

What Conservation Can Do For
Community: Maximizing the
Contributions of Adaptive Reuse
Interventions
to Community Development

by

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AUTHOR'S DECLARATION

“I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners. I understand that my thesis may be made electronically available to the public.”

- Amy Calder

Abstract

Small population centres across southern Ontario are in a period of transition motivated by macro-level environmental, political, economic and socio-cultural trends. These trends strain municipal resources, services and infrastructure, and can result in disproportionate population change, poor youth retention, decreasing local services and higher costs of living (Duxbury, & Campbell, 2011). Given these pressures, municipalities are using community development (CD) to improve their economic, social and cultural conditions. Some are conserving and reusing their built resources to achieve sustainable CD that supports environmental, economic, social and cultural outcomes.

The primary study objective is to create a model for maximizing the contributions of an adaptive reuse intervention (ARI) to CD that can be used by small population centres with historic physical assets. A mixed method research design is used, which involves concurrent collection of qualitative and quantitative data from questionnaires, secondary sources and observation. The study includes five case studies of former public sector building reuse in geographically distinct locations across southern Ontario. Each case is analyzed using a summative evaluation process, which includes description of ARI outputs and outcomes, illumination of factors that program outputs and outcomes can be plausibly attributed to, and determination of the impacts of identified factors beyond target objectives. ARI outputs and economic, social and cultural outcomes are evaluated against ARI objectives, and against city-wide CD objectives. A collective case study method is employed to highlight variations in ARI inputs, outputs and outcomes, and to illuminate factors that may influence an ARI's contributions towards CD.

Study results are synthesized to create a logic model that highlights resources and activities that may maximize the contributions of ARIs. The model visualizes relationships between ARI inputs, activities, outputs and outcomes, and acknowledges underlying assumptions and external influencing factors. The importance of human resources are evident within ARI inputs, activities, outputs and outcomes, which underscores the theoretical position that partnerships between stakeholders are essential for cultural heritage resource conservation projects (Macdonald, 2011). External factors are contextual and structural in nature and related to the characteristics of the municipality and adapted building. By providing a model of best practice this study contributes to discussions about processes that can foster sustainable CD in small population centres.

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Dedication

This research is dedicated to my family, both present and recently passed. Your kindness, patience, generosity, and honesty supported me (and maintained my sanity) while I undertook this thesis.

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Chapter 1

Introduction

1.1 Research Problem, Purpose Statement & Justification

Small population centres across Ontario are in a period of transition motivated by environmental, political, economic and socio-cultural factors, and resulting in disproportionate population change, poor youth retention, decreasing local services and higher costs of living (Duxbury, & Campbell, 2011). The industries that constituted the economic base of many small communities have experienced changes due to globalization, outsourcing and a shift towards a 'knowledge economy' (Madden & Shipley, 2012), which are further compounded by increasing environmental damage, resource scarcity and climate change. Given these pressures, communities are seeking ways to become more sustainable by revitalizing and diversifying their economic, social and cultural landscapes, and community development practices are being utilized to reach these ends.

The purpose of this study is to explore the utility of heritage conservation and adaptive reuse interventions (ARIs) for improving the conditions of small population centres. The study contributes to discussions about processes that can generate sustainable community development (CD); a selection of interventions are evaluated to assess the contributions ARIs can make to city-wide CD objectives, in terms of environmental, economic, social and cultural outcomes. A mixed method concurrent nested research design is used, which entails deriving qualitative and quantitative data from questionnaires, secondary data and observation. Case studies of five examples of former public sector building reuse in geographically distinct case study location across southern Ontario are conducted. Each case study follows a summative evaluation process, which includes description of ARI outputs, outcomes, and city-wide CD objectives, assessment of whether or not ARI outputs and outcomes can be attributed to ARI inputs, and exploration of the impacts of external factors. Each ARI's outputs and outcomes are evaluated against ARI objectives, and against city-wide CD objectives. A collective case study method is employed to highlight variations in ARIs, and additional factors that may influence an ARI's contributions towards CD. By comparing five geographically distinct case municipalities, and a former public sector building in each, this study can provide locally-based empirical examples from which other communities in Ontario can draw inferences about how to successfully implement their own ARI. The end goal of this research is to provide a model of successful ARIs that can be used by small population centres with underutilized physical assets in their communities.

There are several justifications for this research due to macro-level environmental, political, economic and socio-cultural trends. In light of these challenges, the research agendas of government ministries are tasked with promoting growth and opportunities for rural Ontario. The Ontario Ministry of Agriculture & Food (OMAF) and Ministry of Rural Affairs (MRA) generally focus on the agri-food and agri-product sectors, and opportunities for economic growth (OMAFRA, 2013). Although these areas of research are integral to improving the quality of life for residents in rural and small urban areas, several other types of assets exist in communities that can be utilized to support sustainable community development. This study, therefore, departs from the typical focus of revitalization efforts, as seen through the research agendas of government ministries, and instead focuses on the need for locally-based solutions that include consideration of social and cultural amenities, as discussed in the literature.

Rural Issues Policy Statements from the Federation of Canadian Municipalities have drawn attention to the need for CD and capacity building to strengthen human, social and physical capital, and enable communities to engage in location specific asset-based development (FCM, 2012). Social and cultural infrastructure such as libraries and community centres were also called for to improve quality of life and provide opportunities for social interaction (FCM, 2012; Reimer, 2009). The most recent policy statement reiterates this message, adding that diversifying rural economies can mitigate eventual complications from maintaining “a boom-and-bust local economy” that relies on single industries and natural resources (FCM, 2013). Added stability, and social and cultural infrastructure, can improve the quality of life in communities and make them more attractive not only to visitors, but to potential residents and investors.

1.2 Objectives & Questions

The overall objective of this study is to evaluate the relationship between ARIs and city-wide CD. At study completion, the following objectives are achieved: (1) To describe ARIs in five communities; (2) To describe CD in five communities; (3) To outline ARI contributions to CD; (4) To explain variations in ARI outputs and outcomes; and (5) To create a model for maximizing the contributions of ARIs to CD. The main research question for this study is as follows: “How can an adaptive reuse intervention (ARI) be undertaken to maximize its contributions to community development (CD)?” Each objective is broken down into questions to be answered through this study, and a variety of measures have been included to do just that (see Appendix A for this study’s Research Design). The questions are the following:

Objective 1

- What objectives did each community have for its ARI?
- Who initiated and funded reuse, and who currently owns each adapted historic public building?

- How have five communities in southern Ontario adapted historic public buildings for reuse, and which uses (e.g. tenant types, activities and events) and users (e.g. industries, businesses, individuals) utilize the space?

Objective 2

- What objectives does each case have for community development?
- What are the incidence of references towards ‘heritage’ and related terminology, and references towards the four pillars of CD in city-wide CD objectives?

Objective 3

- Do ARI outputs and outcomes include contributions towards city-wide CD, in terms of economic, social, environmental and cultural outcomes?

Objective 4

- Is there a relationship between ARI inputs, outputs and outcomes, the characteristics of the community and its development strategy, and the venue of an ARI?

Objective 5

- Based on the experiences of five communities, can a conceptual model be developed to guide communities in maximizing the positive outcomes of ARIs?

1.3 Thesis Structure

The thesis has been organized into six chapters. The research is introduced in Chapter One; this introduction identifies the issue at the core of this study, as well as the purpose of and justification for performing the research. The main research question, study objectives and accompanying research sub-questions are introduced as well. Chapter Two reviews the literature concerning this research. The chapter is organized in topic areas that describe macro-level trends and their impacts on small population centres, and the utility of CD processes, including adaptive reuse, for encouraging quality of life and community sustainability. Having just explored the literature related to this topic, Chapter Three addresses the who, what, where, when and why of this study. The chapter begins by describing the study area decision-making process, and the pre-existing archived research data that the research is based on. Chapter three then defines the case study method and describes study research design, including the criteria, indicators and measures underpinning the research, and the complementary nature of the data collection and sampling methods utilized. In closing, Chapter Three describes how analysis was undertaken and quality was ensured. Chapter Four presents study findings in details, and is accompanied by matrices and charts to aid comprehension. The chapter is divided into five sections, one for each case study; each case is divided into two sub-sections that address study Objectives 1 and 2. Upon presenting the findings, Chapter Five, the analysis and discussion chapter, uses an analytical tool called cross-case synthesis to address study Objectives 3 and 4. Each case is analyzed individually to explore whether or not ARI

outputs and outcomes meet ARI objectives, and whether ARI outputs and outcomes contribute towards city-wide CD objectives. Analysis reveals similarities and differences between each case, which may explain variations in ARI outputs and outcomes and illuminate influencing factors. Patterns that emerge inform the creation of a model that small population centres with underutilized physical assets can use when implementing ARIs in the future. In summary, Chapter Six addresses study Objective 5, and presents a model for how to maximize the contributions of ARIs towards city-wide CD. This chapter also provides recommendations for future research, and offers concluding statements and thoughts about study implications.

Chapter 2

Literature Review

This chapter begins by reviewing the literature that discusses macro-level trends impacting small population centres. Environmental, political, economic, and socio-cultural trends such as climate extremes and variability, market-focused policy and globalization, demographic transition, and increases in socio-cultural diversity are discussed. This review then describes localized impacts of the aforementioned trends, as they are experienced by small population centres. These impacts include increased environmental vulnerability, restructuring of local industries and loss of employment opportunities, and changes in demographic population profiles and population concentrations that can lead to changes in labour forces and an increase in socio-cultural diversity. At the local level, impacts strain the resources, services and infrastructure of small population centres, and challenge their capacity to support community sustainability. In light of these challenges, the chapter reviews literature that discusses how small population centres can mitigate the impacts of current trends and support quality of life and well-being. The concept of sustainable CD is explored in detail, as an effective tool for use at the municipal level. The chapter concludes by discussing heritage conservation activities, including adaptive reuse, as a CD process that small population centres can use to improve their environmental, economic, social and cultural conditions.

2.1 Macro-level Trends

Municipalities across Canada are under pressure from macro-level trends; KPMG International and the Mowat Centre for Policy Innovation (2014) identified key global trends impacting governments worldwide in their publication *Future State 2030: the Global Megatrends Shaping Governments*. These macro-level, or megatrends as they are referred to in *Future State*, are environmental, political, economic, and socio-cultural in nature. Global megatrends include climate change, globalization, economic restructuring, demographic population changes, and urbanization. The section discusses these macro-level trends in detail, and describes how they materialize in the Canadian context.

Environmental Conditions around the world are changing due to the impacts of climate change. This phenomenon is defined as "a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods (UNFCCC, 1992)." Human activities such as fossil fuel use, land use change and agriculture contribute directly and indirectly to increased atmospheric concentrations of carbon dioxide, methane and nitrous oxide (Working Group I, 2007), also known as greenhouse gases.

GHG emission contribution levels are typically dominated by the energy supply, agriculture, forestry and other land-use (AFOLU) and industry sectors (IPCC, 2014). Emission contribution figures show that the industry and building sectors are among the largest contributors; in 2010, direct and indirect contributions totaled 31 percent and 19 percent, respectively (ibid). Observed increases in GHG concentrations will have pervasive impacts, such as global warming. Average temperatures are predicted to rise at a rate of about 0.2 degrees Celsius each decade (IPCC AR4 WGI, 2007), and will result in impacts such as an increased frequency of extreme-weather events such as heat waves, droughts, and heavy rainfall (IPCC AR4 WG2, 2007). Climate trends present challenges to the resiliency of our ecological environment, and the human systems and physical infrastructure built within it.

Several countries are also undergoing political changes; the economic decline of the 1980s marked a turning point in political ideology toward the pursuit of economic growth (Norrie et al, 2008). This change has been coined ‘neoliberalism’; it prioritizes individual, rather than collective, approaches to economic and social issues. The focus on individual approaches translates into an emphasis on market-oriented policies and systems (McBride, 2001) over politics, and therefore a reduction of the states’ scope and an increased reliance on market mechanisms (ibid.). To realize neoliberalism, the state withdraws from national economic management (McBride, 2001) and direct social welfare provision. In its place, privatization—the transfer of public resources and services to private entities—entrepreneurship and deregulation are encouraged (Harvey, 2005; Peck & Tickell, 2002). Capital is freed from national constraints to facilitate the market through actions such as trade liberalization agreements.

The federal government of Canada engages in national economic management and social welfare provision through fiscal federalism. This redistributive structure includes transfer programs that provide funding to equalize provincial economies and to support provincial capacity to support social programs (Mendelsohn, 2012) in policy areas such as health care, post-secondary education, social assistance and social services, early childhood development and child care (DF, 2013). The Federal Government also provides monetary grants or contributions, subject to eligibility and entitlement criteria or performance conditions (Office of the Auditor General, 2012). Transfer programs are progressively covering less of total project expenditures than they did in the past (Wood, 2013). The Government of Canada has also largely removed itself from a research, coordinating and information facilitation role within social assistance and service provision (Wood, 2013). The federal government has devolved responsibilities for service provision to provincial and municipal governments over the last decade (EACCC, 2006) without an increase in autonomy or adequate funding for the devolved functions (Workman, 1996; McBride & Shields, 1993, 1997).

Shifts in political ideology have, in part, driven the emergence of globalization, which refers to the openness of the world economy (Houghton & Sheehan, 2000). Globalization involves the convergence of state policies, and is driven by concepts of “competition, imitation, diffusion of best practice, trade and capital mobility (Berger, 1996, pp. 1)” inherent in neoliberalism. Diffusion or transmission of ideas is important for the success of globalization. Recent advancements in information and communications technology (ICT) in the 20th century have assisted the globalization process (Harvey, 1989). Houghton and Sheehan (2000) characterize the ICT1 revolution by its “ability to manipulate, store and transmit large quantities of information at a very low cost (pp. 2).” Globalization benefits from the interconnectivity that ICT provides, and also facilitates connectivity and migration through ‘network factors.’ These factors include the flow of information, improved communication, and more accessible transportation in both financial and physical terms (The Levin Institute, 2014).

In combination with neoliberal ideologies and policies, and ICT improvements, globalization has instigated economic change (Statistics Canada, 2008) worldwide. Politically-driven changes such as increased market competition and trade liberalization agreements have motivated corporations to re-locate facilities to areas with lower production costs and less government regulation. Improvements in connectivity have also enabled corporations to base their operations within multiple markets, and have motivated industrial combinations and international commercial groupings. Globalized markets and improved connectivity provide new economic opportunities for Canada, but have also altered the structure of its economy. Canada has always been a global nation (McBride, 2001); the country’s foundation is rooted in a dependency on exports and international markets. The primary industrial² sector began with the fur and fishing trades (Library and Archives Canada, 2004), and has grown to include other industries such as agriculture, mining, and forestry. Canada’s landscape is dotted with industrial development and manufacturing facilities that process raw materials to produce secondary goods such as wood products, paper and allied products, primary metals and non-metallic minerals, petroleum and coal (Voyer, 2013).

To date, primary manufacturing has maintained its position as Canada’s major source of productivity³ growth (Brown & Ghosh, 2014; Baldwin & Macdonald, 2009). This may be due to Federal government support for the continued expansion of industrial development and manufacturing activities through enacting protectionist policies such as high import tariffs. Trade liberalization throughout the 1990s and 2000s eliminated the option of utilizing protectionist policies to protect Canadian manufacturers and

¹ Statistics Canada (2012a) defines the ICT sector as representing a blend of service- and goods-related industries including portions of manufacturing, wholesale trade, information and cultural industries, professional, scientific and technical services, and repair and maintenance.

