

Conservation Management Plan for Grimsby Beach, Ontario



Issued October 20, 2017

Prepared by:

Alma Cordova, Peter Corfield, Natasha Dorey, Chloe Richer and Sue Schramayr
Willowbank School of Restoration Arts
14487 Niagara Parkway
Queenston, ON L0S 1L0

WILLOWBANK

Table of Contents

Executive Summary	3
1 — Introduction	5
1.1 — Introduction to the Conservation Management Plan	5
1.2 — Understanding the Historic Place	5
1.3 — Methodology	6
2 — Historical Chronology of Grimsby Beach	7
3 — Planning and Legal Framework	10
4 — Statement of Significance	13
5 — Documentation	15
6 — Assessment of Issues	21
7 — Policies and Recommended Approach	23
7.1 — Policies for retaining natural values	23
7.2 — Policies for retaining social values	23
7.3 — Policies for retaining aesthetic values	24
References	25
Appendices	27
Appendix A: Cognitive Maps	27
Appendix B: Survey Questions	31
Appendix C: Architectural Sketches	33
Appendix D: Buffers of Grimsby Beach CHL	34

Executive Summary

Part of the Town of Grimsby, Grimsby Beach is a quiet, residential neighbourhood, nestled between the shore of Lake Ontario and the Queen Elizabeth Highway in the Niagara Region of Ontario. Surrounded by mature trees and laid out in the original 1850s Chautauqua Methodist Camp street pattern with small irregular building lots, the neighbourhood comprises mainly modest single-family dwellings of various architectural styles; including post-WWII bungalows, contemporary beachfront properties and, most notably, restored and repainted Chautauqua-era board and batten gingerbread-trimmed cottages (referred to as “Painted Ladies”). The latter defines Grimsby Beach’s current identity and evolving tourism appeal.

The site is historically and aesthetically associated with the Methodist Chautauqua Movement. In 1846 the area hosted the first of many, annual week-long Methodist temperance meetings by the lake. In 1875, Grimsby Park was established as the permanent site of summer-long Methodist revival events, leading to the construction of permanent summer cottages, hotels, shops and a giant Temple for worship. Steamships and rail lines allowed for easy transportation and visitors started staying for the whole summer. However, by 1909, with the movement’s popularity waning, the Grimsby Park Company went bankrupt. Since that time, the site renamed Grimsby Beach, has evolved a number of times; including a popular amusement park and day-trip destination in the 1910s and 20s, gradually transitioning post-WWII to the year-round housing community that exists today.

In developing this Conservation Management Plan (CMP) for Grimsby Beach a range of research tools were utilized, including archival documentation such as maps, diaries and photos, media reports and publications. Residents of this community also played a pivotal role in understanding the heritage value and issues of the area. This was accomplished through face-to-face interviews, online surveys and the collection of cognitive maps.

Consideration of both the tangible and intangible cultural heritage values of the place was essential in the preparation of a Statement of Significance for Grimsby Beach. Aspects of importance to the site include its natural beauty (particularly, old growth trees and beachfront), the unique aesthetic associated with the neighbourhood (brightly painted and ornamented gingerbread cottages), as well as the special physical and spiritual closeness of the community that seems to have endured throughout history.

Issues to be addressed in this CMP include 1) deterioration of the greenspace and waterfront, 2) threat of development and 3) impact of tourists. These issues all have an identified relationship to the site through its heritage values and have been addressed through the CMP policy recommendations, to support sustainability of the physical neighbourhood and resident community spirit going forward.

Recommendations designed to retain the identified heritage values are as follows:

1. Policies to retain natural values include the recommendation of:
 - Establishment of a tree inventory and neighbourhood tree management plan
 - Use of technology to prevent further beach erosion
2. Policies to retain social values include the recommendation of:

- Creation of a Grimsby Beach Advisory Committee
- Development of a Tourism Management Plan
- Creation of a Grimsby Beach “Communications Hub” for residents

3. Policies to retain aesthetic values include the recommendation of:

- Preservation of the scale and spatial organization of Grimsby Beach
- Maintenance of the aesthetic spirit established in the 19th century
- Designation of Grimsby Beach as a Cultural Heritage Landscape, a relatively non-prescriptive tool to preserve the intangible authenticity of Grimsby Beach

This CMP for Grimsby Beach has been prepared at a time when densification of urban areas is rapidly affecting communities throughout Southern Ontario. The Historic Grimsby Beach community is unique and a rare example throughout North America. Deterioration of the character defining tree canopy, beach-front and historic Victorian-era cottages, as well as the growing interest in waterfront development leaves this neighbourhood vulnerable to rapid change. Proactive measures must be taken to allow the spirit and feeling of this special place to endure.

While not comprehensive, this CMP recommends some preliminary steps and direction for further consideration by a broad stakeholder team. The approach of this plan is intended to foster a spirit of cooperation, trust and openness between the residents of Grimsby Beach and the leadership of the Town of Grimsby.

1 — Introduction

1.1 — Introduction to the Conservation Management Plan

This Conservation Management Plan (CMP) for the historic Grimsby Beach neighbourhood has been prepared at a time when densification of urban areas is rapidly affecting communities throughout southern Ontario. It is intended to be a guide to ensure that the highest level of public value is achieved through the effective management of this unique place. The development of the CMP was driven by an in-depth understanding of the site’s cultural heritage significance, its layout, its buildings and its natural beauty with marked consideration of its value to the local community and other stakeholders. The CMP looks at the intangible and physical aspects of a place as a platform from which to create a vision for the neighbourhood that strengthens the role in the community.

1.2 — Understanding the Historic Place

Grimsby Beach is a 25-acre site within the Town of Grimsby that is bounded by Lake Ontario, Lake Street, Nelles Road, and Park Road North. It is surrounded by mature trees and is in close proximity to the lakefront. The neighbourhood is still laid out in the original 1850s Chautauqua Methodist Camp street pattern with small irregular building lots and winding roads. The built environment consists mainly of modest single-family dwellings of various architectural styles; including post-WWII bungalows, contemporary beachfront properties and, most notably, restored and repainted Chautauqua-era board and batten gingerbread-trimmed cottages (referred to as “Painted Ladies”).

Lake Ontario shoreline



Grimsby Beach, 2016 (Google Maps)

1.3 — Methodology

This CMP uses the method of investigation and analysis established by the Australia ICOMOS (International Council of Monuments and Sites) Charter for the Conservation of Places of Cultural Significance; also referred to as The Burra Charter, 2013 (Burra Charter). The Burra Charter is an internationally accepted standard for heritage conservation practice. It emphasizes the importance of a logical and systematic approach to undertaking a plan for conserving heritage places by outlining processes and principles for conservation, rather than rigid rules.

Based upon the Burra Charter methodology, key elements for this CMP are:

- Understanding the place — including the history of the site, its design and construction, use and changes and a description.
- Cultural heritage significance – defines what makes the place special and the attributes that make it important to Grimsby Beach.
- Policy – principles and guidelines to ensure management of the places conserves its cultural heritage values.

For the development of this CMP, a number of research tools were employed, including face-to-face interviews (7 participants), as well as an online survey (19 respondents). See Appendix A for the cognitive maps collected and Appendix B for the survey questions. A review of archival documents such as maps, photographs and diaries, as well as media publications provided an overall picture of Grimsby Beach through time that was supplemented by numerous site visits to the neighbourhood.

