other causes, the owner shall protect the building heritage attributes, including but not limited to a roof, wall, floor, retaining wall or foundation, that supports or protects a heritage attribute and without which the heritage attribute may be at risk of deteriorating or being damaged, against such risks against the risks of accident, intentional damage, fire, storm, neglect or other causes and shall effectively prevent the entrance of the elements, unauthorized persons, or the infestation of pests by closing and securing all openings to the building with at least 19 mm (3/4") weatherproofed sheet plywood boarding:</p> <p>a) that completely covers the opening and is properly fitted in a watertight manner within the side jambs, the head jamb and the exterior bottom sill of the door or window opening</p>	<p>“Heritage attributes” are an integral component of cultural heritage value or interest; as per its definition in the <i>Ontario Heritage Act</i>, these attributes “...<i>contribute to the cultural heritage value or interest</i>”. The specific protection of these attributes is therefore recommended.</p>

Collingwood Cultural Heritage Emergency Management Plan

Existing Policy		Proposed Revision	Rationale
	<p>b) that is fastened securely in a manner that minimizes damage to the heritage attributes and the historic fabric and is reversible; and</p> <p>c) that minimizes visual impact.</p>	<p>so the exterior trim and cladding remains uncovered and undamaged by the boarding;</p> <p>b) that is fastened securely in a manner that minimizes damage to the heritage attributes and the historic fabric and is reversible; and</p> <p>c) that minimizes visual impact.</p>	
7.5.3	<p>Subject to any applicable provisions of the Ontario Heritage Act, where the minimum standard imposed by subsection 7.5.2 has, more than once, failed to exclude unauthorized entry, and further where the owner's control, attendance or lack of security measures to protect the heritage property suggests that a more secure option be used, the owner shall supply such measures, including improved security of closures, as may be required by the Chief Building Officer or Property Standards Officer.</p>	<p>Subject to any applicable provisions of the Ontario Heritage Act, where the minimum standard imposed by subsection 7.5.2 has, more than once, failed to exclude unauthorized entry, and further where the owner's control, attendance or lack of security measures to protect the heritage property suggests that a more secure option is required be used, the owner shall supply such measures, including improved security of closures, as may be required by the Chief Building Officer or Property Standards Officer. Such measures may include, without limitation:</p> <ul style="list-style-type: none"> • installation of security protection infrastructure (e.g., 	<p>The policy is proposed to be revised to reference best practice measures for securing heritage properties and their associated heritage attributes.</p>

Collingwood Cultural Heritage Emergency Management Plan

Existing Policy		Proposed Revision	Rationale
		<p>security cameras, exterior lighting);</p> <ul style="list-style-type: none"> regular monitoring of the property at intervals agreed to with the Town; and subject to applicable Town approvals, the temporary removal and secure storage of heritage attributes at risk of theft or vandalism (e.g., iron roof cresting, stained glass windows) and their replacement on site directly following occupancy. 	
7.5.4	Despite subsection 7.5.3, no window, door or other opening on a Part IV Heritage Property or a Part V Heritage Property shall be secured by brick or masonry units held in place by mortar unless required by the Town.	Despite subsection 7.5.3, no window, door or other opening on a Part IV Heritage Property or a Part V Heritage Property shall be secured by brick or masonry units held in place by mortar unless required by the Town.	No change.
NEW		<p>In the event of a disaster or an emergency, the property owner shall be required to:</p> <ul style="list-style-type: none"> a) Inspect the property for signs of damage; 	Regardless of occupancy status, the building remains a protected heritage property that is required to be conserved under the <i>Planning Act</i> and the <i>Ontario Heritage Act</i> .

Collingwood Cultural Heritage Emergency Management Plan

Existing Policy		Proposed Revision	Rationale
		<p>b) Notify the Town if damage has been observed; and, if applicable; and</p> <p>c) Follow Town direction with respect to any property orders.</p>	

7.3. Financial Incentives

7.3.1. Update the Existing Heritage Grants Program to Proactively Support Risk Reduction Measures

It is recommended that the Town of Collingwood update its existing heritage property grants and tax programs to include supporting proactive retrofitting measures which will better protect heritage properties against potential emergencies and disasters. To this end, the heritage program should apply to costs associated with the following, so long as such measures do not negatively impact heritage attributes:

- Fire, water and carbon dioxide alarm systems;
- Fireproofing, including sprinkler systems and monitored fire alarm systems;
- Waterproofing;
- Weatherproofing;
- Sump pumps;
- Backup generators;
- Mothballing;
- Vandalism prevention measures; and,
- Other mitigation options that would conserve cultural heritage resources in the opinion of staff.

To support these changes, the following statements from the program website should be amended. The authorizing By-laws for these programs should also be examined and amended accordingly.

Collingwood Cultural Heritage Emergency Management Plan

Website Section	Existing	Proposed Revision
Introduction	The Town of Collingwood provides financial assistance for owners of designated heritage structures through the Heritage Grant Program . Monies are directed to the conservation and restoration of those properties that have been designated for their historical and/or architectural significance in accordance to Part IV or V of the Ontario Heritage Act.	The Town of Collingwood provides financial assistance for owners of designated heritage structures properties through the Heritage Grant Program . Monies are directed to the conservation and restoration of those properties that have been designated for their historical and/or architectural significance in accordance to Part IV or V of the Ontario Heritage Act.
	Through this program, owners of designated properties may be eligible to receive a grant toward the conservation and restoration of the heritage features of their properties. Upon satisfactory project completion, the grant amount is one half of eligible project costs to a maximum grant of \$3,000.00. The grant must be matched by a contribution from the owner and is based on the owner’s actual expenditures as verified by paid invoices. The property owner may receive one grant per calendar year. A maximum of \$40,000.00 is available through the Heritage Grant Program per calendar year, subject to Council budget approval.	Through this program, owners of designated properties may be eligible to receive a grant toward: <ul style="list-style-type: none"> • the conservation and restoration of the heritage features of their properties, or • for proactive measures that help protect their property against the possible effects of emergencies and disasters. <p>Upon satisfactory project completion, the grant amount is one half of eligible project costs to a maximum grant of \$3,000.00. The grant must be matched by a contribution from the owner and is based on the owner’s actual expenditures as verified by paid invoices. The property owner may receive one grant per calendar year. A maximum of \$40,000.00 is available through the Heritage Grant Program per calendar year, subject to Council budget approval.</p>
Eligible Properties	The grant is only available to properties that are designated:	The grant is only available to properties that are designated:

Collingwood Cultural Heritage Emergency Management Plan

Website Section	Existing	Proposed Revision
	<ol style="list-style-type: none"> Under Part IV of the Ontario Heritage Act, and for which the project conserves or enhances elements specified in the “Reasons for Designation”, as determined by The Collingwood Heritage Committee or designate; OR under Part V of the Ontario Heritage Act, and for which the project is conducted in accordance with design guidelines or policies as specified in the Heritage Conservation District Plan adopted by the Municipality, as determined by Collingwood Heritage Committee or designate. 	<ol style="list-style-type: none"> Under Part IV of the Ontario Heritage Act, and for which the project conserves or enhances elements specified in the “Reasons for Designation”, as determined by The Collingwood Heritage Committee or designate; OR under Part V of the Ontario Heritage Act, and for which the project is conducted in accordance with design guidelines or policies as specified in the Heritage Conservation District Plan adopted by the Municipality, as determined by Collingwood Heritage Committee or designate., OR Under Part IV or Part V of the Ontario Heritage Act, and for which the project is designed to proactively protect the property from the effects of emergencies and disasters.
General Provisions	<p>Any project that conserves or enhances elements specified in the Reasons for Designation is eligible. These projects will fall into one of three general categories:</p> <ol style="list-style-type: none"> The conservation of existing architectural elements that are significant; 	<p>Any project that conserves or enhances elements specified in the Reasons for Designation is eligible. These projects will fall into one of three four general categories:</p> <ol style="list-style-type: none"> The conservation of existing architectural elements that are significant;

Collingwood Cultural Heritage Emergency Management Plan

Website Section	Existing	Proposed Revision
	<p>2. the restoration of significant original architectural features that still exist, but which are beyond conservation or repair; Note: this only includes accurate reconstructions of the original features using materials, sizes, and configurations that match the original.</p> <p>3. The reconstruction of significant architectural features that have been lost, but for which the appearance can be clearly determined from documentary sources; Note: this must be documentary evidence for the property in question, not to similar properties. This evidence may be in the form of photographs or original drawings that illustrate the feature to be restored.</p> <p>Projects that fall under one of these three general categories might include the repair, reconstruction or restoration of significant features such as: doors, windows, verandahs, cupolas, significant exterior chimneys, bargeboard or other decorative trim, shop fronts which have been altered or replaced, any other features important to the overall composition of</p>	<p>2. the restoration of significant original architectural features that still exist, but which are beyond conservation or repair; Note: this only includes accurate reconstructions of the original features using materials, sizes, and configurations that match the original.</p> <p>3. The reconstruction of significant architectural features that have been lost, but for which the appearance can be clearly determined from documentary sources; Note: this must be documentary evidence for the property in question, not to similar properties. This evidence may be in the form of photographs or original drawings that illustrate the feature to be restored.</p> <p>4. The protection of the property and its heritage attributes from the possible effects of emergencies and disasters through the implementation of proactive measures.</p> <p>Projects that fall under one of these three four general categories might include the repair, reconstruction or restoration of significant features such as, but not exclusive to: doors, windows, verandahs, cupolas, significant exterior chimneys, bargeboard or other decorative trim, shop fronts which have been altered or replaced, any other</p>

Collingwood Cultural Heritage Emergency Management Plan

Website Section	Existing	Proposed Revision
	<p>the structure as specified in the reasons for designation and fences and outbuildings if specifically referred to in Reasons for Designation.</p> <p>All projects must follow good heritage conservation practice, as determined by Collingwood Heritage Committee or its designate.</p>	<p>features important to the overall composition of the structure as specified in the reasons for designation and fences and outbuildings if specifically referred to in Reasons for Designation. It can also address such mitigation effects including, but not limited to, the installation of floodproofing or fireproofing, the installation of water, gas and fire alarms, and the installation of backup generators or sump pumps.</p> <p>All projects must follow good heritage conservation practice ., as determined by Collingwood Heritage Committee or its designate.</p>

7.3.2. Explore the Creation of an Emergency Grant to Support Post-Disaster or Emergency Recovery Efforts

It is recommended that the Town of Collingwood explore the establishment of an emergency grants to provide financial support for heritage property owners affected by an emergency or disaster. This funding is permitted under Section 39 and 45 of the *Ontario Heritage Act*.

Such a program could address two (2) possible needs:

1. First, it could enable property owners to apply for funding from the Town to offset costs for professional assessments of cultural heritage resources and recovery recommendations post-emergency or disaster. This could develop as a cost-sharing grant program; and/or
2. Second, it provides heritage property owners with financial supports to offset costs associated with the recovery of cultural heritage resources post-disaster or emergency. This may include salvage and significant repair efforts. This funding could take the form of grants, low- or no-interest loans.

Collingwood Cultural Heritage Emergency Management Plan

The budget for such a program could be funded by establishing a rollover budget line item of an annual fixed amount (e.g., \$10k-15K per year) or potentially from the Town's heritage reserve fund if the terms of this fund were amended. The intent would be this funding would only be used in specific circumstances post disaster/emergency.

Regardless of the type of program developed, it is important that property owners can access this funding quickly. Unexpected costs associated with conservation may be beyond the capability, or desire, of heritage property owners, who may instead opt for cheaper alternatives to repair their home. If the Town can instead support property owners in this way, it may provide sufficient time and capital to conserve and/or restore the property in a manner aligned with its heritage value.

Collingwood Cultural Heritage Emergency Management Plan

7.4 Action Plan

Table 6 – Action Plan items based on the recommended policy and process changes

Action Item	Short Term (1 year)	Medium Term (1-2 years)	Long Term (3-5 years)	Ongoing	Responsible & Partners
1) Adopt the Cultural Heritage Emergency Management Plan (CHEMP).	✓				<ul style="list-style-type: none"> • Town Staff • Town Council • Municipal Heritage Committee
2) Adopt the draft Heritage Properties Site Visit By-law, attached as Appendix X .	✓				<ul style="list-style-type: none"> • Town Staff • Town Council • Municipal Heritage Committee
3) Adopt the By-law in Relation to Heritage Permits (#2022-037) for delegation authority for emergency approvals.		✓			<ul style="list-style-type: none"> • Town Staff • Town Council
4) Adopt the Cultural Heritage Emergency Response Protocols and Technical Bulletins, attached as Appendices III, IV, V, VI, VII and VIII as an annex to the Town of Collingwood's Emergency Management Plan.		✓			<ul style="list-style-type: none"> • Town Staff • Town Council

Collingwood Cultural Heritage Emergency Management Plan

Action Item	Short Term (1 year)	Medium Term (1-2 years)	Long Term (3-5 years)	Ongoing	Responsible & Partners
5) Adopt recommended amendments to the Town of Collingwood Emergency Management Plan		✓			<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
6) Adopt recommended amendments to the Town of Collingwood Official Plan			✓		<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
7) Adopt recommended amendments to the Collingwood Downtown Heritage Conservation District Plan* *Subject to OHA implementation of prescribed criteria by the province			✓		<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
8) Adopt amendments to the Town's Property Standards By-law			✓		<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
9) Update the publicly available online heritage register to distinguish between contributing and non-contributing heritage properties within the Collingwood Downtown		✓			<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee

Collingwood Cultural Heritage Emergency Management Plan

Action Item	Short Term (1 year)	Medium Term (1-2 years)	Long Term (3-5 years)	Ongoing	Responsible & Partners
Heritage Conservation District					
10) Promote fire and flood awareness for heritage property owners				✓	<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
11) Develop and maintain a supply of tools and materials to aid in disaster or emergency responses affecting cultural heritage resources			✓		<ul style="list-style-type: none"> • Town Staff • Town Council
12) Develop coordinated responses with private and public institutions that house moveable heritage				✓	<ul style="list-style-type: none"> • Town Staff • Municipal Heritage Committee
13) Collaborate and engage with local rights-holding Indigenous Nations, Métis communities, and urban Indigenous community members/organizations to create a clear protocol for any cultural heritage with Indigenous interests in the event of an emergency or disaster				✓	<ul style="list-style-type: none"> • Town Staff • Local rights-holding Indigenous Nations, Métis communities, and urban Indigenous community members/organizations

Collingwood Cultural Heritage Emergency Management Plan

Action Item	Short Term (1 year)	Medium Term (1-2 years)	Long Term (3-5 years)	Ongoing	Responsible & Partners
14) Implement grants to support risk reduction measures				Further Town Council discussion to be had.	<ul style="list-style-type: none"> • Town Staff • Town Council
15) Explore the creation of an emergency grant to support post-disaster or emergency recovery efforts				Further Town Council discussion to be had.	<ul style="list-style-type: none"> • Town Staff • Town Council

8. Protocols and Technical Bulletins (Appendices)

8.1. Emergency Response Protocols and Technical Bulletins

The following protocols and technical bulletins have been prepared for cultural heritage resources in the Town of Collingwood. These establish required responses (protocols) and recommended actions (technical bulletins) for different emergency and disaster-related situations, and both proactive and reactive measures are provided. It is recommended that all protocols and technical bulletins be read to familiarize oneself with the contents of these protocols and technical bulletins.