² Primary industries are defined as sectors involving activities that include the exploitation and initial processing of natural resources (Voyer, 2013).

³ The term productivity refers to the effectiveness of productive effort as demonstrated by the rate of output per unit of input (Oxford Dictionaries, 2014).

stimulate the economy. Despite past government interventions, changes in resource demands, trade policies and immigration instigated the creation of a cyclical economic pattern of business cycles—periods of recession⁴ or depression and growth—that characterize Canada’s market-based economy (Cross & Bergevin, 2012). Recessionary periods are characterized by economic changes such as declines in production and industrial restructuring, and can result in declines in employment and loss of opportunity, such as decreased wages, closures and unemployment (Brown, 2014). Since the most recent recession in 2008, economic growth has been concentrated in petroleum-related manufacturing, as well as service-related sectors such as real estate and income trust. Consumer spending has emerged as an important keystone of Canada’s economic strategy, as a result of the emphasis on services producing industries.⁵ Between 1991 and 2005 employment in service producing industries in Canada increased by twenty five per cent whereas goods producing industries only saw a 13 percent increase (Vincent & McKeown, 2008). By 2008, the service industry represented 74 percent of employment and about 70 percent of GDP (Vincent & McKeown, 2008). Globalization and ICT advancements have also driven the emergence of a new economic structure coined the ‘Knowledge Economy’ (Machlup, 1962), where knowledge is the key resource. The use of knowledge itself is not new, but the increased intensity of knowledge within economic activities and the globalized nature of economic affairs differentiates this knowledge-based revolution from others in the past (Houghton & Sheehan, 2000).

Macro-level pressures exerted by environmental changes, neoliberal policies, and globalization have also resulted in socio-cultural changes amongst populations. The population and demographic composition of societies, and settlement patterns reflect these changes. Life expectancy, both at birth and end of life, is increasing; by 2030, the number of people over 65 will double to 1 billion globally (NIA.NIH, 2007). In combination with falling birth rates, this projection will result in an increase in the proportion of elderly citizens worldwide, and an increasing demand for social services and a decreasing supply of labour in the market (KPMG, 2014). This global phenomenon has been coined the Second Demographic Transition (SDT). The SDT explains that demographic changes—a combination of aging populations and low birth rates— are motivated by improvements in mortality, declining fertility rates below natural replacement levels, and redefinition of the family model (Van der Kaa, 2002). Van der Kaa (2002) contends that all advanced industrial societies eventually experience this demographic transition, and evolve to become countries of immigration. In 2001, immigration overtook natural population increase as the major source of growth (FCM, 2006) in Canada. By 2020, immigration is projected to

⁴ “Recession” is defined as a process of deterioration where cumulative economic decline is spurred on by other events (Cross & Bergevin, 2012)

⁵ Statistics Canada (2012a) defines services producing as a diverse group of industries (see Appendix B) including, but not limited to: transportation and warehousing, information and cultural industries, professional, scientific and technical services, educational services, health care and social assistance, arts, entertainment and recreation, and accommodation and food services.

become close to the only source of population and labour force growth (ibid). Increased flows of people from countries around the world influence the social and ethnic diversity of recipient countries.

Canada's current population is experiencing movement within its borders as well, but migration is motivated by other factors. Some of the migration occurring is lateral; between similar-sized communities (Mitchell, 2004). Increasingly people are migrating towards urban areas (Savoie, 2008), in a process referred to as urbanization. The urban population surpassed that of rural areas between 1921 and 1931, and today more than 80 percent of Canadians live in urban areas (Statistics Canada, 2006). Urbanization is motivated by several factors: the pursuit of global markets and mechanization of production (Reimer, 2009), changes in industrial sectors and agglomerations around urban centres (Alasia, 2010), immigrant relocation to areas with ethnically diverse communities (Bollman et al, 2007), and employment opportunities (Savoie, 2008). Urbanization entails a change in settlements patterns, where migrants centralize in urban locations, which results in the reduction of population concentrations within smaller towns, cities and villages. Settlement patterns are not static though; at the same time a migratory process referred to as counterurbanization is also occurring. Counterurbanization is a migration movement, which results in changes in settlement patterns where populations shift from being centralized in urban areas to being decentralized across counterurban areas (Mitchell, 2004). Mitchell (2004) describes three types of counterurbanites, each whose residential relocation decisions are motivated by different factors. Migrants referred to as ex-urbanites aim to maintain their work arrangements in urban settings while relocating to rural settings to increase their access to environmental amenities, for instance, and so they often chose to live in areas within commuting distance to larger urban centres. Other counterurbanites, referred to as anti-urbanites, choose relocation due to a personal desire to live in areas that are perceived to lack the negative qualities of urban environments (Mitchell, 2004), such as pollution and crime. The residential relocation decisions of some individuals, referred to as displaced urbanites (Mitchell, 2004), are motivated by needs, rather than desires. Displaced urbanites seek to improve their current conditions by reducing their cost of living, and accessing inexpensive housing and employment opportunities.

While urbanization is often viewed as a negative trend, counterurbanization can be seen as a positive trend due to the positive effect it has on the population concentrations of counterurban areas. Aside from population increase, Counterurbanites impact their chosen places of residence in several different ways. The result of ex-urbanite migration, for instance, can be that their presence in communities within commuting distance of urban areas expands the sphere of urban influence (Mitchell, 2004). Other migrants seeking to escape the urban environment may chose to engage with their chosen place of residence through participating in existing community initiatives and structures, or investing in their

communities by establishing businesses and creating opportunities for employment. Regardless of their motivations, counterurbanites bring their interests, traditions, skills and capacities to their new places of residence, and impact the socio-cultural conditions of their communities.

As identified by KPMG International and the Mowat Centre for Policy Innovation, the global trends impacting governments are environmental, political, economic, and socio-cultural in nature. Trends include a warming of the atmosphere due to increased greenhouse gas emissions, market-based national policies that have led to the emergence of a global economy, the movement and restructuring of industry, changes in demographic population profiles, and increased immigration. These macro-level trends result in micro-level impacts, and challenge community sustainability

2.2 Micro-level Impacts

At the municipal level, micro-level impacts can materialize as changes in industrial structure, population concentration, demographic population profiles, and the availability of public services. Macro-level shifts and their corresponding micro-level impacts challenge the sustainability of municipalities; a sustainable community is one that fulfills its current needs, without compromising the ability of future generations to fulfill their own (Brundtland Commission, 1987). The manner in which a community achieves sustainability can have a significant impact on an individual's perception of the value of their everyday life, or quality of life. This study focuses on the experience of small population centres across Ontario in dealing with the micro-level impacts of global trends. There are a variety of definitions for small cities, towns or rural areas, based on features including population density or size, and distance from an urban area or to an essential service (du Plessis et al, 2001). Statistics Canada (2012b) uses the term 'population centre' to refer to areas with a minimum population of 1,000 people and a density per kilometer of 400 or more people. Population centres are divided into three groups—small, medium and large urban—to reflect their population sizes, which are defined as the following (Statistics Canada, 2012b):

- Small population centres, with a population between 1,000 and 29,999
- Medium population centres, with a population between 30,000 and 99,999
- Large urban population centres, with a population of 100,000 or more.

Population calculations include residents that are located in a community's cores, secondary cores, the outer edges of census metropolitan areas (CMAs) and census agglomerations (CAs), and those living in centres outside of CMAs and CAs.⁶ Canada's geography is defined by a combination of population

⁶ A CMA is an area that has an urban core population of at least 100,000 people, and CA has an urban core population of at least 10,000 people (Statistics Canada, 2012c).

centres and rural areas; Statistics Canada (2012d) defines rural areas⁷ as “including all territory lying outside population centres.” Reimer (2004) contends that "rural and urban Canada are inextricably linked;" rural areas contain several resources that are important for both urban and rural areas, including raw materials, and sources of water and biodiversity. Rural areas also maintain ecosystem services that process pollution, offer recreational and natural amenities that refresh and restore the urban population, and support Canadian identity through stewardship of natural and cultural heritage (Reimer, 2007).

Climate change presents a number of challenges for small population centres due to uncertainty surrounding the nature and rate of local climatic changes, and the unforeseen risks of climate impacts on infrastructure (Danyluk, 2012). In southern Ontario, intensive heat is predicted to result in higher summer and spring temperatures, and an increase in the frequency and intensity of extreme weather conditions (Feltmate & Thistlethwaite, 2012). Not all impacts are entirely negative (Danyluk, 2012); higher temperatures may extend growing seasons for agricultural producers, but producers would also need to adapt their processes and equipment to higher heat thresholds, which would likely result in increased expenditures. Drier summer conditions may impact the drinking water supplies and sources of hydroelectricity for small population centres, due to potentially lower water levels in the Great Lakes (Feltmate & Thistlethwaite, 2012). Municipal infrastructure, utilities and services may also be put under strain as temperatures and extreme weather events increase (Boyle et al, 2013). As concluded in The International Institute of Sustainable Development’s (ibid) report states that climate change will impact the effectiveness and lifespan of infrastructure, and result in economic costs that have already started accruing.

Small population centres must consider the impacts of climate change and assess infrastructure vulnerability (Danyluk, 2012). Challenges should be addressed through implementing adaptation measures such as water conservation strategies and climate-resistant development into infrastructure design, maintenance and investment choices at the local level, where climate change adaptations are most effective (Feltmate & Thistlethwaite, 2012). Climate change demands that small population centres develop the knowledge and capacity of municipal staff members to support sustainability in service provision (Danyluk, 2012). The weight of these responsibilities is difficult to bear, especially for small population centres that are constrained in their ability to maintain infrastructure and deliver services due to factors such as limited funding mechanisms, and small population concentrations.

⁷ Rural areas contain agricultural land, and remote and wilderness areas; however, they are not necessarily devoid of residents and can include small towns, villages and other populated areas with a population of less than 1,000 people (Statistics Canada, 2012d).

Economic-based processes are major stressors (Reimer, 2011) for change. Small population centres are experiencing economic impacts such as increasing responsibility for service provision, changes in government funding formulas and programs, and changing industrial structures. In Canada, direct service provision from upper levels of government has declined; however, demand for those services has not waned. Service provision responsibilities are being known as ‘downloaded’ at the municipal level (Siegel, 2006); downloading transfers additional responsibilities to small population centres that are, in some cases, struggling to maintain service and amenity levels already, due to the smaller resource base they have access to.

At the same time, the structures of fiscal federalism and government funding opportunities have changed. Government transfers are being linked to market mechanisms, such as connecting the calculation of Canada Health Transfer (CHT) amounts to a moving average of GDP growth (PBO, 2014). Linking funding to gross domestic product may reduce the transfers received by small population centres with lower economic output, even though, due to their lower economic output, these municipalities may be in greater need of financial resources. Neoliberalism’s focus on competition is present at the municipal level; small population centres must compete with one another not just for government funding, but now also for the economic activity required to secure government funding. In 2006, the Auditor General (2012) reported that federal government grant program recipients expressed concern with the financial and administrative burden associated with program applications and requirements. This heavy administrative burden increases the human and financial resources required by small population centres and places further pressure on their limited resources.

As creations of the Province (Hoehn, 1996), the fiscal tools and options available to municipal governments are limited to user fees, property taxes and development charges, income tax and transfers from other levels of government. Property taxes have been identified as an inadequate tool for enabling communities to meet infrastructure challenges (EACCC, 2006). This limited range of options is compounded by legislation that disallows municipalities from running an operating deficit (“Municipal Act,” 2013); meaning that small population centres are forced to make tough decisions between selective or reduced service provisions and generating alternative streams of revenue by stimulating and diversifying their economic base.

To compound this problem, small population centres are under strain due to economic changes such as changing industrial structures and market fluctuations (Savoie, 2008). Small population centres across Ontario have historically hosted primary and secondary industries, which include activities such as natural resource extraction, agriculture, and manufacturing. Manufacturing facilities grew in small population

centres due to their proximity to commodity extraction-related and agricultural activities. The production of commodities and trade of natural resources is still a defining feature of small town and rural Canada (Clemenson & Pitblado, 2007); 62.5 percent of small town and rural Ontario residents are primarily engaged in the farming, fishing and forestry employment class (Stolarick, 2011). This persistent dependence on economic activities associated with primary industrial sectors (Reimer, 2009) makes small population centres vulnerable to economic downturn. The vulnerability of small population centres is heightened by Canada's cyclical pattern of economic activity (Cross & Bergevin, 2012). During the 2008 recession, Ontario experienced a relative decline in its contributions to GDP (Baldwin & Macdonald, 2009); which was, in part, due to changes in its manufacturing industry. The closure and movement of several manufacturing facilities based in small population centres caused local transformation. At the local level, economic transformation can appear as declines in employment and opportunities for employment (Zakirova, 2010). The downtrodden main streets and industrial areas of many communities are evidence of the transformation underway; transformation visually materializes as vacant, derelict, or underutilized buildings and infrastructure (Leadbeater, 2009). Since the 2008 recession, the resource economy and oil sector have grown in importance, but Ontario's economic recovery has been primarily concentrated in service sectors, including the public sector. The increasing importance of service sectors impacts the ability of small population centres to retain residents and attract immigrants because service-related sectors are often located in urban areas (Savoie, 2008). Research shows that small population centres with urban attributes, including high population density and proximity to major agglomerations; however, have a lower probability of labour force decline (Alasia & Bollman, 2001).

Social change is occurring alongside economic transformation; changes are instigated by processes such as demographic transition, changes in population concentration, and increased social and ethnic diversity due to immigration. The demographic population profiles of small population centres reflect trends of aging populations and decreasing birth rates that are evident at the national level (Van der Kaa, 2002). The SDT may decrease or alter the characteristics of a small population centre's labour market supply; an older labour market supply may demand different or more supports from small population centres and employers. For some small population centres, the influx of older age cohorts is compounded by out-migration of individuals within the working age demographic range in search of educational and employment opportunities, and quality of life. Out-migration may impact a small population centre's ability to attract businesses and investors because a community's human resources, including the quality, availability and cost of labour, are an important consideration in business location decisions (Markusen & Schrock, 2006). This further compounds the problem of out-migration, by dissuading employers from setting up new establishments.

Immigration may be able to address the gap that many small population centres are experiencing in labour force growth. Currently only 9.8 per cent of Ontario's total immigrant population have chosen to reside in small towns and rural areas (Stolarick, 2011); studies show that most immigrants tend to settle in or near urban regions (Savoie, 2008; Bollman et al, 2007; Walton-Roberts, 2007). The attraction and retention of immigrants is influenced by a number of variables including educational and employment opportunities (Bruce, 2007), social and language support, amenities and community reception (Bollman et al., 2007; Bruce, 2007; Houle, 2007; Long & Amaya, 2007; Savoie, 2008). Several of these variables are also attractive to other types of migrants determining whether or not to live in a small population centre.

Across Canada, the collective growth rate for rural areas and small population centres is predicted to be 0.3 percent over the next 20 years (Caldwell, 2013); research shows that population concentration change is disproportionate (Duxbury & Campbell, 2011; Mitchell, 2009). Changes in the population concentrations and demographic population profiles of small population centres are influenced by localized factors. Localized factors include a small population centre's proximity to and the size of its neighbouring urban cores (Alasia, 2010), and the characteristics of the community and its region. Industrial restructuring and the relocation of industrial facilities can motivate movement to larger urban centres. Research shows that communities located in close proximity to CMAs or CAs may also experience increases in population size (Alasia, 2010; Statistics Canada, 2007) due to the effects of urban-spillover (Reimer, 2007). Proximity to larger urban centres is referred to as metro- or urban-adjacency; adjacency is an important determinant of population dynamics (du Plessis, 2001), in fact some small town and rural areas are experiencing population growth close to the national average (Savoie, 2008).