2 — Historical Chronology of Grimsby Beach

For the purpose of this study, the cultural history of Grimsby Beach has been categorized into four distinct eras to determine how the present-day site connects with its past.

1) Indigenous and Pre-Contact History:

Throughout the Niagara peninsula, the first Indigenous peoples encountered by the early European explorers were the Attawandaron or the Neutrals Confederacy. In southern Ontario, Neutral villages provided neutral ports of trade, as there was a rivalry between the Huron Confederacy in the southeast shore of Georgian Bay and the Iroquois Confederacy in the Finger Lakes area southeast of Lake Ontario (Good, 1998, pg. 147).



The Attawandaron lived at the base of the Niagara Escarpment, as well as on the shores of Lake Ontario. Unfortunately, the arrival of European explorers upset traditional Indigenous relationships and also brought disease.

In 1649 to 1650, the Hurons were attacked and dispersed by the Iroquois. By 1655, the Attawandaron, once a culture of 40,000, ceased to exist as they were destroyed by the Iroquois as well (Ibid).

2) European Settlement and Methodist Chautauqua Camp Era:



For the next 150 years, European explorers continued to travel through the area, but it is the movement of United Empire Loyalists northward that drove the establishment of new settlements; one of which, called “the 40”, would become present day Grimsby.

Methodist preacher Peter Bowslaugh settled in this area on lands later passed to his grandson, John Beamer Bowslaugh. The younger Bowslaugh donated a grove on the lakeshore for the Ontario Methodist Camp Meeting Ground where, in 1846, the very first Methodist Temperance Meeting was held.

In 1859, John Bowslaugh’s grove by the lake became the permanent site for yearly Methodist meetings, with tent lots for people to stay and an “auditorium” area for the enjoyment of sermons given by visiting Methodist ministers.

As the yearly Methodist meetings grew in popularity, the camp’s organizers saw the need for more comfortable housing. In 1875 Grimsby Park was established, permanent cottages were built upon the old tent lots and, a number of years later, a great temple was erected for prayer.





The aesthetic and social values of present day Grimsby Beach remain closely linked to the Chautauqua era. It's also important to note that Grimsby Park was operating with its own set of rules and governance and demonstrates just how the community has always been distinct within the Town.

3) Popular Amusement Park Era:

In the early part of the 20th century, Grimsby Park evolved from a Methodist Camp to a vacation destination for people from all over. In 1910, Harry H. Wylie purchased the land and built an amusement park complete with a midway, merry-go-round, rollercoaster, and a dancehall known as the "casino".



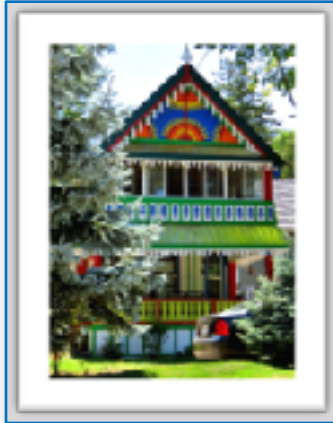
Renamed Grimsby Beach, visitors arrived in large numbers via steamship, train and streetcar from Victoria Day through to Labour Day. Although the amusement park has long since disappeared, tourism still exists in Grimsby Beach to this day.



4) Painted Ladies Era:

Amusement park attendance began to wane and the park closed permanently around the time of the Great Depression. In 1927, a terrible fire also destroyed 30 of the cottages. A post-World War housing shortage attracted many families to this more affordable community near the lake. People started insulating their cottages and turning them into year-round homes.

Urban renewal schemes in the 1960s saw the installation of sewers and paved roads, and by the 1970s, many residents took advantage of government grant programs allowing homeowners to renovate their homes. Also at this time, the Town of Grimsby passed a by-law allowing for the demolition of some of the derelict cottages.



The last ten years has seen the emergence of the “Painted Ladies” cottages with their colourful paint schemes and decorative gingerbread trim.

While this is not a dedicated restoration of the original Carpenter Gothic cottages, it is a definite nod to the aesthetic quality of the Chautauqua Era.

Throughout its evolution, Grimsby Beach continues to be a vibrant and unique community to this day with close ties and appreciation for its colourful past and strong enduring sense of community and place¹.

¹ This condensed history of Grimsby Beach has been written based on the source Turcotte, 1995 (see References section for further details).

3 — Planning and Legal Framework

Several past plans and policies were written regarding Grimsby Beach, from the 1968 Urban Renewal Scheme to a Neighbourhood Improvement Plan in the 1970s and a Character Study in the 1990s. Of these three documents, we have only been able to obtain and analyze the Urban Renewal Scheme only.

The main legislation currently affecting the planning and legal framework include the Ontario Heritage Act, the Provincial Policy Statement, the Town of Grimsby Official Plan and the Town of Grimsby Zoning By-Law.

Urban Renewal Scheme (1968)

The Urban Renewal Scheme was researched and written by private consultants hired by the Town of Grimsby. The Scheme categorized blight in the neighbourhood as physical, social, economic and functional, which holds classist implications. Unfortunately, urban renewal has a history of socially disastrous outcomes such as reducing the supply of affordable housing and destroying functional neighbourhoods (Kalman, 2014).

Findings of this report note that original lots were intended as tent sites and buildings were constructed for summer use only, leading to structural issues and inadequate servicing for the water supply and sewage disposal. Different levels of care and maintenance found were throughout the community and there was a considerable variation in the structural conditions of buildings. Some of the cottages overlapped lot lines and did not have yards (Philips Planning and Engineering Limited, 1968).

Also noted was an overcrowding rate of 15% overcrowding. The consultants felt the closeness of the cottages was a fire hazard and that lots were too small to comply with the Town of Grimsby's R2 zoning classification. A correlation was made between overcrowding and poor structural conditions.

Access routes were intended as foot paths thus streets were narrow and there was a lack of parking. Fire trucks could not enter into some areas. The roads were mostly gravel thrown on dirt roads, except for Fair Avenue & Grand Avenue. At this time there were no storm sewers, only ditches.

Findings related to community include that 77% of residents surveyed wanted to stay in the area and there was a strong sense of community. The consultants identified common issues as large families with limited incomes. They noted that almost every family in Grimsby Beach recognized the need for some type of renewal. Some residents surveyed suggested "preserving the Area as an historical site."

In terms of housing recommendations, the consultants suggested three possibilities: redevelopment (which meant clearing the land and rebuilding). This would have affected 10 dwellings or 52 people. In this case, it was noted that the municipality would make arrangements for families to relocate. Land would be assembled for lot enlargement and private development. The two other housing options were to rehabilitate (repair) or to conserve (maintain). These recommendations were largely dependent on private renewal by homeowners rather than government funding.

The public-sector action items related to redesigning the lot pattern, the road and parking system and the sewage infrastructure. In addition, it was recommended that standards be set for the design and appearance of new buildings, and to set a minimum standards by-law.