8.1.1. Protocols

Discovery of Archaeological Resources Emergency Protocol

This protocol is to be followed when archaeological resources (which do not include human remains and/or burials) have been discovered during or after an emergency or disaster. The response begins with notification to the Town's Senior Planner (Heritage), who will then determine if a licensed archaeologist should be contacted for further investigation. The licensed archaeologist will determine if archaeological resources are present, and if applicable, recommend applicable mitigative measures.

See **Appendix III**.

Discovery of Human Remains and Burials Emergency Protocol

This protocol is to be followed when human remains and/or burials have been discovered during or after an emergency or disaster. The protocol begins with property owner notification to police, who along with the Coroner, carry out an investigation to determine if the remains are of historical interest or reflect a crime scene. If the site is not a crime scene, the *Funeral, Burial, and Cremation Services Act* (FBSCA) Registrar will order the landowner to contract a licensed archaeologist to investigate the site. The FBSCA Registrar will determine next steps based on information provided by a licensed archaeologist. If the site is a crime scene, police assume control of the site and will provide direction to the property owner.

See **Appendix IV**.

8.1.2. Technical Bulletins

Emergency Response Framework for Built Heritage Resources

This technical bulletin establishes the framework response by the Town in the event that an emergency response has been activated (based on the Town's existing Emergency

Collingwood Cultural Heritage Emergency Management Plan

Management Plan) and where cultural heritage resources are impacted. Responsibilities are split into three tiers:

- **Tier 1** – The Chief Building Official (CBO), who makes the final decision for all actions;
- **Tier 2** – The Director of Growth and Development; and,
- **Tier 3** – Town Heritage Staff and/or a qualified heritage professional(s), who present recommendations to the CBO based on cultural heritage expertise.

The CBO will visit the site, with a qualified heritage engineer where feasible, to determine if the cultural heritage resource is in a critical or non-critical state. Notification of the situation is transferred between the tiers beginning with the CBO, through the Director of Growth and Development and to Town Heritage Staff and/or a qualified heritage professional. Town Heritage Staff and/or a qualified heritage professional will either (1) prepare a heritage conservation strategy in the event of a critical situation or (2) prepare a report for potential conservation strategies in the event of a non-critical situation. All final decisions will be issued by the CBO.

See **Appendix V**.

Built Heritage and Cultural Heritage Landscapes Preparedness, Mitigation and Recovery Technical Bulletin

This technical bulletin provides guidance for properties containing built heritage and cultural heritage landscapes before, during and after an emergency or disaster. It begins with identifying ways to identify existing vulnerabilities that could be worsened by an emergency or disaster. During an emergency or disaster, it is recommended that property owners heed the advice of the Town and emergency services. The technical bulletin concludes with recommendations that respects heritage value and prevents the recreation of past vulnerabilities.

See **Appendix VI**.

Protecting Cultural Heritage Resources Before a Protest Technical Bulletin

This technical bulletin provides proactive measures for the protection of cultural heritage resources in the event of a protest or demonstration. As public health, safety and wellbeing is the priority in such events, recommended measures primarily take place before a protest or demonstration, such as creating a contingency plan and identifying ways to secure the property. Recommended actions during a protest or demonstration are limited to notifying the police if damage is being observed to a cultural heritage resource. Caution is still recommended after the conclusion of a protest or demonstration and an assessment of any damage to the cultural heritage resource is recommended.

See **Appendix VII**.

Collingwood Cultural Heritage Emergency Management Plan

Security and Cultural Heritage Resources Technical Bulletin

This technical bulletin outlines recommendations that can be considered to balance heritage conservation with the integration of security measures. Recommendations promote a thoughtful planning approach by identifying ways to minimize the physical and visual impact of security measures on properties containing built heritage resources. This may be achieved through the concealment (e.g. behind baseboards), thoughtful placement (e.g. on areas of the building that are typically shadowed) and strategic selection (e.g. its colour, shape or size) of security measures on and in the heritage resource.

See **Appendix VIII**.

Addressing Properties In Wide-spread Disaster or Emergency Events

The Town should further consider developing processes and protocols for how best to address conservation of cultural heritage resources in a wide-spread disaster or emergency events impacting multiple and many cultural heritage resources. In such circumstances, the Fire Chief, emergency first responders, and CBO will be critical in advising on appropriate steps following immediate emergency responses. The CBO, or their designate, would make the final determination on the structural stability of buildings and structures, which may inform properties prioritized for conservation.

The Town is recommended to prepare a map of properties within the Downtown Heritage Conservation District that are contributing and non-contributing to the cultural heritage value or interest of the District. This map can inform priorities for conservation within the District in emergency and disaster situations, where feasible. This mapping may be undertaken with an Official Plan update when the Appendix mapping cultural heritage resources is updated.

Collingwood Cultural Heritage Emergency Management Plan

9. Resources For Emergency Preparedness

9.1. International Resources

UNITED NATIONS OFFICE FOR DISASTER RISK REDUCTION

The United Nations Office for Disaster Risk Reduction contains an array of resources associated with emergencies and disasters (see the “Research and publications” tab at the top of the page). This includes educational materials and relevant documents and publications that may be referenced to better understand different emergencies and disasters and global approaches to mitigating risks associated with them.

<https://www.undrr.org/our-work>

9.2. National Resources

GET PREPARED

Public Safety Canada has made available different online resources that cover emergency preparedness at the national and local levels. These resources outline planned federal responses to hazards and emergencies and share what individuals can do to better prepare themselves and their communities. Examples of explanatory guides cover topics such as the different types of hazards and emergencies, and an overview of how to make a family emergency plan and a family emergency kit.

<https://www.canada.ca/en/services/policing/emergencies/preparedness/get-prepared.html>

TASK FORCE ON FLOOD INSURANCE AND RELOCATION

The Task Force on Flood Insurance and Relocation was established in Canada to create a new, low-cost national flood insurance program.

<https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/dsstr-prvntn-mtghtn/tsk-frc-fld-en.aspx>

DISASTER ASSISTANCE PROGRAMS

The Government of Canada provides different financial arrangement opportunities in the event of disasters or emergencies. These disaster assistance programs are available to individuals and households, farmers, communities and businesses.

<https://www.publicsafety.gc.ca/cnt/mrgnc-mngmnt/rcvr-dsstrs/dsstr-ssstnc-prgrms/index-en.aspx>

FLOOD MAPPING

Collingwood Cultural Heritage Emergency Management Plan

A collaborative effort between Canadian federal, provincial and territorial geospatial data providers has provided tools and resources to assist in planning and preparing for floods. Users can consult with interactive flood maps showing historical flood events or the flood susceptibility index of different areas.

<https://geo.ca/flood-mapping/>

9.3. Provincial Level

DISASTER RECOVERY ASSISTANCE FOR ONTARIANS (DRAO)

In the event of a sudden and unexpected natural event, the Province of Ontario can activate the Disaster Recovery Assistance for Ontarians (DRAO) program. The DRAO program supports homeowners, residential tenants, not-for-profit organizations, and small owner-operated farms and businesses by providing financial assistance. The program provides reimbursement for cleanup expenses, costs to repair or replace essential property and basic emergency expenses.

<https://www.ontario.ca/page/apply-disaster-recovery-assistance>

EMERGENCY MANAGEMENT PROGRAM RESOURCES

The Province of Ontario has created resources to support emergency management planning and programming in Ontario. This includes materials, guidelines and templates for emergency plans, exercises simulating emergencies and public education techniques.

<https://www.ontario.ca/page/emergency-management-program-resources>

MUNICIPAL DISASTER RECOVER ASSISTANCE (MDRA)

The Municipal Disaster Recover Assistance (MDRA) program provides financial assistance to a municipality following a sudden, unexpected and extraordinary disaster. The municipality may use this financial assistance to cover costs to repair public infrastructure or property.

<https://www.ontario.ca/page/guidelines-apply-municipal-disaster-recovery-assistance-mdra>

EMERGENCY PREPAREDNESS

The Emergency Preparedness webpage produced by the Government provides information about different types of disasters and ways that individuals and families can prepare for them.

<https://www.ontario.ca/page/emergency-preparedness>

Collingwood Cultural Heritage Emergency Management Plan

9.4. Disaster Risk and Resilience

FIRE RISK HERITAGE – ENGINEERING FOR CULTURAL HERITAGE SAFETY

Fire Risk Heritage has made research and publications available that cover different topics associated with the risks and protection of cultural heritage. A focus is placed on the risks of fire to cultural heritage and provides discussion on vulnerabilities and opportunities for risk mitigation.

<https://www.fireriskheritage.net/category/publicationsand-research-documents-of-risk-to-cultural-heritage/>

FIRESMART

A national program that helps Canadians increase neighbourhood resilience to wildfire and minimize its negative impacts.

<https://firesmartcanada.ca/about-firesmart-2/>

Collingwood Cultural Heritage Emergency Management Plan

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Collingwood Cultural Heritage Emergency Management Plan

11. Appendices

Collingwood Cultural Heritage Emergency Management Plan

Appendix I – City of Hamilton Built Heritage Emergency Protocol

**CITY WIDE
IMPLICATIONS**

CITY OF HAMILTON

**PLANNING AND ECONOMIC DEVELOPMENT DEPARTMENT
Development and Real Estate Division**

Report to: Chairman and Members Planning and Economic Development Committee	Submitted by: Lee Ann Coveyduck General Manager
Date: April 29, 2005	Prepared by: Joseph Muller Ext. 1214

SUBJECT: Built Heritage Emergency Management Protocol (PD05122) (City Wide)

RECOMMENDATION:

That the Built Heritage Emergency Management Protocol (attached as Appendix A to Report PD05122) be adopted as the City of Hamilton's procedures for the management of heritage buildings in situations subject to an Emergency Order or Unsafe Order under the Ontario Building Code Act.

Lee Ann Coveyduck
General Manager
Planning and Economic Development Department

EXECUTIVE SUMMARY:

The Built Heritage Emergency Management Protocol was developed to address the need for a defined heritage management process in emergency situations, spurred by a structural failure in part of the Tivoli Theatre complex. City planning staff, in concert with a working committee struck by the Hamilton LACAC (Municipal Heritage Committee), and through interdepartmental and stakeholder consultation, developed this protocol document to guide future responses to such scenarios.

BACKGROUND:

On the evening of June 29, 2004, a portion of the south wall of 108-112 James Street North suffered a structural failure. The building, a former carriage factory, was the oldest component of the Tivoli Theatre complex. The Tivoli Theatre comprises three interconnected buildings designated in 1996 under Part IV of the Ontario Heritage Act, including the three-story carriage factory, the auditorium, and a one-storey link (the lobby) between the two.

SUBJECT: Built Heritage Emergency Management Protocol (PD05122) (City Wide) - Page 2 of 4

The City of Hamilton Chief Building Official was contacted, who declared that the building was a hazard to public health and safety, and the owner of the building was informed. On June 30, 2004, City planning staff was contacted, as was the Hamilton LACAC (Municipal Heritage Committee). At this time, the owner advised that they were unable to act to immediately remedy the situation. Hamilton's Chief Building Official subsequently assumed control over the building under the Ontario Building Code Act until the public health and safety concerns had been addressed. The City retained an emergency engineering team to proceed with a phased demolition of the carriage factory portion of the property. Pursuant to Part VII article 69(4) of the Ontario Heritage Act, notice was provided to the Clerk of the City authorizing these alterations to the property without a heritage permit for reasons of public health and safety.

Early in the process, the Hamilton LACAC (Municipal Heritage Committee) raised issues regarding the consideration of built heritage resource values in the emergency assessment and management of the structure. To address these items, a special meeting of the Hamilton LACAC (Municipal Heritage Committee) was convened on July 8, 2004. A working committee was struck, composed of Hamilton LACAC (Municipal Heritage Committee) members including Councillor Pearson, with City planning staff support. The working committee was charged with developing a protocol for managing built heritage resources in emergency situations.