Young families and retirees are increasingly relocating to small population centres within commuting distance of larger urban centres (du Plessis, 2001). Statistics Canada has created statistical classifications called metropolitan influence zones (MIZ) that are determined by the percentage of residents within a municipality's employed labour force that commute to work in the core of a CMA or census agglomeration (CA). There are four categories: Strong (30-50%), Moderate (5-30%), Weak (less than 5%), and No metropolitan influence. Research undertaken by Mitchell (2009), in her study of population growth in rural and small town Ontario, showed that the majority of migrants favoured rural locations that were classified as being within strong or moderate metropolitan influence zones (MIZ), rather than those classified as being under weak or no urban influence. Small population centres that are not adjacent to CMAs or CAs and are within weaker MIZ categories may experience population decline, which can reduce the resources available for use in supporting quality of life and CD.

At the same time, counterurbanization is occurring and people are migrating to small population centres from urban areas in search of opportunities related to quality of life or the fulfillment of personal desires (Mitchell, 2004). Factors other than proximity influence a community's ability to attract counterurbanites and migrants (Reimer, 2007); significant environmental and recreational assets, and the touristic reputations that can accompany these features, are an important draw for migrants (Mitchell, 2009). The presence of new residents, such as older adults and immigrants, may pressure small population centres to provide higher levels or an increased diversity of services and amenities (Bourne, 2003) to fulfill the needs and desires of newcomers. The resources of small population centres may already be overextended from managing and adapting to the effects of macro-level processes like climate variability and industrial re-structuring without increased service demands.

The processes of urbanization, counterurbanization and lateral migration may lead to social and cultural change in small population centres as well. An increasing presence of minority populations and cultural distinct communities may challenge social cohesion (Bourne, 2003), and force small population centres to come up with creative solutions for accommodating social and ethnic diversity. Small population centres may be able to facilitate social cohesion by fostering a unique sense of place and local identity to foster a sense of belonging. The term identity has multiple meanings; identity can refer to a quality of uniqueness that differentiates one person or thing from another, or it can refer to an individual's identification with someone or something as a result of a process of identifying with similarities (Ashworth & Tunbridge, 2012). From this definition, identity is created through an individual or shared process of identification, regardless of whether or not this process results in identifying similarities or differences between people or things. Sometimes the 'things' included in the identification process are physical geographic locations or aspects of built form. In this instance, a geometric form is transformed into a cultural construction; through the process of identifying significant features, people transform spaces into places (Ashworth & Tunbridge, 2012). This is the root of the term 'sense of place.' When the results of identification processes are transmitted and shared between people, collective identities or sense of place can emerge. Since transmission is an important aspect of creating a collective identity, changing population concentrations may weaken sense of place in small population centres. Population decline may reduce the number of people who identify with a particular sense of place, and population increase may overwhelm locally-based sense of place with dominant ideals.

Dominant ideals and practices may have a homogenizing effect on culture (Duxbury & Gillette, 2007), and identity. In the face of competing dominant ideals and practices, small population centres may seek to reinforce the strength of their cultural identities, traditions and languages. So while a unique sense of

place can foster a sense of belonging amongst groups of people, strong collective identities can also create a sense of alienation and separation amongst migrants who do not identify with the collective identity (Ashworth & Tunbridge, 2012). Actions that seek to reinforce locally-based cultural identities may end up creating barriers to social inclusion by re-enforcing homogeneity in small population centres, with respect to identities and traditions related to country of origin and ethnic diversity (Reimer et al, 2007).

Small population centres are impacted by macro-level trends in several ways. Municipal levels of responsibility have increased due to the uncertain effects of climate change, as well as devolution of service provision responsibilities from upper levels of government. With these increases in responsibilities comes an increase in costs, which are not adequately covered by the limited monetary resource bases of small population centres. The increased administrative requirements of grant funding further strains limited human and financial resources. At the same time, municipalities are experiencing economic restructuring and industrial relocation, which are impacting employment opportunities. Both youth and potential newcomers consider employment in their location decisions, as well as the availability of educational opportunities, services, amenities, and social supports. Communities lacking in these areas are experiencing challenges with retaining youth and attracting newcomers as a result of these deficiencies. Factors outside of the direct control of municipalities, such as their geographic location and proximity to neighbouring urban centres, may also impact their population concentration and demographic population profiles. In the absence of being able to physically relocate a municipality, communities need to take steps to make themselves attractive locations for existing residents, visitors, newcomers and investors to support their continued sustainability into the future.

2.3 Local Solutions

The literature emphasizes that places with distinctive local assets can attract and retain people, encourage investment and development, and drive tourism and migration (EACCC, 2006). Municipalities are increasingly turning towards CD practices to strengthen their human, social, cultural and physical capital, and enable development that is sustainable into the future (FCM, 2012). The processes of CD can have several positive results; these include providing opportunities for interaction between residents, visitors and newcomers, developing social cohesion, and improving quality of life. Social cohesion and quality of life are central aspects of attractive communities (EACCC, 2006); social cohesion can be used as a method to encourage settlement in small urban locations (Reimer, 2006a), and can facilitate the integration of diverse people and cultures (Halseth & Ryser, 2006).

2.3.1 Sustainable Community Development

The underlying goal of CD processes is to improve a community's current condition (Matarrita-Cascante & Brennan, 2012); providing support for sustainable CD is considered to be a necessary part of improving quality of life (Duxbury & Gillette, 2007). In *From Restless Communities to Resilient Places* (EACCC, 2006) communities were encouraged to adopt a sustainability view within CD efforts. Many communities have heeded this call and are employing sustainable CD processes rooted in holistic and integrated thinking. Sustainable CD entails a long-term perspective on community interventions and decision-making; it builds on the general goal of improving quality of life by contending that development should “[meet] the needs of the present without compromising the ability of future generations to meet their own needs (Brundtland Commission, 1987).”

At the core of sustainability is recognition of assets, costs and benefits not considered in market-based decisions and values (EACCC, 2006). The Brundtland report (1987) formulated a definition of sustainable development (SD) based on three principles: social equity, environmental integrity and economic prosperity. These principles were later integrated into corporate performance measurements through the concept of the triple bottom line (John Elkington, 1997), and often referred to as the 3P formulation—‘people, planet and profits.’ In community planning, the triple bottom line refers to planning for the economy, environment and society. This iteration of SD has evolved into the concept of a quadruple bottom line, where culture is added to the equation (EACCC, 2006; Hawkes, 2001; Yencken & Wilkinson, 2000). Peter Kenyon⁸ subscribes to this approach and reframes the formulation as ‘people, planet, prosperity and preservation (TORC, 2009).’

A SD model based on four pillars emerged in the late 1990s and early 2000s. Hawkes’ (2001) defines the fourth pillar as cultural vitality, and refers to outcomes for which culture is a necessary ingredient: wellbeing, creativity, diversity and innovation. Culture answers the question of how to create sustainable CD; this fourth pillar links together the economic, social and environmental dimensions of sustainability. Culture is an important element of identity and sense of place, which can be utilized to support social cohesion (EACCC, 2006) and improve diversity. SD practices seek to address multiple objectives by bringing together policies, programs and design solutions (Beatley & Manning, 1997). The concept of sustainable CD can be effectively utilized at the municipal level as a strategy to develop place (EACCC, 2006) and increase the attractiveness of communities; however its success depends on a community’s capacity to manage change and adapt to new conditions (Patterson & Williams, 2005). The theory of

⁸ Peter Kenyon is a social entrepreneur, community enthusiast, and international faculty member of the Asset-based Community Development Institute in Northwestern University’s School of Education and Social Policy.

sustainable CD is inclusive of economic, environmental, social and cultural considerations; however, in practice several different types of targeted CD processes are used (Green & Haines, 2012), including community economic development, and community capacity building (Duxbury & Gillette, 2007). The Rural Issues Policy Statement draws attention to the need for place- and asset-based CD (FCM, 2012).

2.3.2 The Components of Community Development

The CD process “provides vision, planning, direction and coordinated action towards desired goals associated with the promotion of efforts aimed at improving the conditions in which local resources operate” (Matarrita-Cascante & Brennan, 2012). Defining the concept of ‘community’ is essential to understanding CD. The term ‘community’ has many meanings (Hillery, 1964), but most definitions involve a central focus on people. Generally the term ‘community’ refers to common values, goals or interests, social cohesion and place (Scott, 2010); definitions differ in how attachment or commonalities between people is stipulated. Wilkinson’s (1991) definition defines ‘community’ as having three elements: territory or place, regular interaction provided by social organizations or institutions, and interaction on common interests. Advancements in ICT enable people to develop social connections outside of their local area, and have instigated the emergence of another definition of ‘community’ where individuals are united by an understanding of common characteristics and interests (Green & Haines, 2012). Matarrita-Cascante and Brennan (2012) agree with Wilkinson’s (1991) emphasis on territory or place, and consider ‘community’ to refer to the individuals residing in a geographical area. In this study, Matarrita-Cascante and Brennan’s (2012) definition of community is employed; ‘Community’ refers to the individuals residing within the formal municipal boundaries of each case study location.

CD involves the resources that people require for subsistence and growth (Matarrita-Cascante & Brennan, 2012), often referred to as assets. The Community Capitals Framework (CCF) categorizes tangible and intangible assets (Flora & Flora, 2004) into seven forms of community capital: financial, built, social, human, natural, cultural and political (Emery & Flora, 2006; Green & Haines, 2012). A subset of CD theory, Asset-based Community Development (ABCD)⁹, utilizes the CCF as its guiding framework. In both CD and ABCD, the presence of all forms of capital is considered necessary for sustainable livelihood, however their quantities can differ (O’Leary, 2006); the development of one form of capital often results in stimulating development within another.

Interaction is a key driver for the development of capital. Interactions between residents in a community can generate an awareness of common interests, strengthen social relationships and networks,

⁹ ABCD was coined by John McKnight and Jody Kretzmann (1993); it espouses a participatory process of identifying a community’s strengths and needs (Mathie & Cunningham, 2003) and building on the capacity of its strengths to meet those needs (Craig, 2005).

and lead to the creation of trust (Wilkinson, 1991; Putnam, 2001), all of which contribute to the creation of social capital. Putnam (2001) contends that the central tenet of social capital “is that networks and the associated norms of reciprocity have value (p.1),” regardless of whether these networks are created through formal or informal interaction, and that value is generated simultaneously for individuals and communities. Woolcock (2001) proposes that social capital is multi-dimensional, with observable outcomes stemming from combinations of bonding, bridging (Gittel & Vidal, 1998) and linking social capital (Woolcock, 2001)¹⁰. Social capital is essential for the creation of other assets. Communities with active social networks and civic associations may be better able to mitigate vulnerability (Moser, 1996; Narayan, 1997) and take advantage of new opportunities. A reciprocal relationship exists between physical, human and social capital. Physical places that facilitate interaction are required to strengthen social capital and cohesion, and human capital is required to operate services within physical spaces.

While physical spaces provide venues for social interaction, Hawkes (2011) also considers the built environment to be “the most profound and effective manifestation of our culture (p. 29).” Physical capital is then intertwined with cultural capital; cultural resources such as historic buildings create a sense of place within a community (Green & Haines, 2012). Sense of place refers to the unique identity of a place; constructed out of interactions and the bonds between people and places (Massey, 2006; Cresswell, 2004). Physical capital can also host other forms of cultural capital. Bourdieu (1986) defines three states of cultural capital: embodied, objectified, and institutionalized. Inherited traditions, legacies and values are said to be embodied, celebrations and local historical societies and goods represent the objectified, and culture learned through academic qualifications represents the institutionalized. Bourdieu’s manifestations of cultural capital can support the creation of other forms of capital and public good. Green and Haines (2012) contend that objectified culture, which includes physical goods or assets, can contribute to economic development, as well as build social capital and create public space. Objectified and institutionalized states of cultural capital, as represented by participation in arts and culture, can also act as a catalyst for the creation of social capital (Jackson et al., 2006).

From this discussion of social, physical, human and cultural capital, it becomes apparent that capital can be self-reinforcing and can support the development of other assets. A municipality must have the capacity to strengthen its assets; however, to take advantage of the self-reinforcing nature of capital. Capacity building is considered to be the essence of CD theory (Craig, 2005; Smith et al., 2001), as it encourages utilizing a combination of local action, collaboration and enabling policy to foster successful

¹⁰ Bonding refers to connections between kin, friends, and neighbours, whereas bridging refers to more remote friends, associates and colleagues who generally have similar demographic characteristics. Linking then refers to the ability to leverage assets, ideas and information from institutions outside the community (World Bank, 2000).

initiatives for community change (Baker, 1994). Innumerable combinations of assets can foster CD depending on the processes employed. The third component of CD, processes, then answers the question of how these resources are combined to create outcomes and further development. Processes refer to local efforts to improve a community's current condition, and can vary greatly depending on the resource(s) being developed. In a municipal context local efforts typically focus on physical development, specifically infrastructure development processes such as real estate, commercial development and road maintenance. These forms of development have been equated with asset-based development; however ABCD holds that the skills, insights and capacities of people are the core assets of communities (O'Leary et al, 2011). This study focuses on the revitalization of built form (Richards & Dalbey, 2006) as a process of CD that can provide a venue for, and therefore support, capacity building activities, rather than act as an end in itself.

2.3.3 Heritage Conservation & Adaptive Reuse Processes

The revitalization of built form is recognized as a process of sustainable CD (Richards & Dalbey, 2006). Municipalities across Ontario are revitalizing their historic built form through heritage conservation processes and ARIs in an effort to positively influence quality of life, and to support SD. To understand cultural heritage conservation, it is important to define conservation and its related terms. 'Conservation' includes all actions or processes that aim to safeguard the heritage value of an historic place and extend its physical lifespan (Parks Canada, 2010). This process often involves physical intervention to prevent decay, and includes making use of and caring for resources intelligently with protection as a key goal. Conservation is an umbrella term that includes the treatments of preservation, rehabilitation and restoration (ibid). The goal of 'preservation' is to retain a building or site's existing state by stopping the processes of deterioration (Fram, 2003). The existing form, material or integrity of a building or individual component can be retained through protection, maintenance or stabilization efforts (Parks Canada, 2010). Rehabilitation and restoration answer the how of conservation and preservation. Parks Canada (2010) defines rehabilitation as "the sensitive adaptation of an historic place or individual component for a continuing or compatible contemporary use, while protecting its heritage value (p.16)," and restoration means to reveal, recover or represent the state of a place or component as it looked in a particular historic period.

Orbasli (2000) states that conservation involves three primary objectives that relate to different dimensions of the activity: (1) the physical side of conservation, that is expressed through its relationship to building preservation and development, and involves physically representing the past, present and future of an area; (2) a holistic view of the relationships between spaces and use; and (3) a social

dimension that considers users, and the local community's population. By considering the relationship of spaces and uses and the users of a conserved asset, Orbasli's definition of conservation points to the concept of adaptive reuse. Adaptive reuse refers to the process of adapting an older building to a new use more suitable for a given time or place (Brandt, 2014). This process requires two components: existing buildings with cultural heritage value or interest, and a compelling, location-specific and compatible new use (ibid).