Neighbourhood Improvement Plan and RRAP (1970s)

The Neighbourhood Improvement Plan's goal was to improve the general layout, function and design of the Grimsby Beach area. It was one of the first areas in Canada to receive government funding for enhancing, improving and upgrading parks and roads (The Friends of Grimsby Beach, n.d.). The Plan was initiated after the former mayor of Grimsby, Nick Andreychuk, attended a planning conference in Vancouver where funding was announced. Mr. Andreychuk noted that improving the road system in Grimsby Beach was the main action item in the Plan and that the community was happy with it (N. Andreychuk, personal communication, February 6, 2017).

In addition, Canada Mortgage and Housing Corporation had set up the Residential Rehabilitation Assistance Program (RRAP). Dwellings eligible for this financial assistance had to be found "substandard" in one of five areas: structural soundness, fire safety, electrical wiring, plumbing or heating (Kalman, 1979). During a focus group with four Grimsby Beach residents on March 4, 2017, we heard that metal storm windows were a common use of the grant funding from this time (Grimsby Beach Focus Group, personal communication, March 4, 2017).

Character Study (1990s)

The Town of Grimsby completed a Character Study for Grimsby Beach, which examined historical research on topics such as the Chautauqua and Picturesque style of architecture originating from the Gothic Revival Style. (The Friends of Grimsby Beach, n.d.) Unfortunately, no additional information on the Character Study is available at this time.

Ontario Heritage Act (2005)

Heritage Conservation Districts (HCDs), a common heritage planning and policy measure, fall under the Ontario Heritage Act and require a plan that would include a statement of objectives; a statement explaining cultural heritage values or interest; a description of heritage attributes of the HCD & properties; policy statements, guidelines and procedures for achieving objectives and managing change; descriptions of minor alterations (Government of Ontario, 2009). Property owners in a HCD would need to apply for a permit to carry out alterations, unless they are minor in nature. A building standards by-law would set out the minimum maintenance required.

Provincial Policy Statement (2014)

The Provincial Policy Statement (PPS) refers to conserving Cultural Heritage Landscapes (CHL). Additional considerations include archaeological resources and the interests of Aboriginal communities (Government of Ontario, 2014). There has not been an instance of a community declaring itself a Cultural Heritage Landscape with the goal of being protected in an alternate way than through becoming an HCD.

Grimsby Official Plan (2012)

Municipalities create Official Plans and Zoning By-Laws, staff review development applications, and Council makes planning decisions. Residents provide feedback regarding proposed plans/projects at community consultation meeting and can also write or call their local representative. The Town of Grimsby's Official Plan states that architectural design guidelines will be prepared for Grimsby Beach (Town of Grimsby, 2012). This may include additional guidelines for planting, landscaping and fencing details. These guidelines have not yet been developed.

Within an Official Plan, there can also be Secondary Plans that establish objectives, policies and land use designations unique to the local context of an area (City of Hamilton, 2016). Although Grimsby Beach does not have a Secondary Plan, one could guide the desired type and form of physical development there.

Grimsby Zoning By-Law (2015)

The Town of Grimsby's new comprehensive zoning by-law created a designation for Grimsby Beach. It was brought in to help protect the unique character of the area. Permitted uses include bed and breakfasts; and group homes and single detached dwellings. Accessory uses include home occupations and secondary suites (Town of Grimsby, 2016).

Minimum lot size, frontage, front yard, rear yard and side yard setbacks are the lot size, frontage, front yard, rear yard and side yards setbacks that existed when the zoning by-law came into effect. Similarly, the maximum GFA is the existing GFA from when the by-law came into effect. It can be increased by 15% in height or dwelling depth with site plan approval.

4 — Statement of Significance

Description

Part of the Town of Grimsby, Grimsby Beach is a quiet, residential neighbourhood, nestled between the shore of Lake Ontario and the Queen Elizabeth Highway in the Niagara Region of Ontario. Surrounded by mature trees and laid out in the original 1850s Methodist Camp street pattern with small irregular building lots, the neighbourhood comprises mainly modest singlefamily dwellings of various architectural styles; including post-WWII bungalows, contemporary beachfront properties and, most notably, restored and repainted Victorian-era board and batten gingerbread-trimmed cottages (referred to as “Painted Ladies”). The latter define Grimsby Beach’s current identity and evolving tourism appeal.

The site is historically associated with the Methodist Chautauqua Movement. Referred to as the Chautauqua of Canada, in 1846 the area hosted the first of many, annual week-long Methodist temperance meetings by the lake. In 1875, Grimsby Park was established as the permanent site of summer-long Methodist revival events; leading to the construction of permanent summer cottages, hotels, shops and a giant Temple for worship. Steamships and rail lines allowed for easy transportation and visitors started staying for the whole summer. By 1909, with the movement’s popularity waning, the Grimsby Park Company went bankrupt. Since that time, the site renamed Grimsby Beach, has evolved a number of times; including a popular amusement park and day-trip destination in the 1910s and 20s, gradually transitioning post-WWII to the year-round housing community that exists today.

Heritage Value

Natural value – valued as an area of natural beauty amongst the greenery and shoreline of Lake Ontario. Throughout history people have been attracted to this area because of the landscape, topography and vegetation it offers.

Aesthetic value – valued for the unique aesthetic associated with the neighbourhood. The intricate fretwork and colours of the restored “Painted Ladies” elicits a mood that reminds one of the creativity and imagination that built the area.

Social value - valued for its sense of community. The small lots and relative housing density creates a closeness that has translated into social gatherings, such as porch parties, neighbourhood events and volunteerism amongst neighbours. Though occasionally controversial, the “Painted Ladies” act as a unifying element for the community to identify with and rally around.

Character-Defining Elements

Intangible

- Creativity and imagination that keeps history and values alive
- Community attitude toward Grimsby Beach as a place of learning and quality living

Natural

- Waterfront, old-growth trees, greenspace and parklands

Materials, craftsmanship and decoration

- Victorian-era architectural style – intimately scaled Carpenter Gothic style
- Carpentry – elaborately detailed wooden porches, railings, fretwork and trim
- Aesthetic/unifying visual design in the cottages' bright colours
- Reinterpretation of original elements in current modifications and additions

Plan, layout and scale

- Spatial configuration – curvilinear spatial configuration with intimately scaled lots and cottages
- Access and relationship to beach and Lake Ontario

5 — Documentation

Natural environment:

Vegetation

Throughout history, the Grimsby Beach area has been recognized as a site of natural beauty amongst the vegetation, the Lake Ontario shoreline and, approximately 10 kilometres to the South, the rocky cliffs of the Niagara escarpment.

Of particular note is the importance of trees in almost all the cognitive maps drawn by Grimsby Beach stakeholders (see Appendix A). In each case, the vegetation and trees in the area figure prominently in the minds of the individuals, highlighting the value of the natural surroundings in the community.

In October 2004, Bruce Kershner published the final report of a two part Old Growth Forest survey for which he was the principle investigator (Kershner, 2004). The goal of this research project was to discover and document Old Growth Forests in the Eastern half of the Niagara Peninsula, including sites in Grimsby Beach. Through this survey he documented the existence of several Old Growth Tree species within the Grimsby Beach Carolinian forest, including a centuries old Sugar Maple, White Oak, Red Oak and a Black Cherry tree. It is unclear how many of these trees still exist today in the Grimsby Beach neighbourhood.

In 2010, a 350 year old White Oak tree, one of a number of Old Growth Trees located in the Grand Avenue Tree Stand, was designated with an official plaque. The area was also fenced in to provide root protection for the collection of old trees. In June 2011 it was reported that the tree was toppled in a severe storm. What remains today is a pavilion and plaque marking the site of the “Grand Old Oak”, surrounded by a few of the remaining oldest trees.