City planning staff carried out a review of existing legislation and policy on the management of cultural heritage resources (including archaeological sites, buildings, structures, monuments, etc.) in emergency situations. Research did not find municipal policy in Canada dealing with this issue, and so source documents include the Ontario Heritage Act and Ontario Building Code Act, the International Council on Monuments and Sites (ICOMOS) Appleton Charter and Heritage at Risk adopted by the United Nations, Heritage Canada Landmark Preservation Program, International Committee of the Blue Shield (ICBS) policy, and United States National Park Service (NPS) Preservation Briefs and United States Federal Emergency Management Agency (FEMA) program. In addition, research papers on disaster management of built heritage resources in the United States, India, Australia, Croatia, Germany, Macedonia, and the International Foundation for Art Research (IFAR) were reviewed. The disaster or catastrophic event scenarios incorporated in the scope of these works include accidents, weather events, structural collapse, fire, earthquakes, geological events, civil disobedience, and war/terrorism.

Based on this research, a draft Built Heritage Emergency Management Protocol was submitted to the working committee for review on November 15, 2004. Comments received were incorporated into the final draft.

The Built Heritage Emergency Management Protocol (BHEMP) document (attached as Appendix A to Report PD05122) is the product of this process. It identifies built heritage as a resource to be considered in the management of emergency scenarios.

The BHEMP applies to properties within the City that are designated under Parts IV, V and VI of the Ontario Heritage Act (approximately 580 properties), buildings of national significance (12 buildings) as identified by the Historic Sites and Monuments Board of

SUBJECT: Built Heritage Emergency Management Protocol (PD05122) (City Wide) - Page 3 of 4

Canada (HSMBC), and buildings with an Ontario Heritage Foundation (OHF) easement on title (18 properties). The BHEMP is intended to take effect when an Emergency Order or Unsafe Order has been issued on such a property and the Municipality has assumed responsibility for the building's compliance with the Ontario Building Code Act. It is anticipated that the BHEMP may be used on a voluntary basis when a property owner accepts responsibility for compliance with any order issued under the Act.

The BHEMP outlines an appropriate course of action to be adopted for the management of built heritage resources during an emergency. It identifies parties to be included in the decision-making process, those with the authority to make the decisions, and the process and criteria by which the decisions are made and stakeholders informed. Intervention strategies derived from this process will be based on the following principles:

1. Ensure public health and safety.
2. Minimize immediate (short-term) damage to or loss of the heritage resource.
3. Ensure that the proposed intervention minimizes any threat to the long-term structural integrity and survival of the resource.
4. Ensure that the scope and cost of any intervention is reasonable in relationship to the threat to public health and safety presented by the situation.
5. If required, recommend suitable artifacts for documentation and recovery from the site with permission of the owner and with an agreement with the owner, or others, to cover all protection, storage and transportation costs.
6. Ensure any action is based on appropriate professional expert advice.

The BHEMP includes relevant definitions for the terms used, and a series of appendices providing supplementary information on built heritage resources in the City, the Appleton Charter, guidance on optional use of the protocol and post-intervention strategies, and pertinent Ontario Heritage Act text.

ANALYSIS OF ALTERNATIVES:

The Hamilton LACAC (Municipal Heritage Committee) and City planning staff identified the need for a Built Heritage Emergency Management Protocol. The City can continue to function in a *status quo* manner, reacting to such emergencies through *ad hoc* responses. This approach has the potential to result in the loss of cultural heritage resources, and is not a prudent management response. Accordingly, the preferred option is to adopt a process with which to manage such situations.

FINANCIAL/STAFFING/LEGAL IMPLICATIONS:

Financial – A structural engineer with heritage expertise will be required as part of this initiative. Changes to the emergency contractor roster administered by the Building and Licensing Division may be required to ensure that each contractor specify a structural engineer with heritage expertise that could be retained and paid by the City according to need. It is anticipated by this protocol that any fees for this structural engineer with heritage expertise would be recoverable from the property owner as outlined in the Ontario

SUBJECT: Built Heritage Emergency Management Protocol (PD05122) (City Wide) - Page 4 of 4

Building Code Act (15.10 [4]), with no additional cost to the City beyond current practice.

Staffing – No additional staffing is required to implement this initiative.

Legal – Legal staff reviewed the draft Built Heritage Emergency Management Protocol and their comments were incorporated into this protocol. It is noted that the City Chief Building Official, and hence the City, will assume responsibility when an owner defers compliance to the City under the Ontario Building Code Act.

POLICIES AFFECTING PROPOSAL:

All former municipal Official Plans provide for the management and conservation of built heritage in one form or another. General initiatives at all levels of government and policy are provided to protect, maintain and conserve built heritage, including the Planning Act, the *Provincial Policy Statement*, and the Federal Historic Places Initiative. The Built Heritage Emergency Management Protocol would be one component of the tool box used by the City to deal with heritage resources in crisis situations, and its adoption would be in keeping with these policies.

CONSULTATION WITH RELEVANT DEPARTMENTS/AGENCIES:

The BHEMP was circulated for comment to City of Hamilton Departments, Divisions and Sections including the Hamilton Emergency Services Department, Hamilton Police Service, Real Estate Section, Building and Licensing Division, Legal Services and Corporate Counsel Division, and the Finance and Administration Section. Comments received were reviewed by the working committee, and incorporated into the final draft. At its meeting of April 28, 2005, the City of Hamilton LACAC (Municipal Heritage Committee) considered this document together with a staff report and recommended to Council that the protocol be adopted.

CITY STRATEGIC COMMITMENT:

The application is considered to be compatible with sustainable development and the values of Vision 2020 as it complements initiatives to carefully manage valued cultural heritage resources.

:JPM
Attachs. (1)

Appendix A to Report PD05122
Page 1 of 19

**Built Heritage Emergency
Management Protocol**

February, 2005.

City of Hamilton

Heritage and Urban Design
Community Planning and Design Section
Development and Real Estate Division
Planning and Development Department
February 2005

Built Heritage Emergency Management Protocol

Built Heritage Emergency Management Protocol: Quick Access Guide

This protocol is divided into two sections, a glossary, and six appendices.

Section 1 comprises an introduction with subsections identifying what the protocol applies to and when it will apply.

Section 2 specifies the principles that will guide action and provides general actions to be taken.

Glossary containing the definitions of words or phrases italicized throughout the text.

References

Appendix A: Hamilton's Heritage Volume 1: List of Designated Heritage Properties and Heritage Conservation Easements under the Ontario Heritage Act

Appendix B: Appleton Charter for the Protection and Enhancement of the Built Environment – national statement of heritage conservation practices.

Appendix C: Optional Use of the Protocol

Appendix D: Ontario Heritage Act Provisions

Appendix E: Post-Intervention Activities and Conservation Strategies

Appendix F: List of pre-qualified Contractors with heritage expertise

See glossary for definitions of words or phrases *italicized* throughout the text.

Disclaimer

This protocol will be used in conjunction with other existing procedures and protocols already in place in the City of Hamilton and is not meant to replace the *City of Hamilton Emergency Plan* or other accepted practices. In the case of *owner* initiated use of this protocol, the City of Hamilton will not incur any costs.

Built Heritage Emergency Management Protocol

BUILT HERITAGE EMERGENCY MANAGEMENT PROTOCOL

1.0 Introduction

The following protocol outlines the appropriate procedures to be followed when an *emergency* adversely affects a *heritage resource* within the City of Hamilton. The purpose of this protocol is to:

- ensure protection of *heritage resources* without compromising public safety;
- educate local decision makers and *emergency* personnel of the special requirements of these resources; and,
- provide a consistent approach to the management of *emergency* situations involving *heritage resources*.

The integration of *heritage resource* management and disaster preparedness has been discussed extensively at both the national and international level (ICOMOS, 2003; Library and Archives Canada, 1996). Many organizations and researchers agree that the greatest protection of *heritage resources* comes from the education and preparedness of local decision makers (Donaldson, 1995). Currently the *City of Hamilton Emergency Plan* (Hamilton, 2004) makes no provisions for the conservation of built heritage. In the event of an *emergency*, the following protocol will provide information and direction to *first responders*, and later will guide restoration, salvage, and/or demolition of the resource.

1.1 What does this protocol apply to?

The protocol applies to all properties designated under Parts IV, V and VI of the Ontario Heritage Act, buildings of national significance as designated by the Historic Sites and Monuments Board of Canada (HSMBC), and buildings with an Ontario Heritage Foundation (OHF) easement on title (See Hamilton's Heritage Volume 1: Inventory of Designated Properties and Heritage Easements under the Ontario Heritage Act attached as Appendix A).

1.2 When does this protocol apply?

This protocol applies in any situation where the Municipality has served an *Emergency Order* or an *Unsafe Order* under the Ontario Building Code Act on a property listed in Appendix A, the *owner* has declined to act on that *Order*, and the City has assumed responsibility for the building's compliance.

This protocol may also be partially invoked at the discretion of the Chief Building Official (CBO) to advise on any situation where an *owner* has assumed responsibility and is acting on an *Unsafe Order* that has been issued on a property listed in Appendix A to this protocol.

Built Heritage Emergency Management Protocol

There are several additional situations in which the *owner* and the City may use the protocol as a guideline (See Appendix C to this protocol).

1.3 Under what authority does this protocol operate?

This protocol operates within the authority and powers outlined in the Ontario Heritage Act (see Appendix D to this protocol) and the Ontario Building Code Act (OBCA).

1.4 Who covers the costs of actions taken under this protocol?

Costs incurred by the municipality to undertake this protocol may be recoverable from a building *owner* as per the OBCA as follows:

Subsection 15.10 *Emergency Order* provides that where there is Immediate Danger, item (4) stipulates that:

"The... municipality..., or a person acting on behalf of them is not liable to compensate the *owner*, occupant or any other person by reason of anything done by or on behalf of the Chief Building Official (CBO) or an inspector in the reasonable exercise of his or her powers under subsection (3)."

Subsection 15.10 items 7 through 11 of the Ontario Building Code Act provide that the CBO must apply to the Superior Court of Justice to determine the costs recoverable by the municipality, in whole, in part or not at all. Any recoverable cost may be recovered via a lien on the subject land.

2.0 Appropriate Course of Action during an Emergency

2.1 Assessment of Situation Prior to Intervention

Where an imminent threat:

- compromises the structural integrity of a *heritage resource*;
- compromises the *designated features* of a *heritage resource*; or
- may have the potential to compromise the structural integrity or *designated features* of a *heritage resource*

the following course of action will be followed:

Step 1

The *imminent threat* to public health and safety will be assessed by the *first responders* within the existing *City of Hamilton Emergency Plan* and applicable standards. This protocol will be invoked once the *imminent threat* has been responded to and an *Unsafe or Emergency Order* has been issued

Built Heritage Emergency Management Protocol

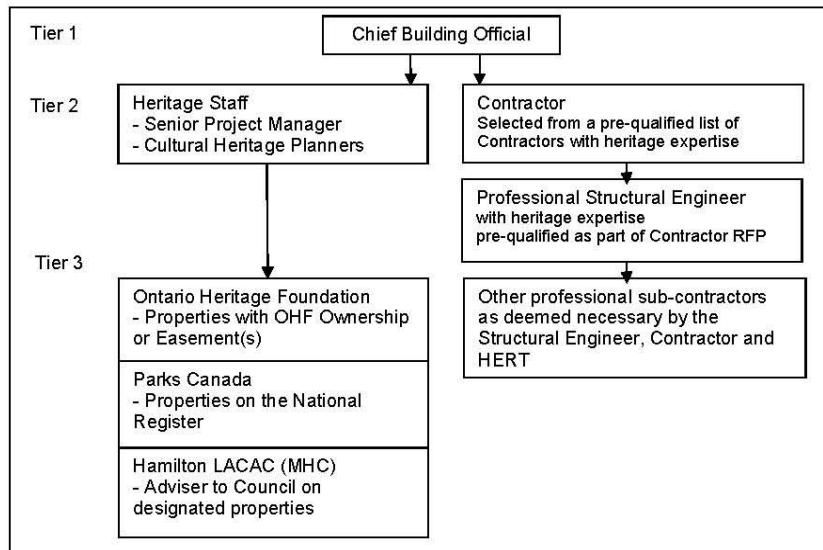
that may result in action that directly or indirectly compromises the structural integrity or *designated features* of a *heritage resource*.

Step 2

The Chief Building Official (CBO) is the first person to be notified of an *emergency* involving the integrity of any structure within the City of Hamilton. The CBO, or their representative, will contact the second tier of the *Heritage Emergency Response Team (HERT)* (See Figure 2.1) when the structure falls under the scope of this protocol (See Sections 1.1 and 1.2). The second tier members of *HERT* shall assemble on site as soon as it is safe to do so.

Where a pre-qualified structural engineer with heritage experience has been retained by the consultant, the engineer is the key advisor at this point. Once City heritage staff has been notified staff will assume the responsibility for notifying other third tier members of the *HERT* as required. The Contractor will have the authority to sub-contract other professionals (e.g. an architect) when it is deemed necessary by both the Structural Engineer and *HERT*.

Figure 2.1: The Heritage Emergency Response Team (HERT)



Built Heritage Emergency Management Protocol

2.2 Assessment of degree of intervention and appropriate strategy

Once *HERT* is on site, its immediate role is to assess the situation and to develop a strategy to remove the unsafe condition while minimizing damage to the *heritage resource*, in a reasonable, cost-effective and timely manner.