The idea of reuse is inherent in definitions of and legislation that guides heritage conservation. Parks Canada, Orbasli and Fram highlight the importance of use in their definitions of conservation and its related treatments. The idea of use is also included in legislative documents that guide heritage conservation and protection activities. UNESCO's *Convention Concerning the Protection of the World Cultural and Natural Heritage* (1972) mandates reuse by stating that each State party to the agreement must, in so far as possible and appropriate, adopt policy that aims to "give... cultural and natural heritage a function in the life of the community" (pp. 3). Brand¹¹ (1994) refers to the importance and appropriateness of reuse with the phrase "long life/loose fit," which refers to a building's ability to last for a long period of time and allow for changing uses over time. He contends that adaptive reuse does not always need heritage conservation, but heritage conservation needs adaptive reuse (Brand, 1994); ARIs support the relevance of historic places and can trigger conservation treatments that may not have been economically feasible otherwise.

Successful conservation efforts protect what we value (Brandt, 2014) and support SD practice. ARIs can yield direct and indirect benefits, beyond the preservation of built cultural heritage resources. Direct outputs of ARIs include reuse of non-renewable resources, local job creation, city centre revitalization, heritage tourism opportunities, and the provision of venues for social interaction and cultural experience. ARIs also contribute indirectly by providing physical manifestations on which identity and sense of place can be built. The results of heritage conservation and adaptive reuse processes span all four pillars of sustainable development: environmental, economic, social, and cultural.

Historic buildings are a non-renewable resource (Shipley et al, 2006); the reuse of historic building allows building characteristics such as embodied energy and carbon (Henry, 2007)¹², durability, local materials, repairability (Moe, 2010)¹³ and passive resilience (Henry, 2007)¹⁴ to be preserved. For the

¹¹ Stewart Brand is co-chair and President of the Long Now Foundation—an organization that promotes the adoption of long-term perspectives in thinking and decision-making.

¹² The concepts of embodied energy and embodied carbon refer to the energy and carbon consumed by processes associated with building construction and the acquisition of natural resources (Henry, 2007).

¹³ As Moe (2010) contends, older buildings were "built to last;" designs and techniques employed in their production were based on traditional practices, and many were constructed so that individual components could be repaired and replaced as needed.

aforementioned reasons, Carl Elefante (2007) contends that the greenest building is the one already built. The results of a Life Cycle Analysis (LCA) process that compared building reuse and renovation with new construction of an equivalent size and functionality showed that building reuse and retrofits resulted in a reduction of the negative environmental impacts of building (Preservation Green Lab, 2011). The Preservation Green Lab's (2011) research found that even if new buildings are constructed to be more efficient, a 10 to 80 year period is needed to overcome the climate change impacts, such as materials extraction, induced by new construction. Robust evidence states that retrofits of existing buildings have "considerable and diverse co-benefits (IPCC, 2014, pp. 60)," impacting indoor environmental conditions and ecosystems, the asset values of buildings, employment and economic productivity.

Rypkema¹⁵ (2008) underscores the importance of economic arguments in heritage preservation to ensure that historic buildings are preserved. Historic buildings are capital assets, and just like any capital asset, buildings have an economic value during production and when they are in productive use (Rypkema, 2008). Rypkema (2005) identified 5 major areas of direct economic impacts: jobs and household income; small business incubation; property values; city centre revitalization; and heritage tourism. In his oft quoted book, *The Economics of Historic Preservation: a Community Leader's Guide*, Rypkema (2005) contends that historic preservation creates jobs, and at a higher level than new construction due to its labour-intensive nature. The labour required to undertake these projects, including carpenters, electricians and plumbers, are often hired locally, and those individuals tend to then spend their wages locally as well. Historic buildings are also natural economic incubators (Rypkema, 2005; 2008). Historic public buildings in particular are often centrally located, relatively affordable and contain smaller spaces—in terms of square footage—that are ideal for attracting and retaining incubator spaces and small businesses. Former industrial, warehouse-type, buildings are also at an advantage due to their larger and more flexible spaces that can be used in different ways (Shipley et al, 2006) to support the same end. When historic buildings are put to productive use they can provide spaces for new enterprise, and provide fiscal benefits in the form of rent for property owners.

Owners of historic buildings can also benefit from conservation through their property values. The results of Shipley's (2000) study of the relationship between individually designated heritage properties and property values point to the positive influence of designation and maintenance on property values. The majority of properties studied, 59 percent, performed better than average in terms of property value accrual from 1976 to 1997, as compared to the average trend for their respective geographic areas

¹⁴ Buildings were also designed with passive resilience in mind, meaning that they included features to allow them to function when modern systems and energy sources failed (Henry, 2007). Structures that pre-date modern climate managements systems were built to moderate interior environmental conditions by using features such as doors and windows paired with shutters and shades (ibid).

¹⁵ Donovan Rypkema is a Professor at the University of Pennsylvania and Principal of PlaceEconomics.

(Shiple, 2000). Rypkema (2005) views historic rehabilitation as a force that can counter cyclical economic forces and stabilize the local economy. During challenging financial times small scale heritage preservation activities may still be financially feasible (Rypkema, 2005), presenting local opportunities for investment. Designated properties also tended to resist cyclical downturns in the real estate market; 79 percent of the cases studied either performed the same or did better than the average market value trends in their areas (ibid). When incentives for heritage development are implemented at the municipal level, they have been shown to recoup themselves through increases in property values, and therefore tax revenues (Barber, 2003).

Heritage revitalization investments can also strengthen local economies by stimulating complementary economic activity within neighbourhoods (Jones et al, 2003). In recognition of the spillover effects that heritage investments can incur, Heritage Canada the National Trust (HCNT) initiated a Canada-wide revitalization strategy in 1979 called the *Main Street Program*. The program aimed to halt the destruction of traditional main streets; by 1991, it had attracted over \$90 million in private investment, and operated in every province and territory. It came to an end in the mid-1990s because of a lack of funding; however, some provinces established subsidiary organizations to continue the investment strategy, or shifted program operation to provincial governments. At the federal level, Canada no longer has an active coordinated investment strategy anchored by heritage preservation; however, HCNT offers support services and training for provinces and communities who wish to initiate a Main Street Project.

Investments in heritage conservation can also strengthen built assets that can draw tourists. The World Tourism Organization (UNWTO) considers tourism to be “a driver of economic growth, inclusive development and environmental sustainability (2008);” it is one the largest and fastest-growing parts of the world’s economy¹⁶ (UNWTO, 2008). There is a trend in tourism towards a desire for unique and educational experiences, and organizations such as HCNT recognize the importance and potential of built heritage as tourist attractions (Gunn, 2002). When heritage tourism has been evaluated, results state that visitors tend to stay longer, spend more per day, and have a greater economic impact per trip (Rypkema, 1995). Tourism revenues can be reinvested into environments and structures of heritage value (Nassar, 2003). The caveat is that tourism contains forces that increase homogeneity; Nassar (2003) cautions that culture can be exploited if commercial values dominate conservation values. If commercial values are dominant, historic buildings are considered to be products, and conservation efforts are increasingly tailored towards consumer experiences.

¹⁶ Tourism industries are defined as being based on consumptive activities that produce tourism products, including accommodation, food and beverage, railway, road, water and air passenger transport, travel agencies, cultural, and sports and recreation services (UNWTO, 2008).

Through analyzing the literature on heritage, tourism and local development, Madden and Shipley (2012) discovered that tourism is being pursued as an alternative to ailing traditional economic sectors, with the goal of promoting job creation (Stolarick et al, 2010). When tourism is used as a development or revitalization strategy, the identification, protection and enhancement of historic resources can be vital to its success. Small towns and rural communities have experienced varying level of success in undertaking tourism-focused development; especially when compared to their larger urban counterparts (Terluin, 2003). A large proportion of jobs within the tourism industry are service sector positions (Stolarick et al, 2010), and so communities are seldom able to generate the amount of value-added economic activity needed to reduce the inequality between larger and smaller population centres (Fleischer & Felsenstein, 2000). When heritage tourism is comprised of an attractive physical setting, the presence of a small town or rural idyll, local culture and heritage (Mitchell, 1998) an amenity-focused environment can emerge. The presence of amenity environments can lead to the creation of 'heritage-scapes' or heritage shipping villages that specialize in the provision of products that reflect local or regional history (Mitchell, 1998). As visitorship increases, tensions between residents and visitors can arise, and features of value to local residents are eroded (ibid). The threat involved in increased heritage consumption, is described by the concept of creative destruction; creative destruction entails that investments in the commodification of heritage and rural idylls serve to entice consumers, and eventually lead to the destruction of those same idylls (Mitchell, 1998). Heritage tourism as a development strategy is a double edge-sword with the potential to contribute towards economic development, as well as degrade the sense of place that enabled those economic benefits. Rypkema maintains (2008) that “in the long run, the economic impact of heritage consideration is far less important than its educational, environmental, cultural, aesthetic and social impacts (pp. 5).”

Conservation is recognized as a key ingredient in achieving social objectives (Watt, 1999). The social aspect of conservation has historically been given less attention in the literature (Nassar, 2003), and is less commonly integrated into conservation practice and evaluation. Graham's (2003) research states that there is a growing trend towards linking conservation practice and social benefits. Research shows that municipalities with successful conservation processes often have a high degree of social capital (Graham, 2003). This may be due to opportunities for the mutual immersion of residents, visitors and newcomers in culture and history which support social cohesion (Vatz Laaroussi, 2007). For instance, spaces that provide opportunities for arts and cultural participation may support the creation of social bridging capital. This form of social capital can manifest in several ways, including the bridging of ethnic and class divides (Stern & Seirfert, 2002), and connection of individuals to social spaces where friendships can be strengthened and the adoption of shared behavioural norms is encouraged (Kuly, Stewart & Dudley,

2005). Adapted historic spaces can support the creation of social capital and cohesion (Pendlebury et al, 2004) by providing a venue for face-to-face interaction. Operators of conserved and adapted buildings can improve the inclusivity of venues by implementing programs and measures that encourage a diverse mix of visitors.

Heritage revitalization strategies can also impact residents' and visitors' perceptions of a community. To comprehensively measure the effects of interventions and to evaluate programs, criteria should be established by those who are benefiting from and participating in cultural activities (Evans, 2005). Reeve and Shipley (2012) undertook a participatory study to evaluate how investment in revitalization strategies impacts public perceptions and attitudes towards heritage townscapes in the United Kingdom. Reeve and Shipley (2012) analyzed sixteen of the United Kingdom's Townscape Heritage Initiative (THI) investment schemes. In general, a positive trend between improvement in attitudes towards heritage townscapes and investment measures was observed. The study concluded that investment in heritage can improve ordinary townscapes, and shift public perception and attitudes towards viewing townscapes as places to live (Reeve & Shipley, 2012).

The cultural benefits of heritage conservation are frequently referenced; as Hawkes (2001) states in *The Fourth Pillar of Sustainability*, historic spaces are a physical manifestation of our culture. Hawkes (2001) considers the design, regulation, maintenance, management and animation of spaces such as community and performing art centres, town halls, libraries, galleries, museums and historic buildings to be a form of cultural expression in itself. Heritage conservation processes offer opportunities for greater shared understanding and appreciation of community heritage (Goss, 2000). Built heritage embodies a community's history through its structure and materials, setting, former and present uses, associations and meanings (ICOMOS Australia, 1999). Revitalization efforts anchored on built heritage aim to preserve qualities that make historic buildings unique (Nassar, 2003). Enhanced knowledge of our history and the unique qualities of built forms can be transformed into a cultural construction known as identity (Green & Haines, 2012). Identity can improve quality of life (Pilotti & Rinaldin, 2004), and contribute towards the creation of a sense of place. Research shows that communities with successful conservation processes often have a strong sense of place, tradition and character (Graham, 2003). Heritage conservation can instill a renewed sense of pride in residents and an appreciation for their local community and its history, which may stimulate social attachment to identity (Beatley & Manning, 2007).

The outputs and outcomes of heritage conservation processes and ARIs can be impacted by a number of inputs, including the location, neighbourhood character, and the physical structure of a built cultural heritage resource itself. Location is an important consideration prior to undertaking any development; the

character of an historic building's neighbourhood can impact an adapted building's market opportunity (Shiple et al, 2006). Land use planning policies also have direct and indirect implications for heritage conservation projects (Fram, 1998), by shaping perception and outlining the potential uses an ARI can accommodate. The physical structure of an ARI itself, in terms of the types and styles of heritage values present, also present opportunities and challenges towards development efforts (Fram, 1998). Tailor-made solutions (ibid) are often needed in conservation projects, which may increase the capital investment required to undertake the intervention.

To address the micro-level impacts of macro-level environmental, political, economic, social and cultural trends, municipalities are turning to local solutions. The practice of sustainable CD presents an opportunity for municipalities to develop in a sustainable manner with consideration for the environment, economy, and the social and cultural life of their communities. At the heart of CD is a hypothesis that by strengthening existing assets including human and physical capital, positive outcomes can be realized. Heritage conservation activities and ARIs in particular, are considered to be CD processes that can lead to increased quality of life and well-being by supporting the availability of, and access to, services, amenities and social supports (Reimer, 2009). The benefits of ARIs address each of the four pillars of CD, including the reduction of the environmental effects of construction, creation of employment and economic opportunities, and, provision of venues for social interaction (Reimer, 2009). Municipalities are utilizing heritage conservation as a tourism development strategy. Successful heritage tourism can generate economic value; however, tourism can also increase cultural homogeneity if commercial values dominate conservation values (Nassar, 2003), and can lead to the destruction of the unique qualities that conservation efforts aimed to preserve.

This review of the literature shows that researchers approach the concepts of heritage conservation and adaptive reuse, and sustainable CD from a variety of perspectives. Hawkes (2001) values the built environment as an important physical manifestation of culture, which he identifies as the fourth pillar of sustainability. Richards and Dalbey (2006) recognize built heritage conservation activities as a process of sustainable CD. In terms of research that connects these two concept areas, the literature primarily explores the theoretical connection between adaptive reuse and sustainability, such as Bullen and Love's (2011) analysis of architects, developers and building manager's understanding of the connection between adaptive reuse and sustainability issues, and Nassar's (2003) evaluation of the relationship between heritage conservation, tourism and planning in sustainability discourse. There is a lack of empirically-based literature that explores how adaptive reuse contributes to sustainable CD in practice, in terms of the

inputs involved in project implementation and the outputs and outcomes of an intervention. This is the gap in the literature that this study seeks to fulfill.

Existing literature discusses the implementation of built heritage conservation projects, but not specifically ARIs. This literature shows that conservation projects involve a wide range of community resources, including physical, financial, social and human assets. Human assets, in particular, are an essential component in the success of conservation; it is generally accepted that successful conservation requires the involvement of public, private and community partners (Macdonald, 2011). The literature recommends that government can, in turn, support the sustainability of conservation activities. The utility of integrating conservation into CD strategies that include financial mechanisms to encourage investment is widely recognized (Macdonald, 2011). Upper levels of government can also acknowledge the valuable contributions of built heritage conservation to CD by including built heritage within infrastructure funding programs (Bull, 2015).