Waterfront

Grimsby Beach is situated on approximately 190 metres of shoreline on Lake Ontario (measured from the pier as the west boundary, east to where Park Road North would end if the road were to be extended to the beach). The waterfront and gravel beach have played a significant role in the lives of the community throughout history; in the form of sustenance, transportation and recreation. Photographic evidence shows significant changes in the shoreline over time.



Grimsby Beach circa 1910 (Grimsby Historical Society)



Grimsby Beach, 1919 (Lincoln Public Library)



Grimsby Beach, date unknown (Dorothy Turcotte)



Grimsby Beach, 2017 (Sue Schramayr)

More recently, there have been reports of significant shoreline erosion in the Hamilton/Niagara corridor due to high water levels and storms (Van Dongen, 2017). Shoreline instability is also contributing to the loss of trees into the water as their root systems become destabilized and exposed.



Grimsby Beach, 2017 (Sue Schramayr)

Designations

The following Grimsby Beach properties are designated under Part IV of the *Ontario Heritage Act*:

1) Ford Cottage – 2 Third Street

Built in the 1870s at the height of Grimsby Park's Chautauqua era, this cottage may have been the home and portrait studio of photographer JH Ford. This private residence has been extensively preserved (Town of Grimsby, 2014b).

2) Ledingham Cottage – 252 Lake Street

In 1879, Ledingham Cottage was built by Reverend Gallagher and it has had several owners over the years. The cottage received its name from the Ledingham family who were the last to occupy it as a summer cottage. It is a fine example of the style of cottage built by Edward Bowslaugh, brother of John Bowslaugh (Town of Grimsby, 2014b).

3) Lakelawn – 376 Nelles Road North

Named for the grassy stretch between the house and the lake, this home was built in 1846 by John Adolphus Nelles, son of William Nelles. John's brother Peter Ball Nelles shared this property and built a home called Stone Shanty. It was razed when the Queen Elizabeth Highway was built.

Lake Lawn remained in the family until the death of John's great-granddaughter, Mary Burnham, in 1986. This house is still used as a residential home and has been extensively preserved (Town of Grimsby, 2014b).

In addition, there are two sites within Grimsby Beach recognizing historic significance through commemorative plaques:

Bell Park – In 2014, the Town of Grimsby passed a By-law to designate Bell Park at Fair Avenue as a feature of historical, architectural and/or contextual significance (Town of Grimsby, 2014a).

Auditorium Circle Cairn – In 1959, a memorial cairn was placed in Auditorium Circle to mark the spot where the great temple had stood. The inscription on the cairn says “The First Methodist Camp was held here in 1859” (Grimsby Historical Society, 2005).

Built Environment:

Aesthetics

The Grimsby Beach neighbourhood consists of houses representing a number of distinct architectural styles. For sketches of the cottages, see Appendix C.

Victoria-era Carpenter Gothic: characterized by board and batten siding and elaborately detailed wooden porches, railings, fretwork and trim.



Grimsby Beach cottage, 2016 (Natasha Dorey)

Post-WWII Bungalow: characterized by a horizontal emphasis, a solid and low form, and natural materials such as brick and wood in the facade (University of Waterloo, 2009:19).



Grimsby Beach bungalows, 2017 (Sue Schramayr)

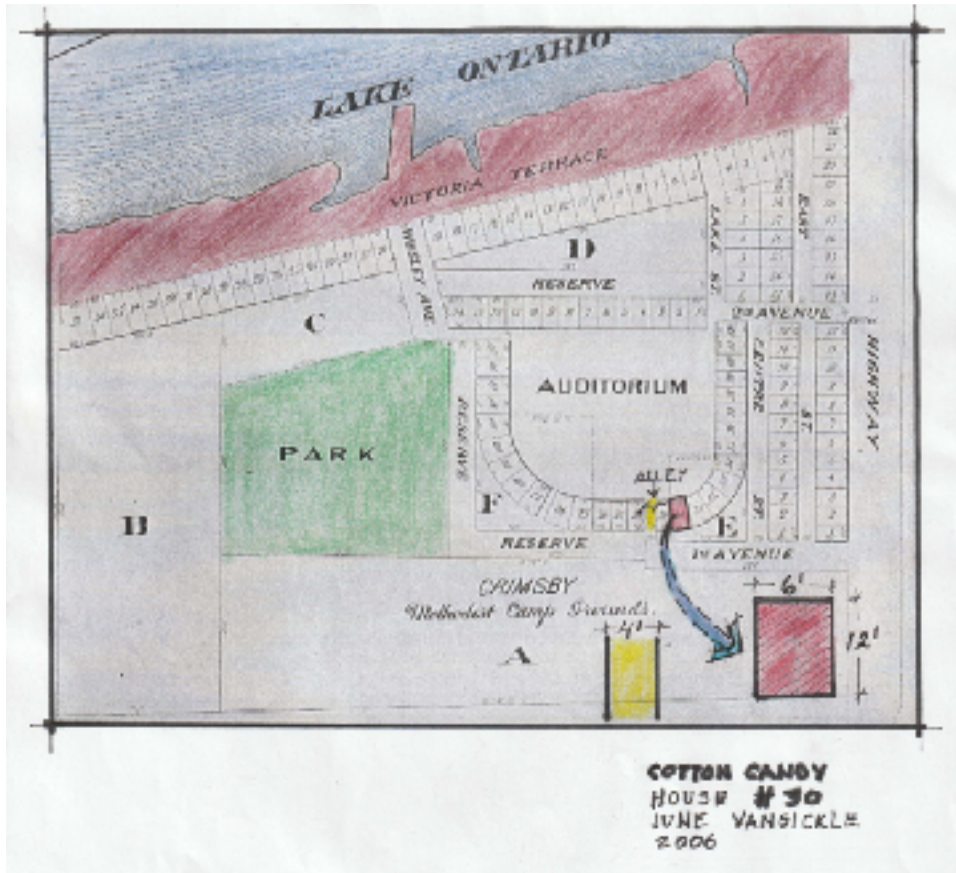
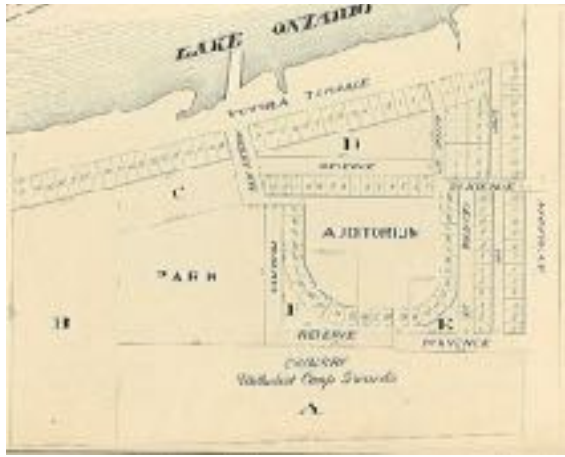
Contemporary Beachfront Properties: characterized by modern construction materials and aesthetics, and larger-sized structures