An appropriate strategy for intervention will be proposed by *HERT* based on the following principles:

1. ensure public health and safety;
2. minimize immediate (short-term) damage to or loss of the *heritage resource*;
3. ensure that the proposed intervention minimizes any threat to the long-term structural integrity and survival of the resource;
4. ensure that the scope and cost of any intervention is reasonable in relationship to the threat to public health and safety presented by the situation;
5. if required, recommend suitable artifacts for documentation and recovery from the site with permission of the *owner* and with an agreement with the *owner* or others to cover all protection, storage and transportation costs; and,
6. ensure any action is based on appropriate *professional* expert advice.

2.3 Implementation of Appropriate Strategy

Guided by the above principles and the Appleton Charter (Appendix B to this protocol) the Structural Engineer, in consultation with *HERT*, will provide to the CBO a written strategy to remove the unsafe condition. The CBO will review the strategy and implement it as the CBO deems fit under their powers as described in the Ontario Building Code Act. The final decision on the appropriate strategy will rest with the CBO.

2.4 Follow-up

City planning staff comprising cultural heritage planners and managers shall, where appropriate, monitor and evaluate ongoing works and activities to ensure compliance with all applicable legislation and municipal by-laws.

Built Heritage Emergency Management Protocol

Glossary

Definitions of words or phrases *italicized* throughout the text.

Designated Feature

Specific feature of the building mentioned within the *reasons for designation* in the designating By-Law (see Hamilton's Heritage Volume 5: Reasons for Designation under Part IV of the Ontario Heritage Act).

Emergency Order or Unsafe Order

These are Orders under Section 15 of the Ontario Building Code Act that require the *owner* of a property to repair or make good a condition that is unsafe and could be hazardous to the health and safety of the building users and or the public. It may allow for municipal intervention with compensation by the *owner* to remove an unsafe condition.

Emergency

An emergency is an abnormal situation which, to limit damage to persons, property or the environment, requires prompt action beyond normal procedures (Health Canada, 2004).

List of Possible Emergencies:

Accidents (Air Crashes, Marine/Motor/Rail Accidents, Explosions, Hazardous Spills/Leaks)

Weather Events (Snow, Ice, Hail, Lightening, Hurricanes, Tornados, Drought, Flooding, Wind, Rain)

Structural Collapse

Fire (including Wildfires)

Earthquakes

Geological (Landslides, Land Subsidence, Erosion, Avalanches)

Civil Disobedience (Riots, Vandalism)

War/Terrorism

First Responders

The first City representative(s) at the scene of an *emergency* is considered to be the *first responder*. In most cases this will be the fire department or a representative of the Chief Building Official.

Heritage Emergency Response Team (HERT)

A group of individuals who have knowledge and expertise in dealing with heritage buildings, *emergency* situations, and/or structural engineering. The City of Hamilton Heritage Response Team will consist of the Chief Building Official, Cultural Heritage Staff, and at least one structural engineer with expertise in heritage.

Built Heritage Emergency Management Protocol

Heritage Resource

A *heritage resource* for the express purposes of this protocol is considered to be any property, building, or cultural heritage landscape located in the City of Hamilton and designated under parts IV, V and VI of the Ontario Heritage Act, owned or protected by easement by the Ontario Heritage Foundation, or of national significance as designated by the Historic Sites and Monuments Board of Canada (HSMBC), listed in Appendix A.

Imminent Threat

An impending threat to human health and safety and/or property.

Listed Property

Any building listed in Hamilton's Heritage Volume 2: Buildings of Architectural and/or Historical Interest (see Appendix C).

Mothballing

A comprehensive plan for maintaining the integrity of a *heritage resource* over an extended period of time. *Mothballing* can involve measures to ensure adequate weatherproofing, ventilation, security, fire prevention, structural soundness, public safety, etc. (see Appendix E).

Order

Under the Ontario Building Code Act, Section 12(2) an inspector who finds a contravention of the Act or the building code may make an order directing compliance with the Act or the building code. Also referred to as an Order to Comply.

Owner(s)

The *owner(s)* of the property and/or the registered corporation or holding company responsible for the property.

Reasons for Designation

The specific reason(s) that the property has been granted designation. The *reasons for designation* are text descriptions contained within the designating bylaw for each designated property and outline the features that are to be protected. The *reasons for designation* for each property in the City of Hamilton can be found in Hamilton's Heritage Volume 5: Reasons for Designation under Part IV of the Ontario Heritage Act.

Built Heritage Emergency Management Protocol

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Ontario Building Code Act, 1992, S.O. 1992, c. 23

Ontario Heritage Act, R.S.O. 1990, c. O.18

Appendix A to Report PD05122
Page 10 of 19

Built Heritage Emergency Management Protocol
Appendix A: Hamilton's Heritage Volume 1

Appendix A:

**Hamilton's Heritage Volume 1: List of Designated Heritage Properties and
Heritage Conservation Easements under the Ontario Heritage Act**

Available at: <http://www.hamilton.ca/cultural-heritage>

City of Hamilton Planning and Economic Development Department

February, 2005

Built Heritage Emergency Management Protocol
Appendix B: Appleton Charter

Appendix B:

**Appleton Charter for the Protection and Enhancement of the Built Environment –
national statement of heritage conservation practices**

**Appleton Charter
for the Protection and Enhancement of the Built Environment**

Published by [ICOMOS Canada](#) under the auspices of the English-Speaking Committee, Ottawa,
Canada,
August 1983

A. Preamble

This charter acknowledges [The International Charter for the Conservation & Restoration of Monuments & Sites](#) (Venice, 1964), the [Australia ICOMOS Charter for the Conservation of Places of Cultural Significance](#) (*the Burra Charter* of February 23, 1981), and the [Charter for the Preservation of Quebec's Heritage](#) (Declaration of Deschambault), without which it could not exist.

It further recognizes that the sound management of the built environment is an important cultural activity, and that conservation is an essential component of the management process.

B. Framework

Intervention within the built environment may occur at many levels (from preservation to redevelopment), at many scales (from individual building elements to entire sites), and will be characterized by one or more activities, ranging from maintenance to addition.

Though any given project may combine intervention scales, levels and activities, projects should be characterized by a clearly stated goal against which small scale decisions may be measured.

The appropriate level of intervention can only be chosen after careful consideration of the merits of the following:

- cultural significance,
- condition and integrity of the fabric,
- contextual value,
- appropriate use of available physical, social and economic resources.

Decisions concerning the relative importance of these factors must represent as broadly based a consensus as possible.

Built Heritage Emergency Management Protocol
Appendix B: Appleton Charter

Legitimate consensus will involve public participation and must precede initiation of work.

The relationship between scales of intervention levels of intervention and intervention activities is summarized below.

Levels of Intervention:	Activity			
	Maintenance	Stabilization	Removal	Addition
Preservation	x	x		
Period Restoration	x	x	x	x
Rehabilitation	x	x	x	x
Period Reconstruction				x
Redevelopment				x

Levels of Intervention:	Scales of intervention				
	Bldg Elements	Bldgs	Groups of Buildings	Bldgs & Settings	Sites
Preservation	x	x	x	x	x
Period Restoration	x	x	x	x	x
Rehabilitation	x	x	x	x	x
Period Reconstruction	x	x	x	x	x
Redevelopment	x	x	x	x	x

Levels of intervention:

Preservation:

- retention of the existing form, material and integrity of site.

Period Restoration:

- recovery of an earlier form, material and integrity of a site.

Rehabilitation:

- modification of a resource to contemporary functional standards which may involve adaptation for new use.

Period Reconstruction:

- recreation of vanished or irreversibly deteriorated resources.

Redevelopment:

- insertion of contemporary structures or additions sympathetic to the setting.

Built Heritage Emergency Management Protocol
Appendix B: Appleton Charter

Activities:

Maintenance:

- continual activity to ensure the longevity of the resource without irreversible or damaging intervention.

Stabilization:

- a periodic activity to halt deterioration and to put the existing form and materials of a site into a state of equilibrium, with minimal change.

Removal:

- a periodic activity: modification which involves the subtraction of surfaces, layers, volumes and/or elements.

Addition:

- a periodic activity: modification which involves the introduction of new material.

C. Principles

Respect for the existing fabric is fundamental to the activities of protection and enhancement.

The process of protection and enhancement must recognize all interests and have recourse to all fields of expertise which can contribute to the study and safeguarding of a resource.

In intervening at the scales, levels and activities described, measures in support of the protection and enhancement of the built environment will involve adherence to the following principles:

Protection:

Protection may involve stabilization; it must involve a continuing programme of maintenance.

Artifactual value:

Sites of the highest cultural significance are to be considered primarily as artifacts, demanding protection as fragile and complex historical monuments.

Setting:

Any element of the built environment is inseparable from the history to which it bears witness, and from the setting in which it occurs. Consequently, all interventions must deal with the whole as well as with the parts.

Relocation:

Relocation and dismantling of an existing resource should be employed only as a last resort, if protection cannot be achieved by any other means.

Built Heritage Emergency Management Protocol
Appendix B: Appleton Charter

Enhancement:

The activities of removal or addition are characteristic of measures in support of enhancement of the heritage resource.

Use:

A property should be used for its originally intended purpose. If this is not feasible, every reasonable effort shall be made to provide a compatible use which requires minimal alteration. Consideration of new use should begin with respect for existing and original traditional patterns of movement and layout.

Additions:

New volumes, materials and finishes may be required to satisfy new uses or requirements. They should echo contemporary ideas but respect and enhance the spirit of the original.

Environmental Control:

Systems of insulation, environmental control and other servicing should be upgraded in ways which respect the existing and traditional equilibria and do not set in motion processes of deterioration.

D. Practice

Documentation:

The better a resource is understood and interpreted, the better it will be protected and enhanced.

In order to properly understand and interpret a site, there must be a comprehensive investigation of all those qualities which invest a structure with significance.

This activity must precede activity at the site. Work on site must itself be documented and recorded.

Conjecture:

Activities which involve the recovery or recreation of earlier forms must be limited to those forms which can be achieved without conjecture.

Distinguishability:

New work should be identifiable on close inspection or to the trained eye, but should not impair the aesthetic integrity or coherence of the whole.

Materials and techniques:

Materials and techniques should respect traditional practice unless modern substitutes for which a firm scientific basis exists, which have been supported by a body of experience and which provide significant advantage can be identified.

Built Heritage Emergency Management Protocol
Appendix B: Appleton Charter

Patina:

Patina forms part of the historic integrity of a resource, and its destruction should be allowed only when essential to the protection of the fabric. Falsification of patina should be avoided.

Reversibility:

The use of reversible processes is always to be preferred to allow the widest options for future development or the correction of unforeseen problems, or where the integrity of the resource could be affected.

Integrity:

Structural and technological integrity must be respected and will require attention to performance as well as to appearance.

Built Heritage Emergency Management Protocol
Appendix C: Optional Use of the Protocol

Appendix C: Optional Use of the Protocol

1. This protocol may also be partially invoked at the discretion of the Chief Building Official (CBO) to advise on any situation where an owner has assumed responsibility and is acting on an *Emergency Order* or *Unsafe Order* that has been issued on a property listed in Appendix A. This will allow the CBO to be in communication with heritage staff and the Municipal Heritage Committee to advise the CBO on appropriate interventions and process as per the *Reasons for Designation* and the Ontario Heritage Act.
2. The protocol may be used by owners of heritage properties to assist in the formulation of a strategy to fulfil their obligations under the Ontario Heritage Act and the Ontario Building Code Act. Accordingly, if the *owner* of a property listed in Appendix A accepts responsibility for compliance with any *order* issued under the Ontario Building Code Act then the protocol may be used as a guideline, at the owner's expense.

If the *owner* is to undertake emergency work they must notify the City Clerk of their intent to undertake the required work and the reason for it in order to meet the requirements of the Ontario Heritage Act. Otherwise a heritage permit is required (see Appendix D).

3. The protocol may also be used by *owners* of a *listed property* (listed in "Hamilton's Heritage Volume 2: Inventory of Buildings of Architectural and/or Historical Interest" in print or online at www.hamilton.ca/cultural-heritage) as a guideline, at the owner's option and expense.

Built Heritage Emergency Management Protocol
Appendix D: Ontario Heritage Act Provisions

Appendix D: Ontario Heritage Act Provisions

Under normal circumstances, alterations to properties designated under Parts IV, V, and VI of the Ontario Heritage Act are managed under the City of Hamilton Heritage Permit process. Permit applications are evaluated and reported on by heritage staff to the Hamilton LACAC (Municipal Heritage Committee), which in turn makes recommendations to Council. The implementation of approved permits is monitored by staff, and the Ontario Heritage Foundation is informed on permit approval. Anyone who contravenes the Act (*i.e.* alters a property without a permit) under the Ontario Heritage Act, Section 69(1) can be charged with an offence.

However, under Section 69(4) a permit to alter a heritage building is not required in emergency situations where risks to public health or safety, or property are present.

Section 69(4) stipulates as follows:

A person is not guilty of an offence under subsection (1) for altering or permitting the alteration of a property designated under Part IV in contravention of section 33 or for altering or permitting the alteration of the external portions of a building or structure located in a heritage conservation district designated under Part V in contravention of section 42, if the alteration is carried out for reasons of public health or safety or for the preservation of the property, building or structure, after notice is given to the clerk of the municipality in which the property, building or structure is situate. 2002, c.18, Sched. F, s. 2(46)

Built Heritage Emergency Management Protocol
Appendix E: Post-Intervention Activities and Conservation Strategies

**Appendix E: Post-Intervention Activities
and Conservation Strategies**

Once the heritage resource of concern has been stabilized and Section 69(4) of the Ontario Heritage Act no longer applies, any other work must follow the requirements of the Ontario Heritage Act (i.e. heritage permit). However, *HERT* may continue to advise on the continued management of the resource until further notice.

Where the intervention strategy and preferred technical solution call for stabilization/shoring and/or *mothballing* of the *heritage resource* the following should be applied wherever possible.