2.4 Summary

Countries around the globe are experiencing the impacts of environmental, political, economic, social and cultural trends. These trends include increasing greenhouse gas emissions, market-oriented policies, the rise of the global economy, the Second Demographic Transition (Van der Kaa, 2002), and increased migration and urbanization. These macro-level trends translate into micro-level effects at the local level; including strain on physical infrastructure systems, limited government-provided monetary resources, movement of traditional industries, changing population and demographic make-ups, and youth out-migration. The aforementioned impacts challenge the ability of municipalities to maintain quality of life and well-being, which are important aspects of a sustainable community (Halseth & Ryser, 2006).

The shift towards a global economy has highlighted the need to value communities and encourage local development (EACCC, 2006). The literature points to sustainable CD as an effective way to mitigate the impacts of global pressures. Municipalities and other organizations often approach development through an economic development (ED) lens; however, CD is more inclusive of a range of potential outcomes. Sustainable CD includes consideration for four pillars—environment, economic, social and cultural—of development. In practice, CD is comprised of three components: people, resources, and processes.

As theoretical and practical approaches to CD advance, more emphasis is being placed on the importance of livable and pleasing environments for generating these outcomes. The literature points to the utility of heritage conservation processes, including adaptive reuse, as a method through which to improve the conditions of communities. ARIs enable municipalities to address some of the pressures of

macro-level challenges, and may improve quality of life and support community sustainability. Through ARIs, municipalities can reduce their contribution towards the environmental impacts of new construction, stimulate economic activity, and provide venues for social interaction and cultural integration. While sustainable CD is an effective theoretical approach to revitalizing communities, the success of CD processes can be influenced by several factors. Geography can shape the opportunities available to communities, and the ways in which they adjust to global trends and changes (EACCC, 2006). Local and regional characteristics including population size, statistical classification, economic base and accessibility influence the outcomes of CD. Reimer (2007) emphasizes that distance and density play an important role in shaping opportunities for small town and rural areas.

Review of the literature revealed that researchers are writing about the concepts of heritage conservation and adaptive reuse, and sustainable CD from a variety of perspectives, which often focus on theoretical connections between the concepts. There is a lack of literature that provides empirical evidence of the ways in which ARIs contribute towards sustainable CD; however, which is the gap that study research intends to fill. The literature that does exist acknowledges the valuable contributions of heritage conservation to CD (Macdonald, 2011; Bull, 2015). Research contends that that conservation projects require the input of several community resources, including human, physical and financial assets (Macdonald, 2011).

Chapter 3

Methods

3.1 Introduction

This study uses a mixed methods concurrent nested research design (Wurtz, 2009), which gives priority to qualitative research methods such as written questionnaires, while embedding quantitative data within qualitative methods (Biddix, 2009). This research focuses on five geographically distinct cases that each has an adaptively reused former public sector building. The cases are derived from a collection of archived research data, which is described in this chapter. The contributions of each case's adaptive reuse intervention towards CD are explored through a summative evaluation process. A summative evaluation is a tool employed in program development, which entails reviewing a program's outputs and outcomes after implementation. This form of evaluation generally includes three to four steps: (1) describing the outputs and outcomes of implementing the program, (2) illuminating factors that program outputs and outcomes can plausibly be attributed to, (3) determining the impact of identified factors beyond target objectives, and (4) estimating relative costs associated with the program. A summative evaluation can be utilized to improve a program's operation, and to establish lessons for use in future programs (Taylor-Powell et al., 2003). This study's summative evaluations fulfill most of the aforementioned steps of the evaluation process, aside from providing an estimate of associated costs. The summative evaluations illuminate the outputs, and environmental, economic, social and cultural outcomes of each ARI. During the summative evaluation process, each case's outputs and outcomes are compared against ARI objectives, and against city-wide CD objectives to determine the relative success of each intervention. A collective case study method is also used to reveal patterns between ARI inputs, outputs and outcomes, and to illuminate factors that may have led to variations in case outputs and outcomes.

ARI objectives and city-wide CD objectives are derived from primary and secondary sources, including: archived research data that describes the anticipated benefits of reusing each former public sector, and CD objectives as expressed through questionnaires completed by the municipal staff, and planning documents such as Official and Secondary Plans. The following sections articulate study criteria, indicators, data collection and sampling methods, and provide further information about the data to be collected. This study seeks to uncover relationships and correlations between each case—rather than causation—and cannot necessarily explain 'why' an intervention was a success or failure. The findings reveal patterns between cases and through analysis a model for how to small population centres can maximize the contributions of ARIs to CD is formulated.

3.2 Study Area

The study area for this research project is broadly defined as southern Ontario, in keeping with the Ministry of Transportation's *Official Road Map Index* (MTO, 2012). Northern Ontario is not included due to population, climatic and cultural differences between these regions and inherent limitations of the study including finances and duration. This study examines five small population centres that are documented as having a population of between 1,000 and 29,999 people in the 2011 Census. The five population centres are derived by employing criteria to narrow down a large collection of Undergraduate student reports that are discussed in the following section.

3.3 Data

A pre-existing set of archived research data sits at the heart of this study; a collection of more than 275 reports written by Undergraduate students as a project for a University of Waterloo Recreation course. The course was called *Community & Heritage*, and it was taught by Professor Jiri Zuzanek between the late 1970s and early 2000s. Zuzanek proposed the course to the University of Waterloo after a personal encounter with heritage preservation issues in London, Ontario. The course was to focus on, as its title states, community and heritage issues; materials contained within an extensive accompanying syllabus described the state of heritage preservation in Canada and worldwide. Students were encouraged to explore their local communities and relatives for tangible and intangible traces of the past (J. Zuzanek, personal communication, March 12, 2014). The class has evolved into *Plan 414: Heritage Planning Workshop*—a course currently taught by Professor Robert Shipley through the University of Waterloo's School of Planning and cross-listed with the Department of Recreation and Leisure Studies.

The *Community & Heritage* class project constituted the major assignment for the course, affording students three to four months to perform their research. The project was accompanied by a brief one-page outline (Appendix C) that provided two potential directions for the report. Students could either carry out a case study of the adaptive reuse of a historic building in their community, or create a family history outlining people, time and lifestyle changes through story, interviews and photographs. If they chose the case study option, students were encouraged to select a building that had already been put to new use, and to examine the success of the project in terms of the change in use, zoning and planning conditions encountered, economic results, and project impacts from the perspective of building owners and architects, city officials and members of the neighbourhood or community. Students who chose to create a family history were encouraged to create a document that reflected the changing times and lifestyles of a family and its community. These reports were to be based on interviews with living members of the

family and accompanied by photographs and supporting documentation. At the end of the semester, each student was required to make an oral presentation on the content of their report. Zuzanek recalls that most of the students were fairly enthusiastic and interested in the project, and that of the courses he taught in his time at the University of Waterloo, *Community & Heritage* generated the best response (J. Zuzanek, personal communications, March 12, 2014).

The five case studies are derived from the archived research data set, which is also used to establish a baseline from which to compare the present condition and usage of the five former public sector buildings described in the reports. A collective case study method is used to allow for the extensive study of

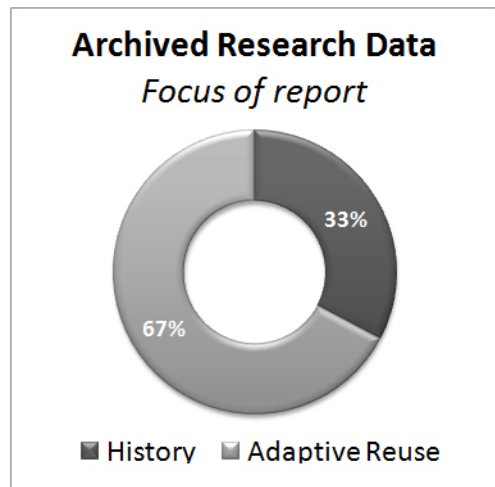


Figure 1 Breakdown, in percentages, of the focus of reports contained within the archived research data set.

multiple cases, and to facilitate identification of themes. This approach enables a better understanding of the CD practices and strategies employed, and enhance the ability to theorize about the broader context (Berg, 2004). Given the focus of this research, reports in the archived research data set that discussed adaptive reuse projects are the most relevant.

Reports about adaptive reuse projects comprise 67 percent of the total collection of archived research data (Figure 1).

These reports outline visions—of either the author or other stakeholders in the community—for adaptive reuse of

specific cultural heritage resources. Most of the proposals are focused on providing opportunities for and increasing tourism.

Reports often explain current planning conditions and fiscal requirements necessary to enact each vision of adaptive reuse as well. The information provided in the reports was derived through primary and secondary data collection methods, including: interviews with stakeholders to assess the impact of adaptive reuse on the surrounding neighbourhood and broader community; photographic documentation; and document analysis to explore the planning and zoning context and to establish the costs associated with each intervention.

The use of archived research data contributes value to this study. Firstly, the reports within the archived research data set are a rare snapshot in time from which to contrast present-day conditions. The archived research data set reports can also be considered to be representative examples of community asset identification, which is an important part of the success of asset-based community development processes. Students of Jiri Zuzanek’s course were encouraged to explore buildings located in their communities, as evidenced by the project outline’s use of the phrase “a heritage building in your

community” in the first line of the project description (Appendix C). During personal communications with Zuzanek (2014), he stated that he encouraged students to choose a subject for their project in the vicinity of where they came from, whether their subject was a historic residence or other type of building, or an older community member. Out of the five reports chosen as case studies, one report includes an explicit reference to the author’s connection to the community. In the report about the Orangeville Town Hall and Opera House, the author states that many times in the past they have seen the defacing and destruction of historical buildings in their home town, and then follows that statement with examples of buildings throughout Orangeville. Other reports that were not chosen as case studies also included personal anecdotes that hint at the author’s connection to the project subject.

Despite the aforementioned reasoning in support of utilizing these reports as baseline data, there are obvious limitations to relying on the information contained within them. The main limitation concerns the accuracy and reliability of the information. Reliable information is defined as consistently of high quality and able to be trusted (Oxford Dictionaries, 2015c). The term validity refers to a specific quality of information, the quality of being logically or factually sound (Oxford Dictionaries, 2015b). Despite the thorough research that undoubtedly went into generating each report, the research design and methods utilized are not explicitly stated. Each report includes a list of references for the information presented; however, documentation of data collection and sampling methods are lacking, for instance transcripts of consultations or interviews with stakeholders are not provided. Due to these limitations, only certain information provided within the archived research reports is utilized, including: location details and attributes, physical building descriptions, usage descriptions, photographic documentation. All of the information derived from the baseline reports is contrasted with new information gathered through the data collection process to ensure its accuracy and reliability. For instance, information about each building’s history is verified by contrasting it with information provided by Heritage Planning Staff and Municipal Heritage Committee members from each case.

As previously mentioned, the case study locations and ARIs are derived from a collection of over 275 reports. Given the sheer volume of reports in the archived research data set, a matrix was created to organize report data and case studies were chosen from a selection of the total data set. The criteria employed to generate a feasible number of case studies are: geographic location, chosen focus for class project, original building use, and population size of each community. Other features that differentiate the reports are also recorded in the archived research data set database; however, they do not factor into case study selection decision-making. The public sector buildings category is of particular interest to this research, given the likelihood that these historic built resources are significant to their respective

communities. This category includes building uses such as: schools, churches, markets, post offices, land registry offices, fairs, jails, courthouses, and town halls and opera houses (Appendix D). The case studies are chosen from within this category, resulting in five cases that include either a former town hall/opera house or a courthouse.

3.4 Indicators & Measures

Study data fit within three categories of criteria that are an essential part of a thorough summative evaluation of the contributions of ARIs towards CD. The criteria categories are a community's (1) Profile, and the (2) Inputs and (3) Outputs of ARIs. Each category of criteria includes indicators and measures used to evaluate ARIs from a variety of perspectives (see Appendix A for study Research Design). The measures that inform the indicators are used because they are reliable, valid, independent variables, reproducible, comparable and demonstrative of linearity (Shiple et. al, 2004).

The measures included within the Profile category are contextual and structural in nature, and so two types of indicators are included: Contextual Characteristics and Structural Characteristics. Contextual Characteristics relate to aspects of a municipality's profile, including its geographic location and proximity to other neighbouring urban centres, population concentration, and labour force status. Measures used to address the Contextual Characteristics indicator include the geographic location of the case, and the case municipality's industrial structure. Structural factors, on the other hand, relate to municipal strategies that govern the adapted built resource and adjacent properties, and the structural characteristics of the adapted resource itself. Measures used to inform the Structural Characteristic indicator include the location of an adapted building, and land use and area designations.

Both the Inputs and Outputs criteria categories address a single indicator, the adaptive reuse intervention, but each criterion is addressed through different measures. Measures within the Inputs category include the instigator, objectives, and agency responsible for implementing each ARI. The mostly qualitative data within the Inputs category was derived from archived research data, secondary online research, questionnaires, and observation. The Outputs criteria category contains both qualitative and quantitative data, and measures that directly inform the study's evaluation of ARI outcomes and the ways in which an intervention contributes to city-wide CD. Notations which indicate the pillar of CD that each measure in the Outputs criteria category relates to are included in Appendix A. The notations address three out of the four CD pillars; these include the economic [E], social [S], and cultural [C] pillars. Specific measures to address the environmental pillar of CD are not included in this study; this is because the adaptive reuse of an existing building is in itself an act of environmental conservation. The

environmental outcomes of ARIs are addressed in further detail within the Literature Review chapter. Measures used to inform the Outputs of ARIs include the types of businesses and industrial sectors present, building tenancy estimates, and the functions and activities present within each adapted building.

3.5 Collection Methods

This study is based on a mixed methods concurrent nested research design. This inter-method approach to data collection occurs in one phase where qualitative and quantitative information is collected simultaneously (Creswell et. al, 2003.) Information derived from mixed questionnaires is corroborated by secondary data and observations to formulate the most accurate and complete description of each case study's municipality and adaptive reuse intervention. Data collection methods are also triangulated to balance and account for the strengths and weaknesses of each method (Johnson & Turner, 2003.)

The primary data collection method employed in this study is the qualitative questionnaire. This data collection instrument is designed to be exploratory and unstructured, with open-ended questions that requires research participants to self-report information in their own words (Johnson and Turner, 2003.) The questionnaire's open-ended question format enables participants to provide in-depth responses, although pre-testing was required to ensure that questions do not result in vague answers. Questions are tailored towards targeted participants, including building owners and tenants, and municipal staff responsible for CD and heritage, resulting in the creation of multiple questionnaires (Appendix E) that address particular indicators and measures, depending on which are most relevant to the participant's role within the intervention. For instance, the questionnaire for municipal employees responsible for CD includes questions about the community's social, cultural and economic goals as expressed through municipal plans and policies.

To validate the information that participants provide through questionnaires, multiple sources of secondary data are consulted. Secondary data is information that already exists or is available to a researcher, and it ranges from official or personal documents to physical data (Johnson & Turner, 2003.) For this study, archived research data and official data are used. The archived research data utilized is the collection of baseline data reports generated by student researchers at the University of Waterloo and stored for future study. Information contained within the archived research data reports is mostly qualitative, and so it is corroborated through reference to official documents including historical books and accounts, municipal cultural heritage designation reports and information derived from online sources including Heritage Canada's building inventory, and the websites of historical associations, and current building tenants and users.