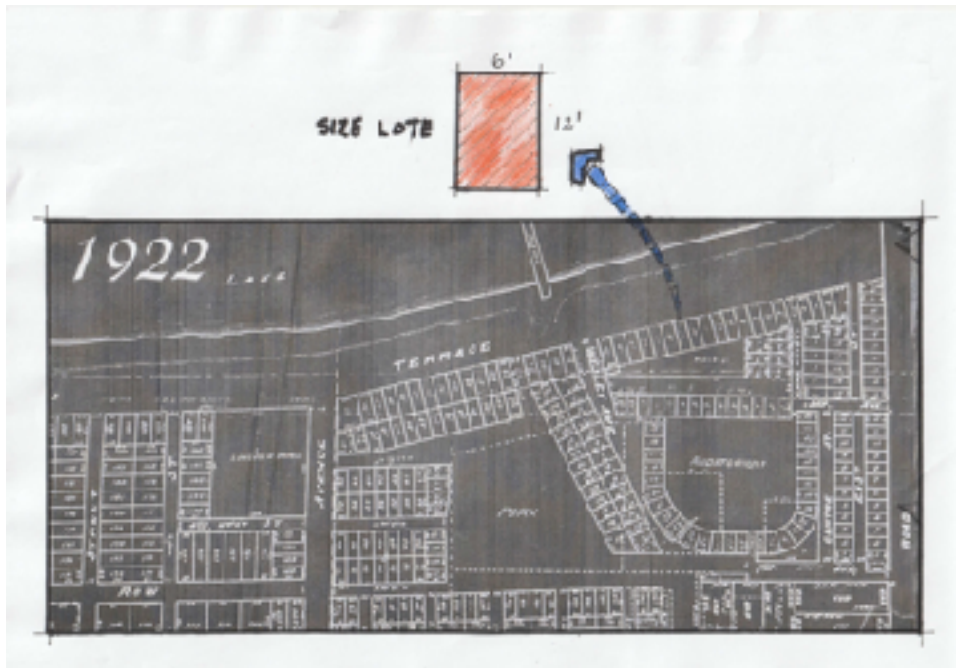
Grimsby Beach beachfront properties, 2016 (Chloe Richer)

Spatial patterns and scale

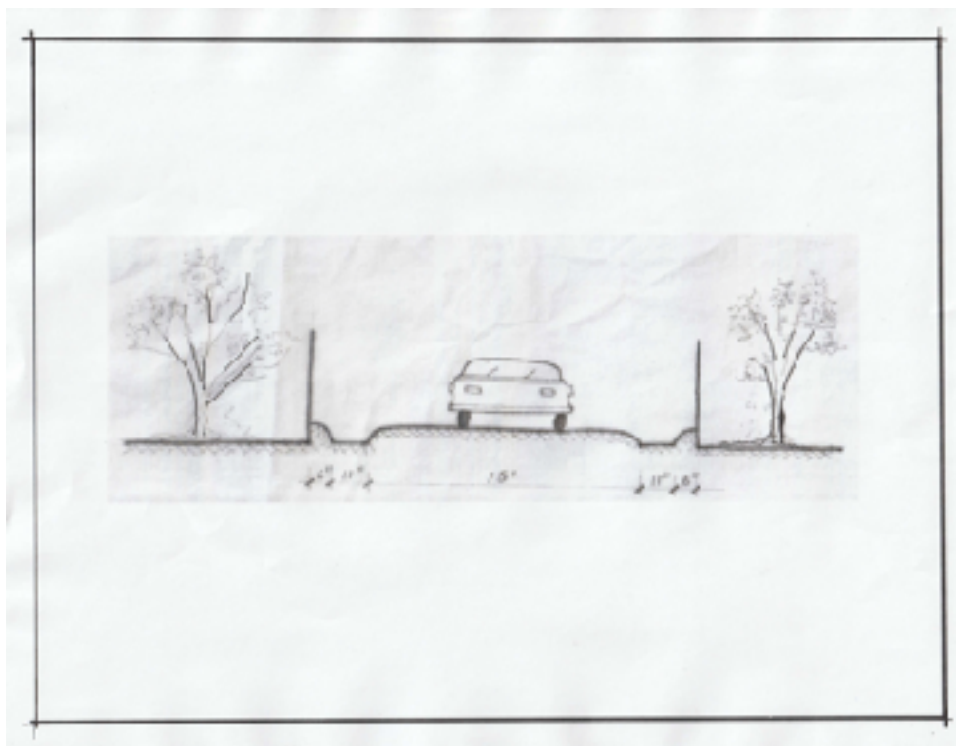
The historic Grimsby Beach area evolved from an organic tent park, used seasonally for Methodist temperance meetings. Over time, tent sites became formalized into official lots and the campground pathways were given names. The intimate scaling and spacial patterns of the neighbourhood still exist today. Many of the lots are the original dimensions as the historic tent sites, less than 1,000 square feet (Philips Planning and Engineering Limited, 1968:42), creating a very tightly spaced neighbourhood. Since the area was originally used as a park, the paths (that are now roads) are relatively narrow lanes that fit one car in circular, semi-functional routes around the small community.



Grimsby Beach Lot Sizes (measurements by Alma Cordova, 2017)



Grimsby Beach Lot Sizes (measurements by Alma Cordova, 2017)



Grimsby Beach Road Sketch (Alma Cordova, 2017)

6 — Assessment of Issues

This section identifies planning considerations arising from the Grimsby Beach statement of significance, including future needs, resources, opportunities, constraints and conditions. The issues to be resolved have been developed from resident surveys and face-to-face interviews, media reports and archival site documentation. Each issue or factor has an identified relationship to the site through its heritage value or character defining attribute(s).

Issue	Commentary
<i>Deterioration of greenspace and waterfront</i>	
Storms impacting vegetation	The statement of significance cites the natural value of the Grimsby Beach area associated with old growth trees, green spaces and historically recognized parks. Preserving certain aspects of nature is critical to maintaining the character-defining attributes of the site.
Beach erosion	The statement of significance also cites the natural value of the Grimsby Beach area associated with the Lake Ontario shoreline. Capital will be required for implementation; technology may need to be used to ensure integrity of the beach is conserved.
Community appreciation of green space	A majority of residents surveyed identified natural features, such as Lake Ontario, Bell Park and mature trees, as some of their favourite aspects of Grimsby Beach. The green space contributes to the unique spirit and feeling of the area, thus preserving these natural elements is critical.
<i>Threat of development</i>	
Growing interest in waterfront properties	The pressure of condo development surrounding and potentially into the Grimsby Beach area threatens the aesthetic value of the neighbourhood.
Neighbourhood plan, layout and scale	The statement of significance cites the social value of the Grimsby Beach area associated with the strong sense of community, partly arising from the neighbourhood's historic spatial configuration. Preserving the intimately scaled streets, building lots and cottages is critical to maintaining the character-defining elements of the site.
Rising housing prices and gentrification	With historically lower housing prices, Grimsby Beach has been settled by individuals and families seeking an affordable place to own a home. The demographic makeup of the neighbourhood will likely be altered with climbing housing prices, resulting in a shift in social character and culture that has given rise to this close-knit community.
<i>Impact of tourists</i>	

Lack of facilities and infrastructure	A lack of facilities and infrastructure (such as waste receptacles and washrooms) can result in waste left on the beach by visitors, which is cleaned by residents rather than the Town of Grimsby. Parking has also been identified as an issue, with visitors leaving their cars in undesignated locations.
Potential for visitor encroachment	Although it has not currently been identified as a major issue, due to the heightened awareness of Grimsby Beach as a destination, there is the potential for visitors to infringe on the privacy of residents.