Methods should be consistent with those standards and guidelines located within the *Heritage Emergency Protocol Kit*, most notably:

- i) Park, Sharon. (1993). *Preservation Brief No. 31 – Mothballing Historic Buildings*. U.S. National Parks Service. Available online at <http://www2.cr.nps.gov/tps/briefs/brief31.htm>;
- ii) The professional guidance of a restoration architect/ structural engineer or other qualified person contracted by the *owner* and approved by the *Heritage Emergency Response Team*; and,
- iii) Be consistent with the principles identified in section 2.2.

Where an intervention strategy calls for the restoration, salvage, and/or demolition of a *designated feature* of a *heritage resource* the following procedures, in addition to requirements under the Ontario Heritage Act, should be performed prior to any action:

- i) the *heritage resource* shall be documented and photographed by the *Heritage Emergency Response Team* or a representative thereof; and,
- ii) wherever feasible and necessary to prevent further damage designated features shall be carefully removed from the *heritage resource*, and stored in an appropriate location for conservation with the permission of the *owner* and an agreement in place as to who will pay for protection, transportation and storage.

Appendix A to Report PD05122
Page 19 of 19

Built Heritage Emergency Management Protocol
Appendix F Pre-qualified Contractors with Heritage Expertise

**Appendix F: Pre-qualified Contractors
with Heritage Expertise**

A list of pre-qualified contractors will be compiled and incorporated through the roster process into this document as part of the Built Heritage Emergency Management Protocol initiative.

City of Hamilton Planning and Economic Development Department

February, 2005

Collingwood Cultural Heritage Emergency Management Plan

Appendix II – City of Kitchener Built Heritage Emergency Policy



Staff Report
Community Services Department

www.kitchener.ca

REPORT TO: Heritage Kitchener
DATE OF MEETING: November 1, 2016
SUBMITTED BY: Brandon Sloan, Manager of Long Range & Policy Planning,
519-741-2200 x7648
PREPARED BY: Leon Bensason, Coordinator, Cultural Heritage Planning,
519-741-2200 x7306
WARD(S) INVOLVED: All
DATE OF REPORT: October 14, 2016
REPORT NO.: CSD-16-074
SUBJECT: Heritage Best Practices
Built Heritage Emergency Management Policy

RECOMMENDATION:

That the **Built Heritage Emergency Management** policy as outlined in Appendix 'A' of Community Services Department report CSD-16-074, be adopted.

BACKGROUND:

On December 14, 2015 City Council approved eight heritage best practice measures for implementation in the immediate, short and long term. One such measure instructed City staff to draft a protocol that would outline the course of action to be adopted for the management of built heritage resources during an emergency, as follows:

That City staff use the City of Hamilton Built Heritage Emergency Management Protocol as a model to start drafting a similar protocol for Council consideration, and that staff use the directory maintained by the Canadian Association of Heritage Professionals or the list developed by the Ontario Heritage Trust in identifying one or more pre-qualified professional engineers who may be used by the City in emergency situations affecting heritage property.

REPORT:

Staff from the City's Legal, Building and Planning Divisions have worked together on drafting a **Built Heritage Emergency Management** policy, outlining the appropriate course of action to be adopted for the management of built heritage resources in certain situations where an Order has been issued by the City's Chief Building Official. The

*** This information is available in accessible formats upon request. ***
Please call 519-741-2345 or TTY 1-866-969-9994 for assistance.

policy drafted by City staff and attached as Appendix 'A', operates within the authority and powers outlined in the Ontario Building Code and the Ontario Heritage Act.

The City of Hamilton established a Built Heritage Emergency Management protocol in 2005, prior to significant changes being made to the Ontario Heritage Act later that same year. In keeping with Council's direction, City staff used the City of Hamilton protocol as a guide in outlining when the policy is to be followed, and what the roles and responsibilities of various parties are in carrying out the policy. While the City of Hamilton protocol was used as a guide, the Kitchener policy considers and accounts for changes made to the Ontario Heritage Act in 2005.

What does this policy apply to?

The Kitchener Built Heritage Emergency Management policy applies to property designated under the Ontario Heritage Act (including property for which a Notice of Intention to Designate has been passed) and property formally listed by Council on the Municipal Heritage Register.

When does this policy apply?

The policy applies in situations where the City's Chief Building Official has issued an Order (Emergency Order or an Order to Remedy and Unsafe Building) and:

- (a) the City is the owner of the built heritage resource;
- (b) the owner of the built heritage resource has failed to comply with the Order and the Chief Building Official intervenes or anticipates intervention to ensure compliance;
- (c) the owner of the built heritage resource proposes to comply with the Order by effecting demolition of the built heritage resource in whole or in part; or
- (d) the issued Order is an Emergency Order pursuant to section 15.7(1) of Building Code Act, 1992, S.O. 1992, c. 23. (for example, where there is a threat of imminent collapse and the owner may not have an opportunity to consider or comply with the Order).

How does this policy address the appropriate management of built heritage resources when an Order has been issued?

The policy outlines the role of the Chief Building Official and of other City staff in situations where this policy applies; and establishes that when in a position to do so, advice (as defined in the policy) shall be obtained from a qualified heritage professional, meaning one or more qualified structural engineers who have relevant experience in the conservation of heritage structures (including such professionals who are also members of the Canadian Association of Heritage Professionals).

In this regard and in addressing Council's direction, the City's Chief Building Official has identified and been in contact with qualified heritage professionals who are members of the Canadian Association of Heritage Professionals and who could be retained by the City to provide advice in situations where this policy applies.

ALIGNMENT WITH CITY OF KITCHENER STRATEGIC PLAN:

The recommendation of this report supports the achievement of the city's strategic vision through the delivery of core service.

FINANCIAL IMPLICATIONS:

The cost of retaining qualified heritage professional(s) to provide advice in accordance with the policy may be recovered from owners of built heritage resources insofar as possible under applicable legislation. Costs that are not recovered or recoverable will be paid by the City from the appropriate budget.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City's website with the agenda in advance of the council meeting.

CONSULT & COLLABORATE – Staff from the City's Planning, Legal and Building Divisions have consulted with other City Departments, the Ministry of Tourism, Culture and Sport, the local chapter of the Architectural Conservancy of Ontario, and the City's Heritage Kitchener Committee in drafting the Built Heritage Emergency Management policy for Council consideration.

CONCLUSION:


The establishment of a Built Heritage Emergency Management policy and the identification of qualified heritage professionals who may be retained by the City to provide advice in situations where this policy applies, will help ensure that the City's response in certain emergency situations affecting built heritage resources will be managed in a prudent and responsible way.

REVIEWED BY: Mike Seiling, CBO
Jennifer Sheryer, Assistant City Solicitor

ACKNOWLEDGED BY: Alain Pinard, Director of Planning

APPENDIX 'A': Built Heritage Emergency Management Policy (Draft)

APPENDIX 'A'

	<h2>POLICY</h2>	<p><u>Policy No:</u> Click here to enter text.</p>
<p><u>Policy Title:</u> BUILT HERITAGE EMERGENCY MANAGEMENT</p>		<p><u>Approval Date:</u> Click here to enter a date.</p>
<p><u>Policy Type:</u> ADMINISTRATIVE</p>		<p><u>Next Review Date:</u> Click here to enter text.</p>
<p><u>Category:</u> Administration</p>		<p><u>Reviewed Date:</u> Click here to enter text.</p>
<p><u>Sub-Category:</u> Authority & Delegations of Staff</p>		<p><u>Amended:</u> Click here to enter a date.</p>
<p><u>Author:</u> Coordinator, Cultural Heritage Planning</p>		<p><u>Replaces:</u> Click here to enter text.</p>
<p><u>Dept/Div:</u> Long Range and Policy Planning, Community Services Department</p>		<p><u>Repealed:</u> Click here to enter a date. <u>Replaced by:</u> Click here to enter text.</p>
<p><u>Related Policies, Procedures and/or Guidelines:</u> <i>Please use LINKS to related documents when appropriate</i></p>		

1. POLICY PURPOSE:

Concise, easy-to-understand statement, which explains the objective or philosophy underpinning the policy.

This policy outlines the appropriate course of action to be adopted for the management of Built Heritage Resources in certain situations where an Order has been issued.

2. DEFINITIONS:

Unusual or specialized language, acronym, jargon or unique application of words.

“Advice” pertains to advice with respect to a Built Heritage Resource and may include preparation of reports, inspections of a building or structure, examination of available conservation options while effecting compliance with an Order, recommendations on available options for compliance with an Order, assessment of relative costs of options for complying with an Order, and peer reviews of reports of other professionals.

“Built Heritage Resource(s)” shall include any Designated Property and any Listed Property.

“Designated Property” shall mean a property for which Council of the City has directed the Clerk to give notice of intention to designate pursuant to the Ontario Heritage Act, R.S.O., 1990, c. O.18, a property designated as having cultural or heritage significance pursuant to Part IV, V, or VI of the Ontario Heritage Act,

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buildings of national significance as designated by the Historic Sites and Monuments Board of Canada, and property subject to a heritage conservation easement or covenant pursuant to section 22 or 37 of the Ontario Heritage Act.

“Heritage Staff” shall mean staff within the Planning Division who have responsibility for the City’s cultural heritage planning function.

“Listed Property” shall mean a property listed on the City’s register of cultural heritage property under section 27 of the Ontario Heritage Act.

“Order” shall mean an Emergency Order pursuant to section 15.7(1) or an Order to Remedy an Unsafe Building pursuant to section 15.9(4) of the Building Code Act, 1992, S.O. 1992, c. 23.

“Qualified Heritage Professional(s)” shall mean one or more qualified structural engineers who have relevant experience in the conservation of heritage structures and may include a structural engineer who has such relevant experience and is a member of The Canadian Association of Heritage Professionals (“CAHP”).

3. SCOPE:

Statement as to whom the policy applies, as well as exceptions and the ramifications of non-compliance, if any and deemed appropriate to include.

POLICY APPLIES TO THE FOLLOWING:	
<input type="checkbox"/> All Employees	
<input type="checkbox"/> Management	<input type="checkbox"/> Permanent Full-Time Employees
<input type="checkbox"/> Permanent Full-Time Non Union	<input type="checkbox"/> Permanent Full-Time C.U.P.E. 791
<input type="checkbox"/> Temporary	<input type="checkbox"/> Part-Time Non-Union
<input type="checkbox"/> Student	<input type="checkbox"/> Permanent Full-Time Union
<input type="checkbox"/> Continuous Part-Time Employees	<input type="checkbox"/> Part-Time Employees
<input type="checkbox"/> Continuous Part-Time Non-Union	<input type="checkbox"/> Continuous Part-Time Union
<input type="checkbox"/> Council	<input type="checkbox"/> Local Boards & Advisory Committees
<input checked="" type="checkbox"/> Specified Positions Only: Chief Building Official; Director of Planning; Director, Facilities Management; Manager of Long Range and Policy Planning; Coordinator, Cultural Heritage Planning; Heritage Planner.	

This policy addresses situations where the City’s Chief Building Official has issued an Order impacting a Built Heritage Resource and:

- (a) the City is the owner of the Built Heritage Resource;
- (b) the owner of the Built Heritage Resource has failed to comply with the Order and the Chief Building Official intervenes or anticipates intervention to ensure compliance;

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- (c) the owner of the Built Heritage Resource proposes to comply with the Order by effecting demolition of the Built Heritage Resource in whole or in part; or
- (d) the issued Order is an Emergency Order pursuant to section 15.7(1) of Building Code Act, 1992, S.O. 1992, c. 23.

4. POLICY CONTENT:

Policy details, including specific roles and responsibilities relating to the policy.

Advice from Qualified Heritage Professional(s)

Any Advice obtained pursuant to this policy shall be obtained with the objective of complying with an Order by remedying the dangerous or unsafe condition.

Qualified Heritage Professional(s) giving Advice shall be requested to take into account the significance of the Built Heritage Resource and its heritage attributes while recognizing the need to obtain compliance in a reasonable, timely, and cost-effective way.

In situations where this Policy applies and when in a position to do so, the Chief Building Official and any other City staff shall only obtain Advice from a structural engineer that is a Qualified Heritage Professional.

Role of the Chief Building Official

The Chief Building Official shall take steps as permitted by legislation to ensure that Orders against Built Heritage Resources are complied with. As soon as an Order is issued against a Built Heritage Resource, the Chief Building Official shall notify the City's Director of Planning. If the Built Heritage Resource subject to the Order is owned by the City, the Chief Building Official shall also notify the City's Director, Facilities Management.

City Owned Built Heritage Resources

Where an Order has been issued against a Built Heritage Resource owned by the City, the Director, Facilities Management has primary responsibility for effecting compliance with the Order. In discharging this responsibility, the Director, Facilities Management shall have regard to Council's objective as stated in the Official Plan, to lead the community by example in the management and care of City owned cultural heritage resources.

The Director, Facilities Management may, in consultation with the Chief Building Official, retain Qualified Heritage Professional(s) to provide Advice with respect to any City owned Built Heritage Resource that is subject to an Order.

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Listed Property where Demolition is Proposed

Where an Order has been issued against a Listed Property and the owner has proposed partial or complete demolition of the Listed Property, the City will receive notice of the proposed demolition in accordance with the Ontario Heritage Act. Following receipt of such notice, Heritage staff will bring a report forward to Heritage Kitchener. Heritage Kitchener will then make a recommendation to City Council on whether the property should be designated as a means of preventing the demolition. In discharging their reporting responsibilities related to Listed Properties where any demolition has been proposed, Heritage staff may, in consultation with the Chief Building Official, retain Qualified Heritage Professional(s) to provide Advice.