For this study, a profile is created for each case municipality, official documentation in the form of statistical data inform each profile. Research and analysis of statistical data primarily derived from the census enables the collection of information that informs the following measures: population size, proximity to other population centres, dominant industries and employment base. The Statistics Canada website, specifically the 2006 and 2011 census are used to provide this information, as well as municipal data and <odesi>. <odesi> is also known as Ontario Data Documentation, Extraction Service and Infrastructure, and is a digital repository of social science data available to University of Waterloo researchers that provides access to a variety of social science datasets, including both microdata and aggregate data (Ontario Council of University Libraries, 2013). Another web-based application that is used included Google Earth; this tool is used to measure the proximity of the case municipality to the core of neighbouring population centres. Other official data employed in this study include: municipal documents such as business directories, and Official, Secondary and Community Improvement Plans. Online sources including municipal, Business Improvement Area, and Chamber of Commerce websites are consulted as sources for official documents and are reviewed for relevant content included in the websites themselves. Collecting data to inform more than one measure at a time improves the efficiency of the study and reduces the amount of time needed for data collection. Although the following measures are primarily informed by secondary data and questionnaires, observation is also used to assess the building's function, including whether or not the building is still standing and in use; whether or not this use matches the one mentioned in the baseline report, and how much of the building's usable space is in use. Measures such as how many and what kinds of businesses and activities are active within the space are assessed by recording observations from within the building, although this information is primarily derived from online secondary data sources including municipal websites.

3.6 Sampling Methods

To provide a framework for the qualitative and quantitative data collected, multiple sampling methods are employed. Initially, cluster sampling, a probability-based strategy, is used to derive case study locations. The other sampling methods that are most appropriate for this research are examples of non-probability sampling; the probability that a specific sampling unit would be included was unknown at the outset and statistically valid inferences to the whole population were not pursued (Newing, 2011). The broader study location boundary of southern Ontario is sampled using a cluster approach, where the area is divided into several mutually exclusive 'blocks' (Newing, 2011), defined by geographic municipal and regional boundaries. The clusters that are chosen are small population centres within southern Ontario that contain an historic building referenced in the archived research data. As mentioned previously in the discussion of

study location, criteria are utilized to narrow down the archived research data set to create a feasible scope for the study. Resulting cluster samples represent a compromise between practical limitations and theoretical concerns, and help to cut down on time and travel distances between research sites.

Targeted sampling is used for participant selection; also known as purposive or judgment sampling, this process entails intentionally choosing the most relevant sources (Newing, 2011). Targeted sampling is appropriate for this study because the data collected are related to knowledge that specific individuals have. Also, some of the information collected is not readily available to the public, and so certain individuals are likely to have or be able to acquire access to it. Initially, the City Clerk of each case municipality is contacted to deduce who owns or manages each historic building. City Clerks are public officers responsible for recording a city's official proceedings and statistics (Merriam-Webster Dictionary, 2013); contacting this official helps to reduce the amount of time required for data collection. Building owners or managers are then contacted directly to collect information such as the rental income or the mortgage, taxes, maintenance and insurance values for each site. When the building manager or owner is the municipality, the City Clerk assists in determining the appropriate contact within the municipality. Heritage planning staff is also targeted to provide information about the history of each case's historic building.

If the initial targeted participant cannot provide the information sought, snowball sampling is employed. Snowball sampling is a chain referral method where initial targeted participants are asked for other contacts that could be useful to speak with and the researcher then approaches those additional contacts directly (Newing, 2011). Heritage Planning staff members that were unable to provide information about a case study building recommended speaking with members of the Municipal Heritage Committee, and consulting various secondary sources including books about the municipality's history and the building under investigation. The City Clerk is especially useful in this regard, as they are able to direct the researcher towards relevant municipal contacts that can assist in collecting data, including: building ownership and operation, and annual tax rates. Building owners and managers play a significant role in enabling snowball sampling as well, as they are usually able to provide contact information for the primary tenants of each building; who are then able to provide information about sub-tenants and occasional users of the space.

3.7 Analysis

The primary tool utilized for analyzing the five case studies is cross-case synthesis. In cross-case synthesis each case is treated as a separate study, and findings are aggregated across the separate studies

(Yin, 2003). The analytical process occurs in a number of stages within the Analysis & Discussion Chapter, in accordance with the steps of the summative evaluation process. First, step one in the summative evaluation process is expanded upon—describing the outputs and outcomes of implementing the program. A table containing qualitative and quantitative information about ARI outputs is provided to display data from individual cases in a uniform framework (Yin, 2003). Each row of the table represents a category of data drawn from study indicators, such as the industrial activity, and functions and activities present in each ARI. Lettered notations are applied to each category to delineate which CD pillar its content contributes towards. Since environmental contributions are inherent to ARIs, three notations are used to represent the economic [E], social [S], and cultural [C] pillars of CD.

Each case is then individually analyzed to determine ARI outcomes, evaluate whether or not ARI outputs and outcomes meet ARI objectives, and to determine to what degree ARI outputs and outcomes contribute towards city-wide CD objectives. Research discussed throughout the literature review is contrasted with ARI outputs to determine ARI outcomes. This stage of analysis concludes by assigning a determination of success to each case. Determinations of success are based on a calculation of the total percentage of contributions that ARI outputs and outcomes make towards CD objectives. Successful interventions contribute to 50 percent or more of CD objectives, are fully utilized, and include measures that may support access to and accessibility within the adapted building. Next, analysis addresses the second and third steps in the summative evaluation process; these steps illuminate factors that program outputs and outcomes can plausibly be attributed to, and determine the impact of those factors beyond target objectives. The primary tool utilized to identify influencing factors and determine their impacts is cross-case comparison. Cross-case comparison illuminates two types of factors: those that are internal to an ARI, and external to an ARI. Internal factors are ARI inputs, and so a table is provided that displays ARI input data, and facilitates comparison and pattern identification amongst the cases (Yin, 2003). A discussion of cross-case conclusions that explores both similarities and differences amongst the cases accompanies this table. External factors are identified as contextual and structural characteristics related to a case study's host municipality, and the physical characteristics of an adapted building and municipal structures that govern its geographic location. Cross-case comparison is utilized to evaluate the nature to which external factors can be attributed to for program outcomes and outcomes as well. The information utilized in this comparison includes data gathered through measures within the Profile category of the study research design.

The impact of influencing factors beyond target objectives is determined through cross-case comparison as well; however, discussion focuses on the impacts of external factors influencing each ARI

and case municipality. Data about contextual and structural factors is contrasted against relevant literature presented earlier in the study. Contextual factors include the characteristics of a community's profile, such as its population size or concentration, and demographic population profile; whereas structural factors refer to municipal structures that govern ARIs such as development strategies, and the structural characteristics of adapted resources themselves. Related quantitative data are transcribed into tables and graphs, and referenced throughout the discussion.

Discussion of municipal development strategies is aided by the inclusion of two tables. The tables display data about the presence of CD pillars, and the incidence of direct and indirect references towards the term 'heritage' and related terminology in vision statements and CD objectives. The tables in the Analysis & Discussion chapter represent a synthesis of each case's incidence counts, as included in individual case descriptions within the Findings Chapter. During data collection, the researcher counted the number of references towards the four pillars of CD—environment, economic, social and cultural—within the vision statements, city-wide CD objectives, and area-specific objectives presented in municipal Official and Strategic Plans, and Community Improvement Plans. Codification is employed to create spectrums for incidence counts that are identified with a greyscale value to visualize higher or lower degrees of representation for each pillar of CD in municipal development strategies. To determine the incidence of direct and indirect references towards the term 'heritage' during data collection, the researcher manually counts the number of references towards 'heritage' and related terminology in the vision statements and objectives of Official and Strategic Plans, and Community Improvement Plans. Direct references refer to when the term 'heritage' is explicitly stated in the text or closely related terms of 'history-' and 'cultur-' are referred to in part. Indirect references occur when related terminology is referred to in part without a suffix or in full. Related terminology includes the terms 'histor-,' 'cultur-,' 'alternat-,' 'conserv-,' 'preserv-,' 'rehabilitat-,' 'renovat-,' 'replicat-,' 'restor-,' 'revitaliz-,' and adaptive reuse.

The development strategy data tables presented in the Analysis & Discussion chapter include a synthesis of data that are described in the Findings Chapter. Incidence counts of the presence of CD pillars in vision statements and city-wide CD objectives in both Official and Strategic Plans are combined to provide an overall impression of each case's emphasis on the four pillars of CD. In regards to the presence of references towards 'heritage' and related terminology, the incidence counts of individual terms are combined into two categories, direct and indirect references, to facilitate comparison between individual cases. The final stage of analysis occurs within the Recommendations & Conclusion chapter; in this chapter interpretations and conclusions from the other stages of analysis are synthesized into a

model for maximizing the contributions of ARIs to CD. This model is developed by synthesizing conclusions from prior stages of analysis, and contrasting these conclusions against the literature. Description of this model is accompanied by a logic model that graphically visualizes connections between program inputs, activities, outputs and outcomes, and acknowledges underlying assumptions and external influencing factors.

3.8 Ensuring Quality

All of the data collected in this study are described and analyzed within the Findings, and Analysis & Discussion chapters. The study's use of the summative evaluation process ensures a thorough evaluation of the contributions of ARIs towards CD. In addition to describing the outputs and outcomes of ARIs, comparing outputs and outcomes with ARI objectives and evaluating whether or not ARI outputs and outcomes contribute to CD objectives, analysis also considers contextual and structural factors to ensure that the process is exhaustive. Contextual and structural factors are considered during analysis of external factors that may influence the maximization of ARI contributions towards CD objectives. Interpretations derived through cross-case synthesis take all gathered data into account in an effort to establish a well-researched model of how the contributions of ARIs towards CD may be maximized.

Although five distinct municipalities in southern Ontario are used as case studies, efforts are taken to ensure that research findings are externally valid. Cases with similar characteristics, such as statistical population classification and motivations for revitalization, are specifically chosen from the archived research data set to support the external validity of study conclusions. The study's reliance on mixed methods concurrent nested research design also aims to ensure the validity of the data collected. For instance, ARI output, outcome, and input data are derived from four sources: archived research reports, observation during site visits, questionnaires, and secondary online sources. Within-method triangulation (Denzin, 1970) is used to ensure validity of the information. The concepts referred to, such as in the Literature Review chapter, and the conclusions reached are also validated by the inclusion of references to major rival interpretations throughout the study.

Despite efforts to support external validity, the results of this study may not be generalized to all cases of adaptive reuse. The outputs and outcomes of ARIs are influenced by several external factors including the geographic location and development strategy of the local community, and the type and size of building being adapted. The research design utilized in this study can be generalized; however, and applied to ARIs in other urban areas. The methods used in this study are based on frameworks which can

be repeated in other contexts (Morel-Edniebrown, 2012), and the same types of source materials are available in several municipalities.

Chapter 4

Research Findings

This chapter addresses the first step of the summative evaluation process, describing the outputs and outcomes of implementing the program. Findings derived from study data sources and collection methods are discussed in detail. Data sources include archived research reports, the 2006 and 2011 censuses, official documents and online sources. Collection methods include review of secondary sources, questionnaires, and observations made by the researcher during site visits. Archived research data forms the basis of all historical descriptions found within this chapter. In accordance with the research design, archived research data are corroborated by additional data sources as cited throughout the chapter. This study is rooted in a mixed method concurrent nested research design (Wurtz, 2009; Biddix, 2009), and so questionnaires sought both qualitative and quantitative data.

Information gathered from all data sources and collection methods are concurrently explored within the following thematically-based sections. This chapter is organized by case study, and description of each case is divided into two sections to address study objectives (1) to describe adaptive reuse interventions (ARI) in five communities, and (2) to describe community development (CD) in five communities. Tables are provided throughout the chapter to facilitate description. Case studies begin by describing the profile of each case municipality, including its geographic location, population concentration and demographic population profile, industrial structure, and built cultural heritage resource. The data presented in each case municipality's profile are referred to in the Analysis & Discussion chapter during evaluation of external factors that may influence ARI outputs and outcomes. Each case study description also includes tables that summarize ARI inputs and ARI outputs; these summary tables are used in the Analysis & Discussion chapter to assess differences and similarities between the cases. ARI outputs are categorized by study measure within the ARI Outputs summary table, and lettered notations are applied to each category to delineate which pillar(s) of CD each measure relates to. The environment pillar of CD is not included as a notation because measures to address this pillar are not explicitly included in the study research design. Each case concludes by presenting findings about the case municipality's CD strategy. Tables that display the incidence counts for the presence of the four pillars of CD and references toward 'heritage' and related terminology within development strategies are provided.

4.1 Aylmer, Ontario

Geographic Location

The Town of Aylmer is located within Elgin County, less than 15 kilometres due north from the shores of Lake Erie. The Town's municipal boundaries enclose an area of 6.22 square kilometres. Elgin County is situated between Windsor and Toronto, near two major border crossings into the United States—in Niagara Falls and Windsor. A 400-series highway—the Macdonald-Cartier Freeway, also known as King's Highway 401—is less than 25 kilometres north of Aylmer (Google Earth, 2013). The town is also bisected by the provincially-maintained King's Highway 3. Google Map's direction features show that due to its location, Aylmer is within a two hour drive of several large urban population centres. These centres include the City of London at a distance of 41.6 kilometres, the Regional Municipality of Waterloo at 117 kilometers and the City of Toronto at a distance of 190 kilometres.

Population & Demographic Population Profile

As of the 2011 census, Aylmer's total population was 7,151 people, representing a 1.2 percent increase from its last reported population size of 7,069 in 2006 (Statistics Canada, 2012e). In the 2011 census, Aylmer's median age was 39.5 years (ibid); relatively similar to the provincial median age of 40.4 years and the median age of Canada at 40.6 years. Its population base consisted of 18.9 percent children (0–14), 63.6 percent working age population (15–64) and 17.5 percent at 65 years of age or older (ibid). Aylmer's age distribution includes a higher percentage of children and adults over 65 years of age and a lower percentage of working age population than the provincial average in the 2011 Census (Statistics Canada, 2012f). Ontario's age distribution is representative, within a percentage point, of Canada's age distribution, and so Aylmer's distribution is close to national averages as well.

Industrial Structure

Aylmer's top six industries are derived from Statistics Canada's (2013) National Household Survey (NHS) Profile for 2011, as presented in Table 1. The Manufacturing, and Transportation and Warehousing industries employ 28.4 percent of Aylmer's total labour force alone. The Town of Aylmer describes its economic base using different terminology on its municipal website, and states that its key industries are advanced

Table 1: Industrial Structure		
Industrial Sector	Total labour force	% of total
31-33 Manufacturing	585	16.9
48-49 Transportation and Warehousing	400	11.5
62 Health Care and Social Assistance	335	9.7
44-45 Retail Trade	330	9.5
72 Accommodation and Food Services	280	8.1
23 Construction	275	7.9
Sub-total of top 6 sectors	2,205	63.6
Total	3,465	100.0

Table 1: Top 6 industries, in terms of total labour force population aged 15 years and over, for the Town of Aylmer (Source: Statistics Canada, 2011)

manufacturing, composites, food processing and green technology (Town of Aylmer, 2014).

In the 2011 NHS, Aylmer's labour force status included a participation rate of 60.5 percent, an employment rate of 53.7 percent, and an unemployment rate of 11.3 percent (Statistics Canada, 2013). Aylmer's participation rate is 5.0 percentage points lower than Ontario's 2011 participation rate of 65.5 percent (Statistics Canada, 2013b). The community also has a lower employment rate and higher unemployment rate than Ontario's recorded rates of 60.1 percent employment and 8.3 percent unemployment (ibid). Of its employed population, 12.4 percent of workers are self-employed, slightly higher than the Province of Ontario's 2011 average of 10.6 percent. The town's top occupations—listed in order of prevalence—are transport and heavy equipment operation and related maintenance occupations; industrial, electrical and construction trades; and service support and other service occupations (Statistics Canada, 2013).