7 — Policies and Recommended Approach

The main goal of the following recommendations is to retain the cultural significance of Grimsby Beach in consideration of the various issues discussed in the previous section of this report.

7.1 — Policies for retaining natural values

- Conduct a Tree Inventory and Neighbourhood Tree Plan
 - Through interviews and surveys, it is clear that many residents of Grimsby Beach place a high value on the trees in their neighbourhood. As many were affected by recent storms, first conducting an inventory of trees and then developing a Neighbourhood Tree Plan would outline strategies to improve existing trees, expand the tree canopy and connect neighbours with each other and with related resources.
- Use technology to prevent further beach erosion
 - Niagara Peninsula Conservation Authority (NPCA) has commissioned a Lake Ontario Shoreline Management Plan, which outlines protection works standards to reduce erosion hazards as well as flooding. The Plan identifies armour stone revetment as the recommended protection structure (Baird, 2009). The Town of Grimsby, in consultation with the NPCA, should investigate this and other options further to determine what would be appropriate for Grimsby Beach.

7.2 — Policies for retaining social values

- Create a Grimsby Beach Advisory Committee composed of residents that can advise the Planning Department
 - Since the Methodist Camp days, Grimsby Beach has always been distinct from the broader Town of Grimsby area. An Advisory Committee can discuss issues of local significance, such as heritage, tourism, recreation and development.
- Develop a Tourism Management Plan
 - Increase signage for interpretation and wayfinding around and within Grimsby Beach.
 - 53% of residents surveyed noted that tourism has a positive impact on the community and 33% noted it does not have an impact. However, several residents expressed concern about the high number of visitors in the high season and related concerns about parking and traffic, lack of facilities and the need for maintenance of the beach by the Town. These issues should be addressed in the Plan.
- Create a community communications hub
 - The community has identified the need for a communications hub at Bell Park, an intuitive meeting location. It could simply be a board to post messages on, or could incorporate a design that reflects the history and aesthetics of Grimsby Beach, including the Chautauqua era.



7.3 — Policies for retaining aesthetic values

- Support the community’s self-identification and designation of Grimsby Beach as a Cultural Heritage Landscape as per the 2014 *Provincial Policy Statement*
 - As residents indicated in surveys and interviews that they highly value freedom and creativity when it comes to the aesthetics of their cottages and related decision making, prescriptive policies such as a Heritage Conservation District and/or Secondary Plan would not be appropriate. Maintaining the existing zoning bylaw category of Grimsby Beach will be sufficient.
 - The boundaries of the Cultural Heritage Landscape may be from Lake Ontario to Lake St., and from Betts Avenue to Park Road. See Appendix D for a map of the proposed boundaries. We are basing this recommendation on surveys as well as mental maps collected from local residents.
 - In addition, we suggest having a buffer zone around the protected area to help regulate future development, as there may be a demand for increased height near the waterfront. This is a strategy used for some World Heritage Sites. We recommend that the buffer zone limit the height of new buildings to three or four stories.
- Preserve the spatial organization of Grimsby Beach
 - For example, prevent the assembly of lots and retain existing street patterns.
 - The existing spatial organization may limit who would purchase a cottage in the area due to the small lot sizes. Although some “gentle gentrification” has taken place (Grimsby Beach Focus Group, personal communication, March 4, 2017), the real estate market in Grimsby Beach will likely remain very different than other waterfront markets in the Greater Toronto and Hamilton Area.
 - New construction in and around Grimsby Beach shall be compatible with, sympathetic to and have regard for the height, massing and setbacks of the established streetscape.

Conservation Approach: Preservation

Three common approaches to the conservation of heritage and culturally significant sites are preservation (maintaining a site as is), restoration (to a specific time period), or rehabilitation (consideration of the future and adapting to new uses). Of the three options, it is recommended to use a preservation approach in maintaining the authenticity of Grimsby Beach.

Authenticity does not only refer to tangible, built heritage such as materials and buildings; “it means also the authenticity of use and function, of traditions, of spirit and feeling” (UNESCO, 2016). It is the spirit and feeling of Grimsby Beach which is most important to preserve, as resident interviews and surveys showed the high value placed on factors such as creativity and community.

References

- Allan, John. (2015). *Grimbsy Beach Then and Now* (CD). Provided by John Allan.
- Australia ICOMOS. (2013). *The Burra Charter: the Australia ICOMOS Charter for Places of Cultural Significance*. Retrieved from <http://australia.icomos.org/wp-content/uploads/The-Burra-Charter-2013-Adopted-31.10.2013.pdf>.
- Baird, W.F. & Associates Coastal Engineers Ltd. (2009). *Lake Ontario Shoreline Management Plan Update*. Retrieved from <https://npca.ca/sites/default/files/NPCALOntSMP-UpdateReport.pdf>.
- City of Hamilton. (2016, June 20). *Secondary Plans*. Retrieved from <https://www.hamilton.ca/city-planning/planning-community/secondary-plans>
- The Friends of Grimsby Beach. (n.d.). *A Brief History of Grimsby Park: The Chautauqua of Canada*.
- Good, E. R. (1998). "Colonizing a People: Mennonite Settlement in Waterloo Township." From *Earth, Water, Air and Fire: Studies in Canadian Ethnohistory*. Waterloo, Ont. : Wilfrid Laurier University Press.
- Google Maps. (2016). *Grimbsy Beach*. Retrieved from <https://goo.gl/maps/dN54KA2n5gH2>.
- Government of Ontario. (2009). *Ontario Heritage Act, R.S.O. 1990, c. O.18*. Retrieved from <https://www.ontario.ca/laws/statute/90o18>.
- Government of Ontario. (2014). *Provincial Policy Statement, 2014*. Retrieved from <http://www.mah.gov.on.ca/AssetFactory.aspx?did=10463>.
- Grimsby Historical Society. (2005). *Historic Walking Tour of Grimsby Park*. Grimsby, ON.
- Kalman, H. (1979). *The Sensible Rehabilitation of Older Homes*. Canada Mortgage and Housing Corporation: Ottawa, ON.
- Kalman, H. (2014). *Heritage Planning: Principles and Process*. Routledge: New York, NY.
- Kershner, B. (2004). *Old Growth Forest Survey of Eastern Niagara Peninsula: Phase 2 Final Report*.
- Philips Planning and Engineering Limited. (1968). *Grimbsy Beach Urban Renewal Scheme*.
- Town of Grimsby. (2012). *Town of Grimsby Official Plan*. Retrieved from http://www.grimbsy.ca/docfiles?task=doc_download&gid=1072.
- Town of Grimsby. (2014a). *By-law No. 14-28*. Grimsby, ON.
- Town of Grimsby. (2014b). *Index - Registry of Properties Designated Under Part IV of the Ontario Heritage Act*. Grimsby, ON.
- Town of Grimsby. (2016). *By-law No. 14-45: Town of Grimsby Zoning By-law*. Retrieved from <http://www.grimbsy.ca/docfiles/planning-documents/2267-consolidated-zoning-by-law-january-2016>.