Designated Property

Where an Order has been issued regarding a Designated Property, the owner of the Designated Property may apply for a Heritage Permit to enable compliance with the Order. The application for a Heritage Permit may include a request for consent to demolish the Built Heritage Resource or a portion of it.

Where an owner fails to comply with an Order, or expresses or demonstrates an intention not to comply with an Order, the Chief Building Official may request a Heritage Permit (which may include a request to demolish) to effect compliance with the Order.

In situations where a Heritage Permit has been requested by either the owner or the Chief Building Official, Heritage staff may, in consultation with the Chief Building Official, retain Qualified Heritage Professional(s) to provide Advice. When the Chief Building Official applies for a Heritage Permit, the Chief Building Official may retain Qualified Heritage Professional(s) to provide Advice.

The authority of both the Chief Building Official and Heritage staff to retain Qualified Heritage Professional(s) to provide Advice does not limit any authority of Heritage staff to request information from the owner of the Built Heritage Resource pursuant to the Ontario Heritage Act.

Expedited Decision Making

In any situation where an Order has been issued and the intervention strategy may impact the Built Heritage Resource and/or its heritage attributes, consultation with the City's Municipal Heritage Committee and a decision of Council of the City may be required pursuant to the Ontario Heritage Act. In such circumstances, before complying with an Order, the Chief Building Official may request the City's Clerk or designate to schedule an emergency meeting of the City's Municipal Heritage Committee and request the Mayor to call an emergency special meeting of Council pursuant to the City's Procedure By-law

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(Chapter 25 of The City of Kitchener Municipal Code) in order to expedite the decision making process.

Cost Recovery for Advice from Qualified Heritage Professional(s)

The cost of retaining Qualified Heritage Professional(s) to provide Advice in accordance with this Policy may be recovered from owners of Built Heritage Resources insofar as possible under applicable legislation. Costs that are not recovered or recoverable will be paid by the City from the appropriate budget.

Reporting of Expenditures

Any expenses incurred under this policy shall be reported to Council.

5. HISTORY OF POLICY CHANGES

There are two types of policy updates. 1) "Administrative Updates" are done to reflect the current corporate structure and job titling and do not need Council or CLT approval. 2) "Formal Amendments" are major changes to the intent and purpose of the policy and require Council or Corporate Leadership Team (CLT) approval.

Administrative Updates

The date (yyyy-mm-dd) and a short annotation on the nature of the change to reflect the current corporate structure i.e. Departmental re-organization / Titling changes / Standing Committee restructuring.

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Formal Amendments

The date of the resolution passed by Council or CLT, for example, "2020-01-20 - As per Council/CLT resolution"

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Collingwood Cultural Heritage Emergency Management Plan

Appendix III – Emergency Protocol for Discovery of Archaeological Resources

The following protocol provides direction on the discovery of archaeological resources during a disaster or an emergency, including who to notify and how to isolate and protect the archaeological resource. If human remains/burials are exposed and discovered, the relevant protocol must be adhered to.

Disasters and emergencies may reveal the presence of archaeological resources due to the physical effect they may have on landscapes, such as by exposing ground layers that were previously undisturbed. Other reasons why an archaeological resource may arise include:

- the property may not have been subject to an archaeological assessment;
- the property may have been assessed in the past using less rigorous archaeological methods; and,
- standard archaeological techniques may have simply missed the archaeological resources and/or human remains/burials.

The following protocol is equally relevant for managing known archaeological resources. An existing archaeological site remains vulnerable to different disasters and emergencies, but benefits from the fact that its existence is known; it does not need to be “discovered”, and a coordinated response can be mounted to assess and respond to damages as soon as it is safe to do so.

Relevant definitions have been included below:

- **Archaeological resources:** includes artifacts, archaeological sites and marine archaeological sites, as defined under the *Ontario Heritage Act*. The identification and evaluation of such resources are based upon archaeological assessments carried out by archaeologists licensed under the *Ontario Heritage Act*. (*Provincial Planning Statement 2024*)
- **Archaeological Site:** any property that contains an artifact or any other physical evidence of past human use or activity that is of cultural heritage value or interest (*Standards and Guidelines for Consultant Archaeologists 2011*)
- **Artifact:** any object, material or substance that is made, modified, used, deposited or affected by human action and is of cultural heritage value or interest. (*Standards and Guidelines for Consultant Archaeologists 2011*)

Collingwood Cultural Heritage Emergency Management Plan

KEY CONTACT INFORMATION

Justin Teakle, Senior Planner (Heritage), Town of Collingwood

Office Phone: 705-445-1030 ext. 3270

E-mail: planning@collingwood.ca

Last updated: May 2026

Discovery Procedure

Upon discovering the presence of archaeological resources, the following procedure must be adhered to:

1. The landowner shall notify the Town of Collingwood Senior Planner (Heritage) (see key contact information above). The landowner should provide the Senior Planner (Heritage) with photographs of the discovery. Include a common item (such as a coin) or a ruler in photographs to help establish scale.
 - a. If the Town of Collingwood Senior Planner (Heritage) is made aware of a discovery by a third-party (e.g., a passing pedestrian), the Senior Planner (Heritage) will contact the landowner to initiate the process of determining whether a potential archaeological resource is present.
2. The Town's Senior Planner (Heritage) will make a preliminary evaluation of the nature of the discovery based on the photographs provided. If there is insufficient information or if it appears likely to be an archaeological resource, a licensed archaeologist shall be contacted by the landowner to determine if further investigation is warranted.
3. If the licensed archaeologist determines that the discovery is not archaeological or that the find does not warrant further investigation, the archaeologist will notify the Town's Senior Planner (Heritage). Upon confirmation by the Town's Senior Planner (Heritage), notification will be provided to the landowner confirming that no further action is required.
4. If the licensed archaeologist determines that further investigation is warranted, the archaeologist shall notify the Town's Senior Planner (Heritage). In consultation with the Town's Senior Planner (Heritage) and the Archaeology Programs Unit of the Government of Ontario, the licensed archaeologist shall develop an appropriate mitigation plan. Indigenous communities must also be engaged if the archaeological resource is Indigenous in affiliation. Possible mitigative measures could include:
 - a. Avoiding future disturbances to the area;
 - b. Mapping, drawing and photo-documentation of the archaeological resource; and,

Collingwood Cultural Heritage Emergency Management Plan

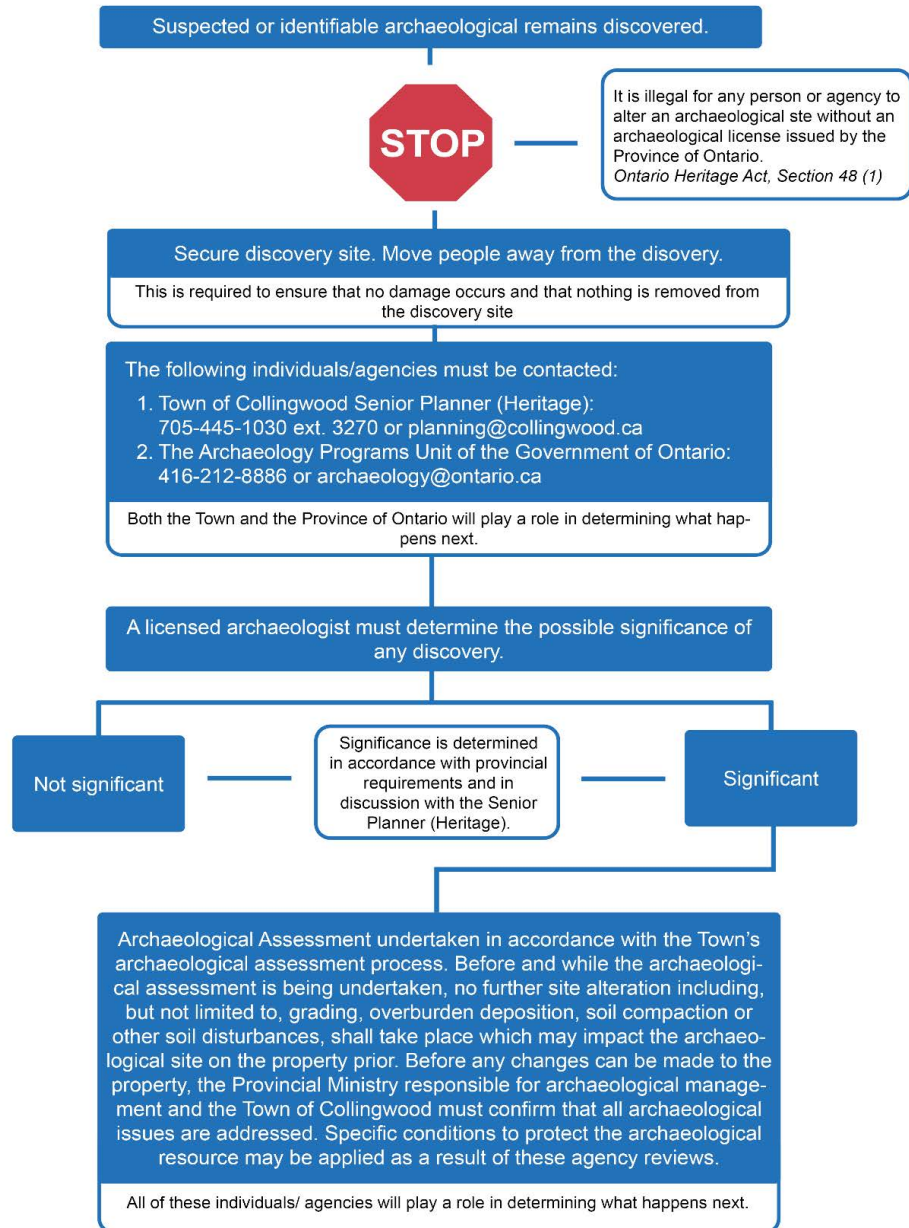
- c. Full excavation.
- 5. The licensed archaeologist shall be permitted sufficient time to ensure the mitigation of the resource is compliant with applicable standards including Archaeology Programs Unit and Occupational Health and Safety Act (OHSA) requirements.
- 6. Once the mitigation strategies are complete or implemented, the licensed archaeologist shall consult with the Town's Senior Planner (Heritage) and the Archaeology Programs Unit. After the Archaeology Programs Unit notifies the archaeologist that provincial concerns have been addressed, the licensed archaeologist shall provide the Archaeology Programs Unit communications or acceptance letter to the Town's Senior Planner (Heritage). Upon confirming that municipal responsibilities have been met, the Town's Senior Planner (Heritage) will provide notification to the landowner.

Protocol Flowchart

The following flowchart has been developed illustrating this process:

Collingwood Cultural Heritage Emergency Management Plan

Discovery of Archaeological Resources



Collingwood Cultural Heritage Emergency Management Plan

Appendix IV – Emergency Protocol for Discovery of Human Remains and Burials

Similar to Technical Bulletin 1, the following protocol provides direction on the discovery of human remains/burials during a disaster or an emergency, including who to notify and what the response should look like.

Disasters and emergencies may reveal the presence of human remains and burials, such as by exposing ground layers that were previously undisturbed. These events may impact areas known to contain human remains/burials, such as cemeteries, or reveal those that were unknown. Reasons that human remains/burials may unexpectedly arise include:

- the property may not have been subject to an archaeological assessment;
- the property may have been assessed in the past using less rigorous archaeological methods; and,
- standard archaeological techniques may have simply missed the archaeological resources and/or human remains/burials.

The following protocols is equally relevant for managing known human remains/burials impact by disasters or emergencies, such as a cemetery. Cases such as these benefit from the fact that their existence is already known; it does not need to be “discovered”, and a coordinated response can be mounted to assess and respond to damages as soon as it is safe to do so.

KEY CONTACT INFORMATION

Ontario Provincial Police (Collingwood and the Blue Mountains OPP Detachment): collingwoodpsb@collingwood.ca or 1-888-310-1122

Chief Coroner (Central West – Halton, Peel and Simcoe): 647-329-1825

Registrar - Funeral, Burial and Cremation Services Act:
FBCSARegistrar@ontario.ca or 416-212-7499

Registrar Bereavement Authority of Ontario: Registrar@TheBAO.ca or 647-483-2645

Archaeology Programs Unit of the Government of Ontario:
archaeology@ontario.ca or 416-212-8886

Town of Collingwood Senior Planner (Heritage): 705-445-1030 ext. 3270 or
planning@collingwood.ca

Last updated: April 2026

Collingwood Cultural Heritage Emergency Management Plan

For the purposes of an investigation of a burial discovery, the “landowner” is considered to be the individual or body/organization who owns the land within which the discovery was made. The Registrar may require the landowner to enter into an agreement with the representative of the deceased that establishes the ultimate care and disposition of the remains.