Built Cultural Heritage Resource

In accordance with the archived research data, the Old Town Hall and Opera House is the subject of this investigation (Student Author, 1989). Shortly after Aylmer became an incorporated village in 1872 (Aylmer-Malahide Museum & Archives, 2013), a central location was secured for the erection of a new town hall. Architectural design was awarded to the firm of George Watson and Son, John H. Arkell was hired as contractor, and construction inspections were handed by Harrison Maw (Elgin County Library, 2007). The chosen location was a lot at the corner of John Street, also known as Elgin County Road 73, and Provincial Highway 3, which are two arterial roads that bisect the core commercial district. The address of the Old Town Hall and Opera House is 38 John Street South. The construction of a Town Hall with Italianate styling and expansive Romanesque windows was complete by 1874 (Town of Aylmer, 2008). The building's grand, two storey scale was matched with fine brick and woodwork along its pediment, and around its window and entrance openings. A unique feature of the Opera House is its large painted Union Jack across the length of the ceiling. On March 14, 1980, the Old Town Hall was designated under Part IV of the *Ontario Heritage Act* under By-Law No.21-80 (Corporation of the Town of Aylmer, 1980). A Conservation Easement between the Town of Aylmer and the Ontario Heritage Trust (Corporation of the Town of Aylmer, 1981) also exists for restoration and renovation of the building. The Old Town Hall was originally owned by the Village of Aylmer, and questionnaire respondents confirm that the building continues to be owned and administered by the Town (personal communication, 2014).

From the time it was constructed, the Town Hall was a multipurpose facility. Building functions included the clerk-treasurer's office and Council chambers, the post office, police department with a cell block, locker rooms and a Mechanics' Institute with a reading room (Elgin County Library, 2007). An Opera House was built into the second floor, and rented to local and visiting groups and individuals for

events including performances, church services, meetings and lectures. The building housed several uses over time including the offices of the Town Assessor, fire department, public works and private businesses, criminal and small claims court and driver examinations, as well as rations issues offices and welfare officer's rooms during wars and the Great Depression (Elgin County Library, 2007).

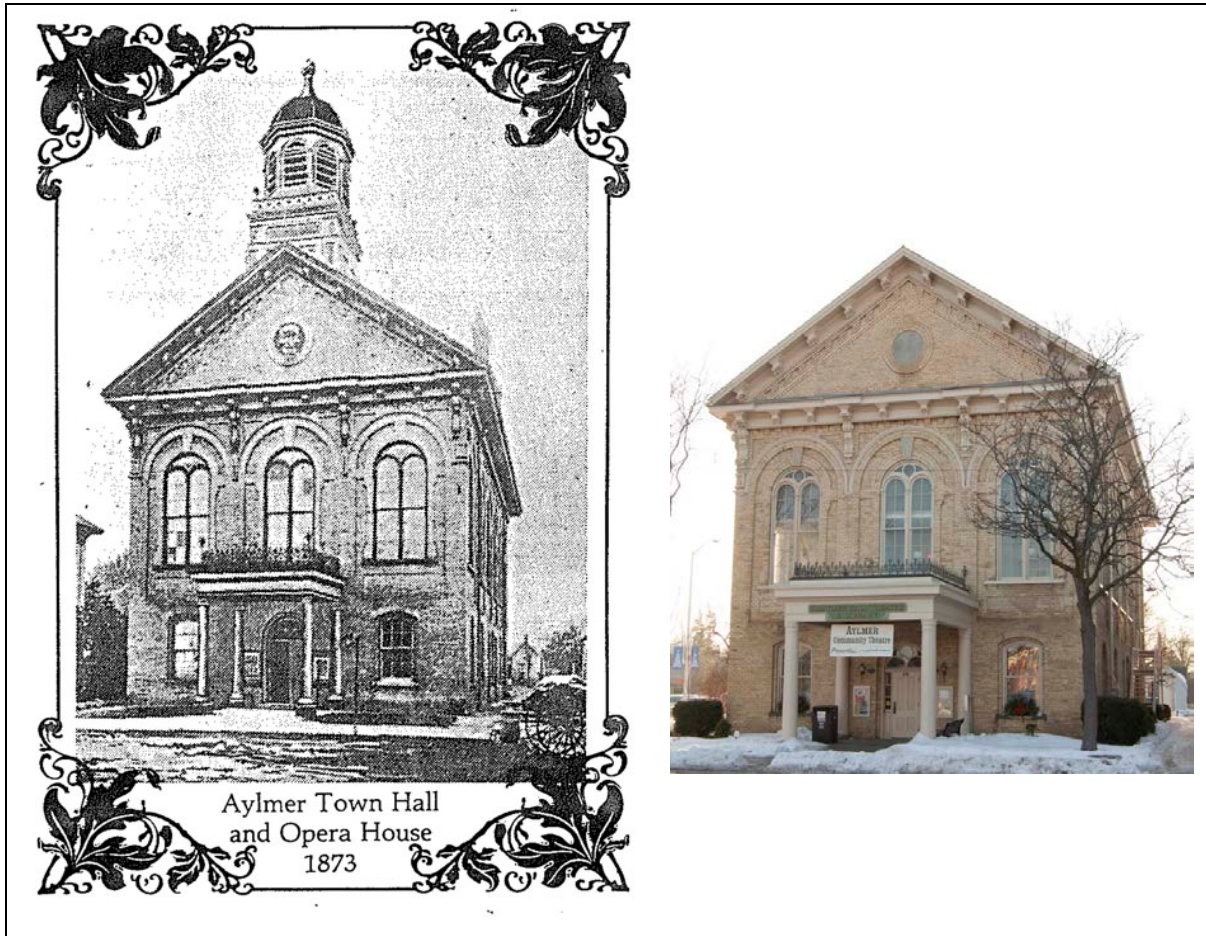


Figure 2: Aylmer Town Hall and Opera House (Source: unknown, 1873), Old Town Hall and Opera House (Source: Amy Calder, 2014)

In 1896, the Town Hall required its first round of improvements. A special Council Committee stated that the front entrance was “inadequate and unsafe” and a local newspaper reported that the Opera House’s small scale was unattractive to first class touring theatrical companies (Elgin County Library, 2007). Successive restoration, renovations and additions occurred throughout the late 1800s to the early 1900s. Use of the Opera house began to decline after the Second World War, and new facilities, such as the Aylmer High School’s auditorium and the Aylmer Arena, reduced demand for the Opera House. As safety and structural regulations changed, the Opera House’s heating system and structure were deemed improper. The final push towards the Opera House’s closure in the mid-1950s was the advent of radio and television. In 1976, relocation of municipal offices and the police department left the ground floor vacant.

4.1.1 Objective 1: The Old Town Hall and Opera House ARI

Several factors instigated the need for adaptive reuse of the Town Hall and Opera House, these included: construction of other modern facilities, relocation of the Town’s municipal offices and services in 1976, and structural and mechanical concerns. Prior to initiating the adaptive reuse intervention, the Town of Aylmer discussed the fate of the Town Hall and entertained proposals (Elgin County Library, 2007) for several years. The Town considered demolishing the building to create twenty new parking spots downtown; however some members of the community pushed for reuse of the Town Hall. In 1978, a group of citizens united as Heritage Aylmer to lobby council to restore the building. Elgin County entered the discussion and proposed creating a new library on the ground floor, as they had outgrown their Carnegie library building (Elgin County Library, 2007). The Town Council held a referendum in 1980, posing the question: “Are you in favour of restoring the Old Town Hall to house a new public library (Elgin County Library, 2007)?” Even though residents of Aylmer did not vote in favour, Aylmer Town Council acted counter to the referendum’s result and proceeded with the restoration project.

The restoration of the Town Hall served the objectives of several stakeholders: Elgin County, the Town of Aylmer, Heritage Aylmer and some members of the community. Objectives included preserving the building’s architectural, associative and contextual value; revitalizing a central corner within the core commercial district, and providing an existing library branch with additional space. Elgin County Library’s document, *Building Heritage* (2007), explains that the restoration project and adaptive reuse intervention occurred in two phrases. Phase 1, the ground floor, was completed in 1982 and Phase 2, the upper level, was completed in 1988. Table 2 provides a concise outline of the inputs involved in the ARI.

Table 2: Aylmer Old Town Hall and Opera House ARI Inputs	
<i>Instigator</i>	Citizen group, Heritage Aylmer
<i>Objectives</i>	Productive use, downtown revitalization; Built cultural heritage preservation and conservation; Library, performance venue and community centre
<i>Agency Responsible</i>	Corporation of the Town of Aylmer
<i>Funding</i>	Federal and Provincial government grants and funding programs; Municipal funds, loan; Community services organizations; Sale of previous library; Individual donations
<i>Completed</i>	Phase 1, 1982; Phase 2, 1988
<i>Ownership</i>	Corporation of the Town of Aylmer

Table 2: Summary of the Aylmer Old Town Hall and Opera House ARI's inputs

Ventin Architects was commissioned to do a feasibility study for renovation work during Phase 1 and was later retained as architect for the project. Construction management was contracted to Gilvesy Construction Ltd. of Tillsonburg, Ontario. Funding for Phase 1 came from multiple public and private sources. Preparatory work was done by students and other individuals working under government funding programs, Summer Employment Works and Canada Winter Works. Additional funding came from the

County of Elgin, the Town of Aylmer, the Ontario Heritage Foundation, Wintario, community services organizations, Heritage Aylmer, proceeds from the sale of the previous library building and individual donors. The provincial government also funded three-quarters of the cost of installing an elevator in the building (Elgin County Library, 2007). The Aylmer Old Town Hall Library, the most active of the Elgin County Library System's ten branches (County of Elgin, 2014), was officially opened on June 18, 1982.

Phase 2 addressed the second storey Opera House, for which Ventin Architects prepared a feasibility study, and performed the restoration and renovation work. A special committee of the Town of Aylmer recommended the transformation of the Opera House into a combined performance venue and community centre. The feasibility study recommended a two storey addition to the existing structure to allow for additional features and spaces for the library and the Opera House. Heritage proponents felt that an addition would alter the integrity of the building's symmetrically balanced facades. Council decided not to pursue the addition; instead renovations included installing one hundred and eighty-five seats in the theatre, dressing rooms above the stage, and a basic sound and lighting booth at the rear of the balcony.

Funding for Phase 2 also came from several sources; this time the Town did not dedicate funding to the project, although they took out a loan with the permission of the Ontario Municipal Board. Other funding came from a provincial government grant, the Ministry of Citizenship and Culture's Community Facilities Improvement Program. Private donations were also necessary, and at a larger percentage of total funding than was required for Phase 1. Heritage Aylmer was responsible for raising this portion of the funding required. Fundraising was successful; structural reinforcements, drywall work and finishing touches occurred throughout the summer of 1988. A ceremony and public open house marked the official opening of Phase 2 in late September of 1988 (Elgin County Library, 2007).

Primary and secondary sources confirmed that the Old Town Hall and Opera House continues to house an Elgin County branch library on the ground floor and a performance venue on the upper level. Questionnaire respondents reported that the Town of Aylmer leases the ground floor to Elgin County, and administers rentals of the upper level space on a per diem basis. Uses include theatrical productions, community meetings and musical performances, and are described in further detail within this Findings chapter. Questionnaire respondents stated that the building is fully utilized; all usable spaces within the building are occupied or rented on a per diem basis. One questionnaire respondent pointed to the uncertain future of the library branch's location (personal communications, 2014).

The Elgin County Library branch has once again outgrown its current location; Mayor Jack Couckuyt confirmed this sentiment and added that "Provincial accessibility requirements alone dictate an expanded library (The Aylmer News, 2011)." Aylmer Town Council authorized Ventin Group to prepare a feasibility study for the construction of a new library facility at 46 John Street South in 2003. Media

sources including the Aylmer Express, The Aylmer News and Mayor Jack's Blog confirm that the location of the library has been under consideration for some time. A document provided on Mayor Jack's Blog outlines the discussion's chronology starting in 1982 when the initial lease to house the library branch in the Old Town Hall was signed. The document outlines stages of the discussion including a needs assessment and planning process (initiated in 2004), feasibility study (2004–2005) and design concepts (2013) for the construction of a new library building (Couckuyt, 2014). In April of 2014 the Township of Malahide, a neighbouring census subdivision within Elgin County that collaborates on issues of mutual interest, requested a delay in awarding Tender contracts for the new facility's construction. Malahide asked the Town to consider relocating the library to the East Elgin Community Complex (EECC), constructed in 2004 as a jointly owned and operated facility between Malahide and Aylmer (LeisurePlan International Inc., 2014). Council agreed and carried a motion to provide an opportunity for discussion until June 2, 2014, with the intention of working out an agreement to establish the Aylmer Branch in the EECC. A questionnaire respondent corroborated the existence of this motion, adding that "this may not be the end of the matter (personal communication, 2014)." The fate of the Town Hall's ground floor is not set in stone; although on September 4, 2012 Council carried a motion to offer the ground floor of the building to the Aylmer and Malahide Museum when, and if, the library moves into a new facility (Town of Aylmer, 2012).¹⁷

ARI outputs are drawn from secondary and primary data sources. Upon performing an online search for the 'Aylmer Old Town Hall,' the first resources encountered were the websites of the Elgin County library, Aylmer Performing Arts Council, Aylmer Community Theatre, the Town of Aylmer, and Service Ontario. The researcher reviewed these websites and collected information about current users, functions and activities within the building. Specific details related to the building's functions were also available, such as hours of operation and services, special event rentals, past and upcoming performance schedules and contact information. From April to June of 2014, questionnaires were sent to targeted participants within the Town of Aylmer's municipal staff, as well as users of the Old Town Hall and Opera House. Of the four municipal staff members contacted, one respondent accepted participation in the study; however, a completed questionnaire was not received. Three organizations, who are primary users of the Opera House, were contacted and the researcher received acceptance of participation and completed questionnaires from two respondents. The researcher also visited the Town of Aylmer from February 19th to 20th of 2014 to photographically document and gather observations (Appendix F) about the Old Town Hall and Opera House. ARI result findings are summarized in Table 3.

¹⁷ As of study completion, discussions on relocating the Elgin County library branch are ongoing.

Table 3: Aylmer Old Town Hall and Opera House ARI Outputs						
User [S, C]	Type of Business [E]	Industry (by NAICS, 2012) [E, C]	Tenancy [E,S,C]	Employment Positions [E]		Functions & Activities [S, C]
				#	Type	
Town of Aylmer	Municipal Government	91 - Public Administration	Owner	n/a	n/a	Town hall meetings
Elgin County	Municipal Government	51 - Information & Cultural Services	Annual Lease	5	PAID: Supervisor, Branch Assistants	Library ¹⁸
Aylmer Performing Arts Council	Not-for-profit	71 - Arts, Entertainment & Recreation	Occasional	12	UNPAID: Committee	Film screenings, musical concerts
Aylmer Community Theatre	Not-for-profit	71 - Arts, Entertainment & Recreation	Occasional	0	UNPAID: Board of Directors (President, Secretary, Treasurer, Artistic Director)	Theatre productions
Community Organizations	Community organization	71 - Arts, Entertainment & Recreation, Misc. Special interest	Occasional	0	n/a	Performing arts, group meetings
Commercial organizations	For-profit	44-45 - Retail Trade, Misc.	Occasional	n/a	n/a	Retail events

Legend: [E] = economic, [S] = social, [C] = cultural

Table 3: Summary of outputs, including the users, functions and activities found within the Aylmer Old Town Hall and Opera House ARI. This table includes notations (see Legend) of which CD pillar each output contributes towards.