Turcotte, Dorothy. (1995). *People and Places from Grimsby's Past*.

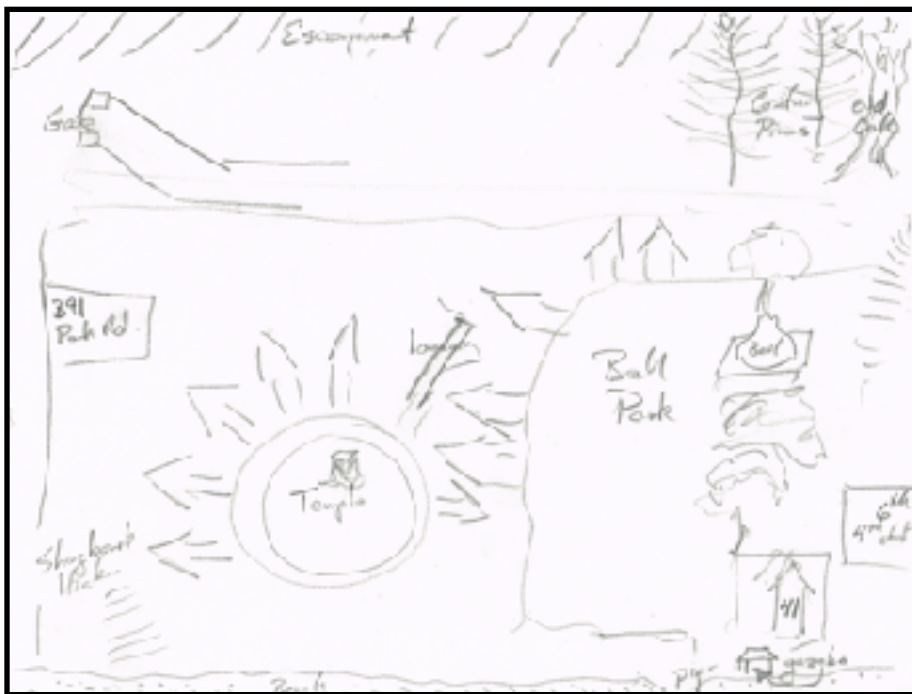
UNESCO. (2016). Mission Report: Venice and its Lagoon, 13-18 October, 2015. Retrieved from <http://whc.unesco.org/document/142101>.

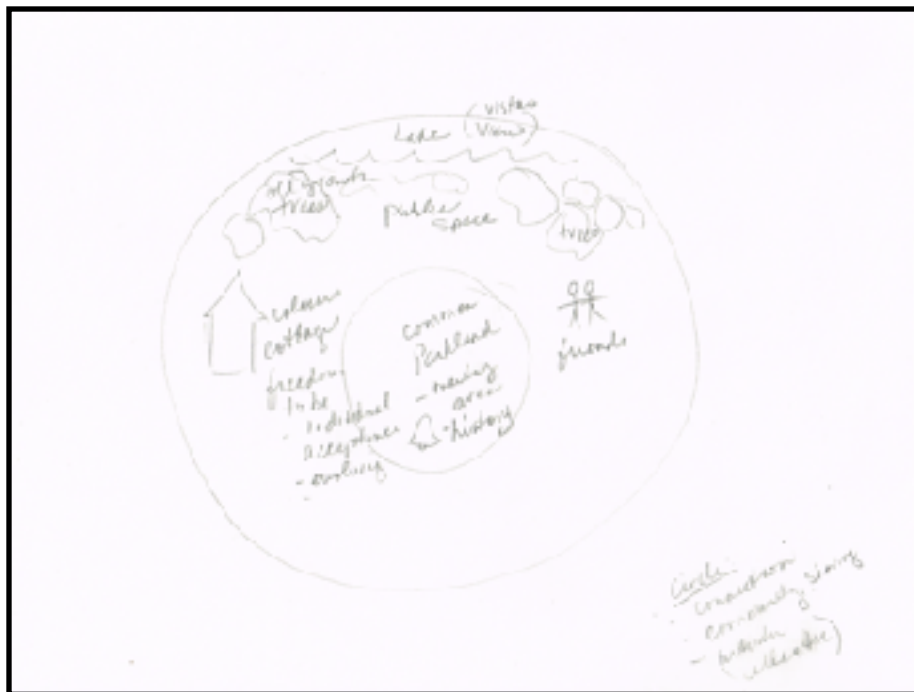
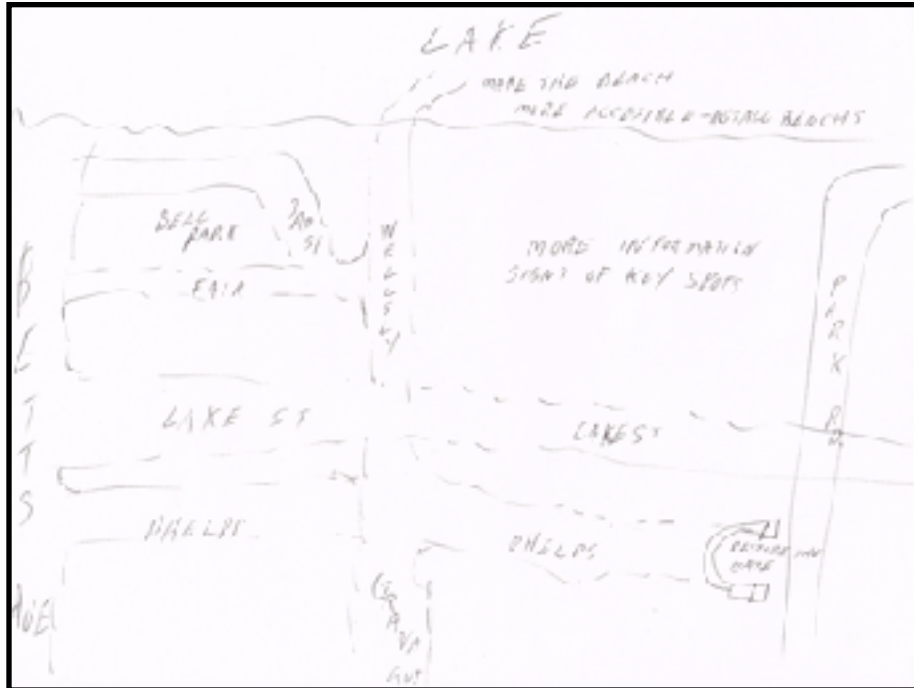
University of Waterloo. (2009). *Ontario Architecture Style Guide*. Retrieved from https://uwaterloo.ca/heritage-resources-centre/sites/ca.heritage-resources-centre/files/uploads/files/heritage_resources_centre_architectural_styles_guide_reduced.pdf.

Van Dongen, Matthew. (2017). "Fast-rising lake eating away at Hamilton shoreline." In *The Hamilton Spectator*. Retrieved from <https://www.thespec.com/news-story/7294227-fast-rising-lake-eating-away-at-hamilton-shoreline/>.