Discovery Procedure

Upon discovering the presence of human remains/burials, the following procedure must be adhered to:

1. The landowner or third party (e.g., a pedestrian passing by) shall notify the Police (see above for contact information), leaving the human remains where they are found.
 - a. Given the sensitivity of human remains discoveries, it is best practice to visit the local Police station to report the find rather than call to provide notification. In all cases, clear instructions should be given to the Police to avoid the use of public broadcast devices (e.g., scanners) when communicating the find to avoid visits by members of the media who may monitor communications by Police dispatch.
2. If the discovery is made on your property, members of the public or media should not be permitted access to the discovery location.
3. The Police and Coroner shall be permitted to carry out an investigation of the find site. If the Police investigation determines that the human remains are of strictly historical interest, and not a crime scene (i.e., no foul play is involved), the discovery falls under the jurisdiction of the Funeral, Burial, and Cremation Services Act (FBSCA) Registrar (see above for contact information). Upon release of the discovery location by the Police/Coroner and their determination that it is not of forensic concern, the Registrar will order the landowner to contract the services of a licensed archaeologist who will be required to conduct a preliminary investigation of the site. The Town’s Senior Planner (Heritage) should be informed of the Registrar’s instructions.
4. Immediate measures will be taken by the landowner to protect the burial site and related human remains from damage and public view. Protective measures should be continued following the Police investigation and until all regulatory requirements have been met. The landowner is responsible for the security of the site.
5. After attending the burial site, the licensed archaeologist will collect preliminary information to provide to the Registrar. The Registrar will provide instructions for next steps and requirements for protecting and securing the site until all necessary regulatory steps can be taken. The Archaeology Programs Unit of the Government of Ontario (see above for contact information) should also be

Collingwood Cultural Heritage Emergency Management Plan

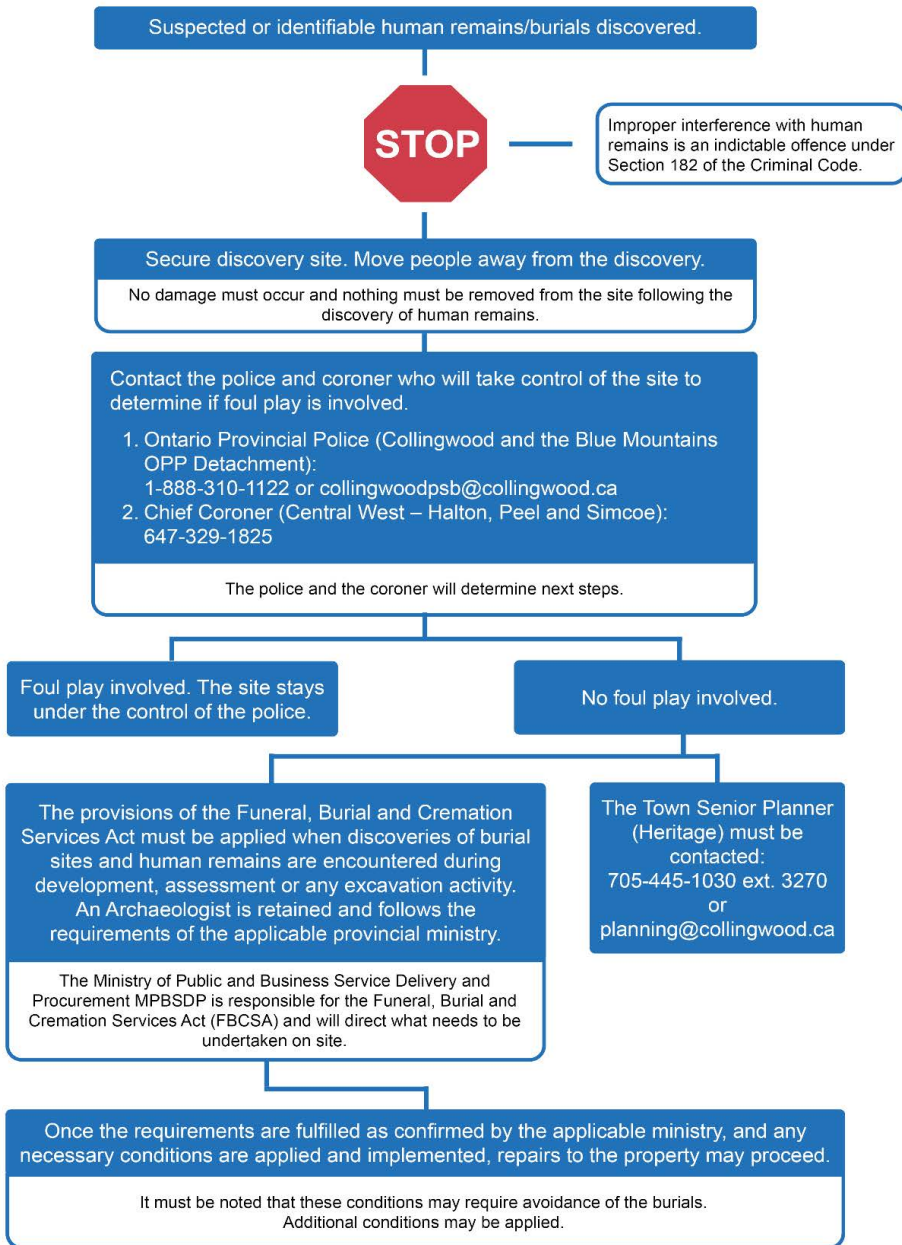
notified. The Registrar will subsequently provide written notification to the landowner regarding their legal obligations under the FBCSA. Often, the Registrar will issue a formal Order to the landowner instructing them to conduct an investigation under Section 96 of the FBSCA.

Protocol Flowchart

The following flowchart has been developed illustrating this process:

Collingwood Cultural Heritage Emergency Management Plan

Discovery of Human Remains and Burials



Collingwood Cultural Heritage Emergency Management Plan

Appendix V – Technical Bulletin for Emergency Response Framework for Built Heritage Resources

If an emergency response is activated based on the Town of Collingwood's Emergency Management Plan, the following framework has been developed as a reference. It outlines clear step-by-step response processes so that everyone's roles are understood.

The process is divided into impacts to cultural heritage resources on either municipally-owned properties or private properties.

Initial Emergency Declaration Protocol

This process begins with first responders to ensure the emergency or disaster is managed where life safety matters are the first and primary concern.

Where the Chief Building Official (CBO) is called in they will make a determination on the situation. If the situation is one of imminent failure they will follow their legislative processes. If the situation is not one of imminent failure, the following processes would apply depending on property ownership (step 1).

Municipally Owned Property

Where the property is owned by the municipality, the CBO makes their determination after which the Director of Growth and Development (or their designate) and any other director responsible for the municipal asset are notified. The Town is to retain a qualified heritage professional from the Town's emergency roster to advise on conservation measures (step 2).

Step 3 is for the Director of Growth and Development to advise Town heritage staff of the situation, who would make a site visit with the qualified heritage professional when safe to do so. Heritage staff and/or the qualified heritage professional, are then to prepare a brief cultural heritage conservation strategy, addressing immediate/short, medium, and long term conservation measures and any recommendations on documentation and salvage as applicable. Heritage staff may consult with the CBO as needed. Based on the direction and guidance in the cultural heritage conservation strategy, the Town could issue a municipal approval for alterations, demolition or removal under delegated authority for emergencies where appropriate.

Step 4 is to advise Town Council and the Collingwood heritage committee of the situation and impacts on the cultural heritage resource so that information is made public and forms part of the public record as appropriate.

Collingwood Cultural Heritage Emergency Management Plan

Privately Owned Property

For privately owned properties, the process is similar, however the responsibility is on the property owner to retain the qualified heritage professional to provide advice and recommendations.

After the emergency or disaster response outline in step 1, the CBO may issue an order that the property is unsafe with time for property owner response. Step 2, in this circumstance, is to encourage the property owner to retain a qualified heritage professional from the Town's emergency roster, which can be provided by Town heritage staff.

Step 3 is for the qualified heritage professional to provide a cultural heritage conservation strategy to the property owner with advice and recommendations on ways to conserve the cultural heritage resource. Where feasible, Town heritage staff are to provide the heritage conservation strategy report to Collingwood Heritage Committee for their information and input.

In Step 4, the Town may issue a municipal approval for alterations, demolition or removal under delegated authority for emergencies where appropriate.

In Step 5, where Town funding is offered and available, the property owner may apply for a grant to offset the costs of retaining the qualified heritage professional and/or implementing the advice and recommendations of the qualified heritage professional from the cultural heritage conservation strategy.

Framework Response Flowchart

The following flowchart has been developed illustrating this process:

Collingwood Cultural Heritage Emergency Management Plan

Emergency Response Framework for Built Heritage Resources

Decisions for all actions rest with the **Chief Building Official (CBO)**. It is recommended that response actions be guided by professional heritage advice.

An emergency or disaster occurs. The emergency response is activated based on the Town's Emergency Management Plan.

Step 1
If the situation is one of "imminent failure", as determined by the **CBO** and the **Fire Chief**, or their designate, all necessary steps to ensure life safety must be taken. This may mean the immediate demolition of a cultural heritage resource. If the situation is not one of "imminent failure", the following steps shall be followed.

Municipally Owned Property

Privately Owned Property

Step 2
Where the **CBO** issues an unsafe order, the **Director of Growth and Development**, as well as the director responsible for the municipal asset, shall be notified. The Town shall retain a qualified heritage professional from the Town's emergency roster.

Step 2
Where the **CBO** issues an unsafe order to the property owner, the property owner is encouraged to retain a qualified heritage professional from the Town's emergency roster, as provided by **Town Heritage Staff**.

Step 3
The **Director of Growth and Development** then notifies **Town Heritage Staff** who may meet on site when it is safe to do so. **Town Heritage Staff** and/or the qualified heritage professional from the Town's emergency roster prepares a heritage conservation strategy report* for the cultural heritage resource(s) and consults with the **CBO**, as needed. **Town Heritage Staff** may issue a municipal approval for alterations, demolitions or removal through delegated authority for emergencies where appropriate.

Step 3
The qualified heritage professional from the Town's emergency roster prepares a report for potential heritage conservation strategies to conserve the cultural heritage resource(s). **Town Heritage Staff** will, where feasible, provide the heritage conservation strategy report* to the Collingwood Heritage Committee for their input. Depending on the response times of conservation strategies, the report may be provided via email or through an emergency Collingwood Heritage Committee meeting, at **Town Heritage Staff's** discretion.

Step 4
Council and the Collingwood Heritage Committee is notified of the emergency or disaster and its impact on the cultural heritage resource.

Step 4
The Town may issue a municipal approval for alterations, demolitions or removal through delegated authority for emergencies where appropriate.

* It is recommended that the heritage conservation strategy report address immediate/short, medium and long term conservation measures. It may also address documentation and salvage as necessary.

Step 5
If grants are available, the property owner may apply for funding to offset the costs of retaining a qualified heritage professional and implementing the recommendations of the heritage conservation strategy.

Collingwood Cultural Heritage Emergency Management Plan

Appendix VI – Technical Bulletin for Built Heritage and Cultural Heritage Landscapes Preparedness, Mitigation and Recovery

The following technical bulletin addresses preparedness, mitigation and recovery actions for cultural heritage resources, specifically built heritage and cultural heritage landscapes, in the context of a disaster or emergency. This technical bulletin provides recommendations that may be applicable before, during and after a disaster or emergency.

Before a Disaster or Emergency

The proactive maintenance of a property reduces the number of vulnerabilities that an emergency or disaster can worsen. The first step is to address known issues (e.g. a leaky roof, areas of the property that pool during rainstorms) before investigating for other vulnerabilities. Following this, the below examples can be performed by property owners to reduce other potential vulnerabilities:

- Ensure that gutters are cleared and discharge at least 2 metres away from the building;
- Ensure that sump pumps and backup generators are in working order;
- Ensure that ditches and swales are functioning;
- Inspect the foundation and other visible structure elements for signs of cracking or breaking;
- Inspect basements for signs of flooding or blocked drains;
- Inspect masonry and siding for openings, voids or damage;
- Inspect seals and flashing around windows and other openings;
- Inspect the roof for deteriorating or missing shingles;
- Identify damaged or broken building elements, such as hinges on storm doors or window shutters;
- Understand how to turn off all utilities on the property (such as electricity and gas);
- Understand if any special precautions are required to safeguard electrical, natural gas, fuel, oil or propane heating equipment. If uncertain, confirm with the electricity or fuel supplier for the property; and,
- Determine the best approach to ensure the safety of livestock. For example, in the event of a flood, leaving animals unsheltered will prevent trapping them inside a building.

To assist in identifying property vulnerabilities, consult with an expert, such as a fire inspector. Experts will be able to provide tailored advice and may be able to identify previously missed vulnerabilities.

Collingwood Cultural Heritage Emergency Management Plan

It is equally important to consider other parts of the property that may or may not be recognized heritage attributes. For example, fencing weakened by weathering could cause damage to nearby built heritage after being thrown by wind gusts; the same concept can apply to trees with dead limbs or any loose outdoor items such as furniture.

Following this inspection, the property owner may choose to address any known faults or vulnerabilities, such as through repairs or other proactive retrofitting measures (i.e. fireproofing, floodproofing or the installation of gas sensors or fire alarms). Although it may not always be possible to do so, any retrofitting measures should be designed and installed in a manner that minimizes impacts on heritage attributes or their supporting elements.

During a Disaster or Emergency

Public health and safety are paramount during a disaster or an emergency. Defer to the Town of Collingwood and emergency services for guidance. If possible, report any new observed hazards (e.g., a fire starting, downed power lines) to emergency services over the phone.

If evacuation occurred, do not return home until the Town of Collingwood and/or emergency services have advised it is safe to do so. Buildings may be structurally unsafe, even if damage is not immediately visible, and it is best to perform a cautious inspection of the property upon returning.

After a Disaster or Emergency

After the Town has confirmed the conclusion of a disaster or emergency, caution must still be exercised. Downed power lines, damaged trees, dirty flood waters and hazardous debris may still be present and pose risks.

In the event of a disaster or emergency, repairs necessary to ensure the long-term conservation of a cultural heritage resource, and that cannot be delayed, shall be permitted. In such situations, the property owner shall advise the Town of the work completed and document all repairs undertaken. Notification by the property owner shall be provided to the Town within two (2) weeks of the work being completed.

A disaster or an emergency may be the catalyst that reveals vulnerabilities on a property. Property owners may choose to address these revealed vulnerabilities by “Building Back Better”; that is, by repairing the property in a manner that seeks to prevent similar vulnerabilities from being worsened by a future disaster or emergency.