Appendices

Appendix A: Cognitive Maps





Appendix B: Survey Questions

1. Do you live in the Grimsby Beach neighbourhood?
 - Yes
 - No
 - Previously
2. Where did you live prior to Grimsby Beach?
3. How many people do you know in the community?
 - Most
 - Some
 - Few
 - None
4. How often do you participate in activities in this neighbourhood?
 - Daily
 - Weekly
 - Monthly
 - Yearly
 - I don't participate
5. If you do not participate in activities in this neighborhood, why not?
6. What are three words you would use to describe this neighborhood?
7. What do you consider to be the geographic boundaries of Grimsby Beach?
8. What are your favourite things about Grimsby Beach?
9. How strong is the sense of community in this neighbourhood?
 - 1 (Weak)
 - 2
 - 3
 - 4
 - 5 (Strong)
10. What do you feel are the issues of this neighborhood?
11. What are your thoughts on the "Painted Ladies" cottages?
12. What elements of Grimsby Beach would you like to see protected and how?
13. Does tourism have an impact on the neighbourhood?
 - Positive
 - Negative
 - None
14. If yes, how does tourism impact Grimsby Beach?

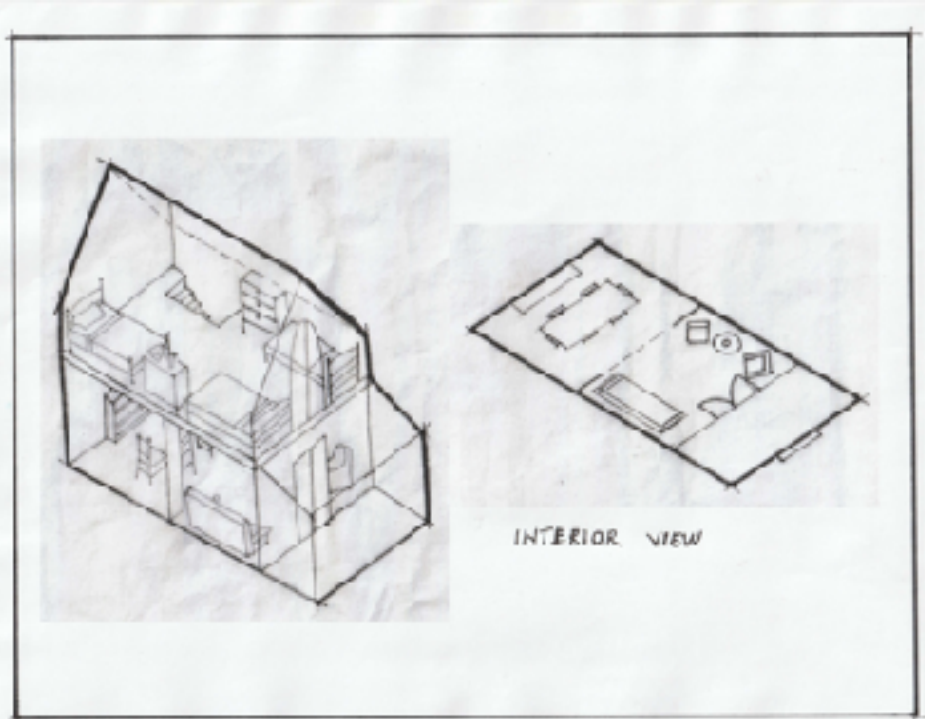
15. What is your vision for the future of Grimsby Beach?

16. Do you have any other comments?

Appendix C: Architectural Sketches

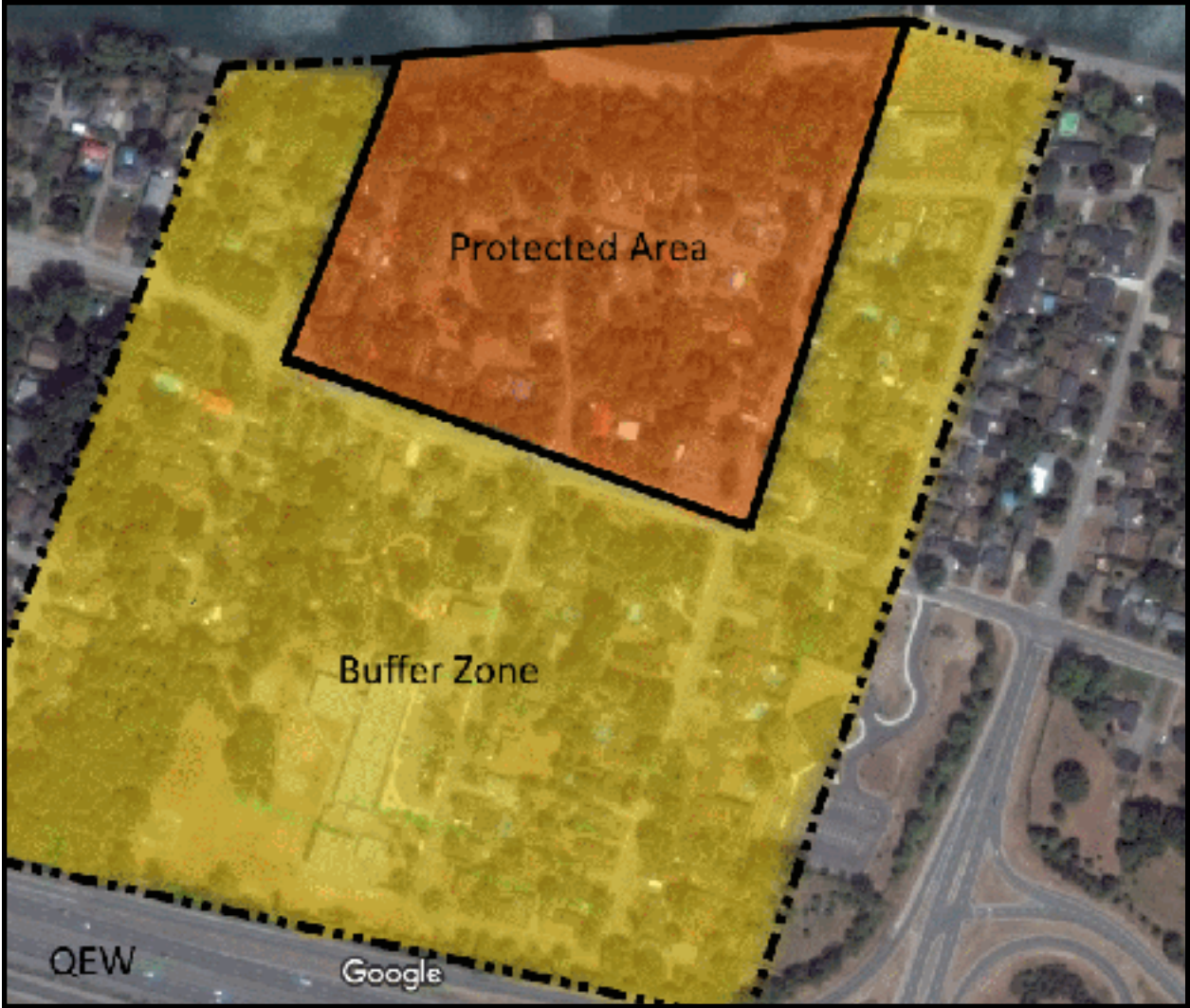


Grimsby Beach Cottage — Exterior (Alma Cordova, 2017)



Grimsby Beach Cottage — Interior (Alma Cordova, 2017)

Appendix D: Buffers of Grimsby Beach CHL



Grimsby Beach, 2016 (Google Maps)