Repairs or alterations made to cultural heritage resources damaged or impacted by a disaster or emergency shall, to the extent most reasonably possible:

- Ensure the protection of heritage attributes and heritage value; and,
- Address previous vulnerabilities on the property in an effort to “Build Back Better”.

Collingwood Cultural Heritage Emergency Management Plan

The following recommendations may be considered after it is deemed safe to do so:

- Inspect the property for damage. Document any observed damages (i.e., by taking photographs).
- Reach out to Town Heritage Staff notifying them of the damage that has occurred, and how this will be repaired.
- Retain any salvaged historic materials, such as masonry, interior and/or exterior details and wooden structural elements for possible use in repairs (further guidance on salvage works is provided in **Appendix IX**).
- Ensure that all works are compliant with Ontario Building Code.
- Ensure the protection and conservation of cultural heritage resources from unintentional harm to the most reasonable extent possible.
- Seek to address water damage within 48 hours to avoid mould growth, if possible. For extensive mould growth, professional services are recommended.
- Monitor the repairs made to the property for any faults that may arise through damaged/faulty materials or improper installation.

Public health, safety and wellbeing extend beyond the conclusion of a disaster or emergency event. Although the focus of this technical bulletin is on cultural heritage resources, it is important to acknowledge that disasters and emergencies can be a traumatic event. If applicable, individuals are encouraged to seek out necessary supports (e.g., therapy or psychiatry) to assist in coping with associated losses and experiences.

Collingwood Cultural Heritage Emergency Management Plan

Appendix VII – Technical Bulletin for Protecting Cultural Heritage Resources Before a Protest

The following protocol has been devised to assist the Town of Collingwood in the event that a protest or demonstration has the potential to affect cultural heritage resources. This protocol may be considered as a reference only if it is safe to do so, and the reader shall defer to the Ontario Provincial Police in the event of conflicting recommendations.

The rights of citizens in a democratic society allow for protests and demonstration, and Canada is no exception; indeed, the freedoms of expression and peaceful assembly are enshrined in the Canadian Charter of Rights and Freedoms. Given this right, a protest or demonstration does not automatically mean cultural heritage resources along its path are at risk. It nevertheless remains worth questioning:

Could this cultural heritage resource be a target for protest groups, either through direct or indirect associations?

Have political activates or demonstrations been held in the vicinity? Is there any reason to suggest that they might?

The answers to these questions may influence level of priority of this threat, but proactive and reactive measures can still be employed if deemed necessary. The following table contains a list of possible proactive and reactive actions that can be taken if deemed necessary but should be deferred if it conflicts with the advice of Police:

Type of Cultural Heritage Resource	Possible Actions
All	<ol style="list-style-type: none"> 1. Consider making a contingency plan in the event that a protest or demonstration threatens the safety of associated owners, consultants or staff.
Structures/buildings	<ol style="list-style-type: none"> 1. Have Ontario Provincial Police or security visit the property to advise on ways of making it more secure; 2. Photograph the building to document its condition before the protest or demonstration; 3. Ensure all doors and windows are locked; 4. Install barriers on windows (such as plywood); 5. Limit access to the property by emplacing fencing or barricades; 6. Place bright lights on the property to deter criminal activity.

Collingwood Cultural Heritage Emergency Management Plan

Archaeological Excavations	<ol style="list-style-type: none">1. Notify the archaeological consultant on the Town's roster.<ol style="list-style-type: none">a. It is expected that they would disclose this information with Indigenous field liaison representatives, stakeholders and rights holders.2. Photograph the site to document its condition before the protest or demonstration;3. Ensure that areas of excavation are covered (e.g. with a tarp); and,4. Install fencing around the site and posting "no trespassing" signs.
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The preservation of public health and safety is paramount. Even in the event that a cultural heritage resource is being damaged as a result of a protest or demonstration, direct intervention is not recommended. Instead, notify the Ontario Provincial Police.

Following the conclusion of a protest or demonstration, caution should still be exercised when entering or exiting the property containing cultural heritage resources. Debris (e.g. glass) and other remnants of the protest or demonstration may be situated around the property.

Once it is safe to do so, the cultural heritage resource should be assessed for damage or defacement, and appropriate heritage conservation methods be applied to respond to them.

Collingwood Cultural Heritage Emergency Management Plan

Appendix VIII – Technical Bulletin for Security and Cultural Heritage Resources

The following protocol advising on the installation and placement of security measures, (e.g. cameras, lights sensors or alarms), on properties containing cultural heritage resources. Such measures may be sought due to the nature of the use of the property, its surrounding context, or the desire to increase safety. Regardless, a balance between safety and cultural heritage conservation can be achieved that promotes safety and a respect for historical considerations.

Different methods, key ideas, and considerations have been presented in this technical bulletin that seek to seamlessly integrate necessary security measures on properties with cultural heritage resources.

1. All integrated security measures should be thoughtfully planned. This process may begin with a risk assessment of the property through an identification of property-specific risks. Security consultants and law enforcement advisors may supplement findings and provide additional suggestions.
2. Consult with a qualified heritage professional to determine opportunities to integrate security measures and minimize physical and visual impacts on the property containing cultural heritage resources.
3. Existing building elements can be used to more discreetly mount security systems and any associated materials (e.g. wiring). The following features should be given consideration, where applicable: Cavity spaces, wall openings and voids; Behind baseboards and mouldings; Unused chimneys; Under eaves, cornices or risers.
4. Where it is possible and without compromising the effectiveness of the security measure(s), selected measures should be sympathetic to the aesthetics of the property. This may be based on the size, colour, materials and shape of the security measure.
5. Explore opportunities for wireless, battery-powered, portable or temporary security measures that reduce the need for property alterations (i.e. for sensors, alarms or security units)
6. Consider the effects of sunlight and shading on placed security measures. Opportunities may exist to place security measures within areas on the building that are primarily shadowed and therefore less visible.
7. If hot work (soldering, electrical, welding) is being completed on the building, undertake fire watch for a minimum of three (3) hours.
8. Integrate sympathetic security measures within the public realm rather on or in the building itself. This may take the form of bollards placed along a road that match in colour and appearance to architectural features located on the cultural heritage resource.

Collingwood Cultural Heritage Emergency Management Plan

9. Installed security measures should be reversible without causing excessive damage to the cultural heritage resource beyond what is necessary. This will assist in the conservation of cultural heritage resources in the event that such measures are to be replaced or removed.

Collingwood Cultural Heritage Emergency Management Plan

Appendix IX – Technical Bulletin for Salvage, Storage, and Documentation

The following technical bulletin addresses salvage, documentation and storage measures for when a heritage resource is threatened, to be relocated, and/or to be demolished due to an emergency or disaster.

Sometimes, a disaster or heritage emergency may result in the loss of heritage properties, or portions thereof, or require the demolition/alteration of heritage properties for the health and safety of the general public. In these scenarios, salvaging remaining historic materials/heritage attributes, documenting what was lost/what remains, and undertaking safe, effective storage of salvaged materials may be desirable options to conserve what remains of a heritage property. This technical bulletin can also be used in situations where the municipality has approved demolition of a heritage property.

This protocol may be suitable to follow if an Unsafe Order has been issued for a heritage property or if there is a proposal to demolish, relocate, and/or alter a heritage property.

Salvage

Salvaging involves the removal of materials from a property to minimize losses of heritage properties including their heritage attributes in the event of a disaster or emergency.

In the event of an emergency or disaster, salvage is only undertaken once a heritage property has been stabilized and risks to public safety have been resolved (e.g., after a fire has been effectively extinguished and possibilities for re-ignition have been eliminated).⁶² This ensures public safety, prevents further damage, and allows for detailed building documentation and salvage operations to start.

Once the situation has been stabilized, qualified heritage professionals may be called upon from the Town's recommended Emergency Roster to (1) thoroughly photo-document (or otherwise document) the conditions of the property, and (2) minimize the possibility of further damage by securing the property and installing protective materials to prevent further damages from environmental effects, theft, vandalism, and/or unauthorized entry.

Once the property has been documented and secured, damaged materials should be carefully removed by qualified heritage professionals to recover salvageable heritage attributes or building elements. Where possible, the least destructive techniques should be used to understand the condition of the heritage property. Recovery work should be

⁶² Stovel, 1998

Collingwood Cultural Heritage Emergency Management Plan

accompanied by continuous site and photo documentation to record the conditions and any discoveries.

Section 5.7.4 of the ICCROM Risk Preparedness document provides further guidance on salvaging materials during a disaster or emergency:

The heritage property, valuable artefacts and fittings, including those dislodged, damaged, or in danger of collapse, should be recorded through drawings or photographs in situ and then carefully removed, under the supervision of conservation specialists, for urgent conservation measures in a safe area. ... Further structural works, including restoration, repair or demolition, must only be undertaken after full consultation with heritage-conservation professionals.

Storage

Prior to/during salvage efforts, it is critical that a secure storage facility be provided to store removed, threatened, or damaged heritage attributes or building elements. Heritage properties are highly vulnerable to theft, vandalism, and environmental deterioration following a disaster or emergency, so storage in a locked and monitored facility is key to ensuring that salvaged material is secure. Leaving salvaged materials in open areas, unsupervised buildings, or unsecured structures increases the likelihood of theft and damage.

Additionally, a detailed inventory of salvaged materials that identifies the heritage property the materials are salvaged from and why the materials are believed to have heritage value is strongly recommended to be prepared during/shortly after salvage works. This documentation should be stored in an easy-to-find location alongside the materials and in easy-to-find internal records so that, if the materials are stored for many years and the individual or organization overseeing materials changes, there is an understanding of what materials are there, their location of origin, and why they have heritage value.

Documentation

A Salvage and Documentation Report, prepared by a qualified heritage professional, is recommended to be undertaken before any salvage works to (1) thoroughly document a heritage property that is damaged or under threat due to a disaster or emergency and (2) identify historic materials/features that may be salvaged, reused, and/or interpreted. The report provides a permanent record of lost and/or salvaged heritage features as part of emergency conservation measures.

Documentation of the heritage property may include the following components and information, as outlined in the “Environmental Standards and Practices User Guide: Built Heritage and Cultural Heritage Landscapes” (MTO 2006):

Collingwood Cultural Heritage Emergency Management Plan

- A general description of the study area as well as a detailed historical summary of property ownership and building development;
- Description of the interior and exterior of buildings;
- Overall dimensional measurements of the exterior of residential and agricultural built heritage resources, as well as interior floor plans and overall dimensional measurements of principle rooms of residential built heritage resources;
- Representative photographs of the exterior of built heritage resources;
- Detail photography of character-defining architectural resources or elements on the exterior and interior of a built heritage resource; and
- Photographic key plans of the exterior and interior of a built heritage resource.

The ICCROM Risk Preparedness document also advises that a Salvage and Documentation Report should include a condition assessment of the property and an inventory of significant heritage features, materials, and/or objects of the property.

Increasingly, municipalities across Ontario such as the City of Hamilton, City of Brampton, and Town of Caledon have prepared “Documentation and Salvage” plans to guide the public on necessary requirements of similar reports. These are generally prepared in the context of development applications which propose to demolish, relocate and/or alter a heritage property but may be useful to consult for guidance on local examples of similar reports.

Collingwood Cultural Heritage Emergency Management Plan

Appendix X – Draft Site Visit By-law

**THE CORPORATION
OF THE
TOWN OF COLLINGWOOD
BY-LAW NO. XXXX**

A BY-LAW TO AUTHORIZE SPECIFIC INDIVIDUALS TO UNDERTAKE SITE VISITS OR SITE INSPECTIONS OF PROPERTY DESIGNATED OR PROPERTY PROPOSED TO BE DESIGNATED PURSUANT TO THE ONTARIO HERITAGE ACT, R.S.O. 1990, c. O.18

WHEREAS Section 38 and Section 45 of the Ontario Heritage Act, R.S.O. 1990, c. O.18, enables the Council of a municipality to grant authority to any person for the purposes of inspecting a property designated under the Ontario Heritage Act or a property proposed to be designated where a notice of intention to designate has been served;

AND WHEREAS site visits and site inspections are an integral part of heritage conservation planning, and are often necessary to make informed decisions;

AND WHEREAS there may be circumstances where property owners or agents refuse access.

NOW THEREFORE THE COUNCIL OF THE CORPORATION OF THE TOWN OF COLLINGWOOD enacts as follows:

1. The following individuals are hereby designated for the purposes of carrying out site visits or site inspections pursuant to the provisions of Section 38 and Section 45 of the Ontario Heritage Act, R.S.O. 1990, c. O.18 (or as superseded):

Collingwood Cultural Heritage Emergency Management Plan

- a. Municipal Staff
 - b. Members of the Municipal Heritage Committee acting in accordance with the provisions of the Committee’s terms of reference; and,
 - c. Employees of firms directly in the employment of the Town, with the understanding that such visits will be supervised by Municipal Staff.
2. That the effective date of this By-law shall be the date of final passage thereof.

READ A FIRST, SECOND AND THIRD TIME THIS _____ DAY OF _____, 2026.

MAYOR YVONNE HAMILIN

TOWN CLERK

Collingwood Cultural Heritage Emergency Management Plan

Acknowledgements

This Cultural Heritage Emergency Management Plan was developed by:

NPG Planning Solutions Inc.

Dr. Marcus R. Létourneau, *Senior Partner*

Denise Horne, *Principal Planner, Heritage & Policy Planning*

Natalie Majda, *Senior Heritage Planner*

Patrick Winchur, *Heritage Planner*

Navleen Kaur, *Planning Technician*

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