¹⁸ As of May 2015, the Elgin County Library launched a Maker Space in the Aylmer Old Town Hall Library. This space expands the library's current service offering to include demonstrations and activities involving technologies such as 3D printing, video editing and production, and photographic negative and slide conversion.

4.1.2 Objective 2: Community Development in Aylmer

The Town of Aylmer expresses its objectives for CD through its Official Plan (OP), and Aylmer's Community Improvement Plan. Aylmer's OP was originally adopted in 1999; subsequent amendments have been made, adopted and approved by Council over the years. The Town's *Official Plan: Office Consolidation 2008* is used to ascertain Aylmer's vision and objectives. The Town of Aylmer intends for its OP to guide physical development and have regard for social, economic and environmental issues (Town of Aylmer, 2008); objectives are reinforced with policy for action and implementation of the plan. Aylmer's *Municipal Development Strategy* in Section 2 of its OP outlines the community's vision, referred to as its strategic direction. Section 2 begins by outlining the Town's mission statement: "Aylmer will be a vibrant market centre for East Elgin (Town of Aylmer, 2008)." To fulfill this role and to "ensure and enhance [its] small town atmosphere," (ibid), the mission statement is accompanied by eight objectives that guide the Town's actions:

1. Ensure the quality of life and safety of families and neighbourhoods;
2. Encourage and facilitate enterprise in business;
3. Preserve our heritage and the natural environment;
4. Strive for economic diversity;
5. Respect cultural diversity
6. Ensure planned, orderly growth;
7. Make the Town attractive;
8. Promote spirit of community participation.

In addition to these eight objectives, the Aylmer includes area-specific objectives in its OP that are related to the Town's commercial hierarchy of six land use designations. The Old Town Hall is located within the Core Area, or Core Commercial Area, designation. This area is at the top of the land use designation hierarchy due to its commercial role and function, and the Town's desire to foster the area "as the central focus of commercial and civic land use (Town of Aylmer, 2008)." To achieve this aim, the OP enables Council to designate areas where physical and/or socio-economic changes may or have occurred as Community Improvement Areas. The Town of Aylmer designated its Downtown area as a Community Improvement Project Area, and a Community Improvement Plan (CIP) was developed and passed by Council under By-law 35-12 (Town of Aylmer, 2012). Specific objectives for the Downtown area are outlined in Section 3.1 within the CIP (see Appendix G). These area-specific objectives reference streetscape beautification and enhancement of the area's character, the preservation and restoration of heritage assets, residential development and rehabilitation, and the development of urban design guidelines.

The OP and CIP documents are reviewed to evaluate the presence of heritage conservation and preservation within Aylmer’s mission statement and objectives. The Town of Aylmer makes several direct and indirect references to ‘heritage’ within the OP and CIP. For instance, the preservation of heritage is stated as a priority for CD through Objective 3 of its *Municipal Development Strategy* (Town of Aylmer, 2008). Following this, other direct and indirect references are made; Table 4 captures the number of direct and indirect references to ‘heritage’ and related terminology.

Table 4: Direct and Indirect References to ‘Heritage’				
Document	Sections	Type of Reference	Terminology	Incidence
Town of Aylmer. (2008). <i>Official Plan: Office Consolidation 2008.</i>	2.1: Strategic Direction of Plan	Direct	‘Heritage’	1
			‘Histor-’	0
		Indirect	‘cultur-’	1
			‘alterat-’, ‘conserv-’, ‘preserv-’, ‘rehabilitat-’, ‘renovat-’, ‘replicat-’, ‘restor-’, ‘revitaliz-’, ‘adaptive reuse’	0
Town of Aylmer. (2012). By-law No. 35-12. <i>Appendix B: Community Improvement Plan.</i>	3.1: Downtown: Objectives	Direct	‘Heritage’	1
			‘Histor-’	1
		Indirect	‘cultur-’	0
			‘alterat-’, ‘conserv-’, ‘preserv-’, ‘rehabilitat-’, ‘renovat-’, ‘replicat-’, ‘restor-’, ‘revitaliz-’, ‘adaptive reuse’	11

Table 4: Incidence of direct and indirect references to the term ‘heritage’ and related terminology within vision statements and objectives in the Town of Aylmer’s *Official Plan Office Consolidation 2008* and *By-Law No. 35-12*

The same sections within Aylmer’s OP and CIP were utilized to determine the presence of the four pillars of CD (Table 5). From the summary presented in Table 5, it becomes apparent that the Town of Aylmer’s vision statement emphasizes the social and cultural pillars. Aylmer’s CD objectives reinforce this focus on social and cultural pillars, and also include references to the economic pillar of CD. The area-specific objectives stated for Aylmer’s Downtown area have a primarily economic focus; however, references to the social and cultural pillars are present here as well.

Table 5: Presence of CD Pillars				
DATA	E	S	En	C
<i>Vision Statement</i>	1	2	0	2
<i>Objectives</i>	4	5	2	5
<i>Area-specific Objectives</i>	6	3	2	3
E = economic, S= social, En= environmental, C= cultural				
Incidence of data related to CD Pillars				
0	1-2	3-4	5-6	7+

Table 5: Presence of the four pillars of CD within the Town of Aylmer’s vision statement, objectives and area-specific objectives, as derived from its *Official Plan: Office Consolidation 2008* and *By-Law 35.12*

4.2 Niagara-on-the-Lake, Ontario

Geographic Location

The Town of Niagara-on-the-Lake is situated in the Regional Municipality of Niagara; an area with a total population of 431,346 people in 2011 (Statistics Canada, 2012g). As its title suggests, the Town is located along the shores of Lake Ontario, specifically at the mouth of the Niagara River. The Town's total land area measured 132.83 kilometres by the 2011 Census. The Regional Municipality of Niagara is located between Windsor and Toronto; this geographic area abuts the Canada-United States border and contains the Lewiston-Queenston Bridge crossing between the two countries. The Town of Niagara-on-the-Lake is located less than 14 kilometres northeast of a 400-series highway (Google Earth, 2013b), the Queen Elizabeth Way (QEW), which is Canada's oldest inter-city divided highway (Bever, 2013a). Niagara Regional Road 55, a former provincially-maintained highway, connects the Town directly to this major route (Bever, 2013b). Niagara-on-the-Lake is within a two-and-a-half hour drive of several large urban population centres in Ontario, including London (201 kilometres), Kitchener (140 kilometres), and Toronto (129 kilometres) according to Google Maps' directions feature.

Population & Demographic Population Profile

In 2011, Niagara-on-the-Lake had a population of 15,400, a 5.6 percentage change from its 2006 population of 14,587 as reported in the Census (Statistics Canada, 2012h). The town had a median age of 51.0 by the 2011 Census, more than 10 years older than the provincial median in Ontario at 40.4 years and the national median of 40.6 years. By 2011, the population base of the Town of Niagara-on-the-Lake consists of 13.4 percent children (0–14), 60.7 percent working age population (15–64) and 25.9 percent at 65 years and over (Statistics Canada, 2012h). In comparison to Ontario's age distribution, Niagara-on-the-Lake's population had 11.3 percent more individuals 65 years of age and over than the provincial average of 14.6 percent in the 2011 Census (Statistics Canada, 2012f).

Industrial Structure

Table 6: Industrial Structure		
Industrial Sector	Total labour force	% of total
44-45 Retail Trade	875	12.1
62 Health Care and Social Assistance	655	9.1
72 Accommodation and Food Services	630	8.7
31-33 Manufacturing	600	8.3
71 Arts, Entertainment and Recreation	515	7.2
11 Agriculture, forestry, fishing and hunting	505	7.0
Sub-total of top 6 sectors	3,780	52.4
Total	7,205	100.0

Table 6: Top 6 industries, in terms of total labour force population aged 15 years and over, for the Town of Orangeville (Source: Statistics Canada, 2013c)

Table 6 presents the top six industries for Niagara-on-the-Lake’s employed labour force, as defined in Statistics Canada’s *National Household Survey Profile*. Niagara-on-the-Lake’s top three industries—Retail Trade, Health Care and Social Assistance, and Accommodation and Food Services—employ 29.9 percent of its total labour force population. The Niagara Region’s Economic Development (NED) Services website refers to a Canadian Business Patterns survey produced by Statistics Canada in 2009 to

define the Town’s primary economic activities. The tabulation available on NED’s webpage states economic activity by industrial sector (by 2012 NAICS code), and presents the number of businesses in each sector and percentage of local businesses. By this account, NED describes the top three industries in Niagara-on-the-Lake as “Agriculture or agriculture-related activities,” “Professional, scientific and technical services,” and “Construction” (NED, 2009). Retail trade comes in fourth in this tabulation.

As of the 2011 Census, Niagara-on-the-Lake’s labour force status included a participation rate of 57.3 percent, an employment rate of 53.8 percent and an unemployment rate of 6.1 percent (Statistics Canada, 2013c). Of its total employed labour force, 20.0 percent were self-employed including individuals with an incorporated or unincorporated business and unpaid family workers (*ibid*); a significantly higher percentage than the Province of Ontario’s average of 10.6 percent in 2011 (Statistics Canada, 2013b). The top occupations, in order of prevalence, in the Town of Niagara-on-the-Lake were Middle management occupation in trades, transportation, production and utilities, Middle management occupations in retail and wholesale trade and customer services, and Sales representatives and salespersons - Wholesale and retail trade (Statistics Canada, 2013c).

Built Cultural Heritage Resource

The archived research data that this study is rooted in discusses the adaptive reuse of the Niagara District Court House. The Court House was initially constructed because municipal authorities feared that St. Catharines would surpass the town as the political centre of the District of Niagara (OHT, 2014). Construction of the three-storey building occurred from 1846–48, and included the creation of government and community spaces. Original ownership of the building rested with the District of Niagara

(OHT, 2014). The building, located at 26 Queen Street, was designed by architect William Thomas in the neoclassical style and constructed by Garvie and Company (Parks Canada, n.d.). The building is representative of monumental public architecture, Canada's Historic Places (n.d.) notes that the court house "is distinguished by a projecting frontispiece and a heavily bracketed cornice and pediment. The main entrance is framed by Doric columns that support a portico with a stone balustrade."

The Niagara District Court House has several layers of legislative designation, beginning with its designation by the Town of Niagara-on-the-Lake under Part IV of the Ontario Heritage Act (OHA) with By-law 813 77 in 1978. In 1981, the Government of Canada followed suit and formerly recognized the building as a National Historic Site of Canada under the Historic Sites and Monuments Act; however, unlike the OHA designation, a National Historic Site designation offers no legal protection. The Town of Niagara-on-the-Lake encompassed the court house within the Queen-Picton Heritage Conservation District, designated under Part V of the OHA, in 1986 (Hill,1986). In 1988, The Ontario Heritage Trust secured a heritage conservation easement against the property, which is a voluntary legal agreement that enables the Trust and Niagara-on-the-Lake to work in partnership to protect the property (OHT, 2014). The Government of Canada encompassed both the district and the court house in its 2004 recognition of the Town of Niagara-on-the-Lake as a National Historic Site of Canada; designation of this historic district covers twenty-five city blocks and includes more than 90 buildings (Parks Canada, 2009).

When the Niagara District Court House opened in 1848, it was used as a multipurpose facility. Its functions included a courthouse, jail, offices, town hall and market place. The Niagara District Court House housed a court room for less than twenty years, in 1865 the administrative and judicial functions, of former Lincoln County, were relocated to St. Catharines. Ownership of the building was turned over to the Regional Municipality of Niagara at this time, and the building went on to serve a number of functions. Even though the building's uses changed overtime, a blend of community and government spaces were maintained throughout its lifespan.

After all furniture from the former courtrooms and offices had been removed, the Town began to use the spaces as a venue for concerts and galas. An archival photograph of the Niagara District Court House in 1910 shows the Imperial Bank and a Post Office occupying the main floor (Macdonald & Zuberec Architects, 1979). In the 1940s an upper storey room was converted to a performance space with a stage opening and removed former meetings rooms on the upper level. Over time, public washrooms were added to the main floor and a second floor kitchenette was installed. In 1962, the Shaw Festival Theatre was born within the Court House building. The festival continues to utilize the large upper level space as a second stage and installs removable seating and lighting to allow the Town to rent it out for other purposes around the theatre season. The building continued to host primarily municipal functions,

including a jail on the first floor, until the 1970s. In 1979, the market functions had been removed and a library was present in the lower levels of the building.



Figure 3: Niagara District Courthouse (Source: Student Author, 1998), Niagara District Courthouse (Source: Amy Calder, 2015)

4.2.1 Objective 1: The Niagara District Courthouse ARI

From the late 1960s to early 1970s, twenty-six municipalities within the former countries of Lincoln and Welland were amalgamated to form the Regional Municipality of Niagara (Niagara Region, 2014).

During amalgamation, ownership of the Niagara District Court House was transferred to the Town of Niagara-on-the-Lake. The Town initiated restoration and renovation of the Niagara District Court House as a Bicentennial project, and its Local Architectural Conservation Advisory Committee (LACAC) was involved in implementing the project. A survey respondent confirmed that the vision for the Niagara District Court Houses' adaptive reuse was to create a community facility that housed a library, meeting rooms, and spaces for community events and arts and cultural facilities.

In 1979, the Town hired Macdonald & Zuberec, Architects to produce a feasibility study for the restoration and renovation of the Niagara District Court House. The feasibility study was directed by several objectives, including examining and providing recommendations for improving the physical condition of the building. The study also explored how to make the building more attractive to present and potential tenants, and how to increase usage of the present building volume (Macdonald & Zuberec Architects, 1979). Recommendations included physical alterations to bring the building into compliance with present safety and structural codes, as well as several possible uses. Uses included an expanded library, maintenance of tenants including the Chamber of Commerce, Police and Shaw Festival theatre, and recommended the provision of space for an additional governmental tenant such as Parks Canada (ibid).

Table 7: Niagara District Court House ARI Inputs	
<i>Instigator</i>	Town of Niagara-on-the-Lake
<i>Objectives</i>	Community facility, library, meeting rooms, community event space, arts and cultural facilities space
<i>Agency Responsible</i>	Corporation of the Town of Niagara-on-the-Lake
<i>Funding</i>	Provincial government grants and funding programs; Municipal resource funds; Individual and Organizational donations
<i>Completed</i>	Phase 1, 1983; Phase 2, 1984
<i>Ownership</i>	Corporation of the Town of Niagara-on-the-Lake

Table 7: Summary of the Niagara District Court House adaptive reuse intervention's inputs.

Table 7 summarizes inputs used in the Niagara District Court House ARI. The Niagara District Court House adaptive reuse intervention occurred in two phases with funding from multiple sources. Funding sources included grants from the Province of Ontario's Ministry of Citizenship and Culture, Municipal Reserve Funds and donations from the Private Sector. The production company of a movie called *The Dead Zone*, which was filming in the area at the time, provided the Town a cash donation for use in the ARI. Phase 1 of building restoration took place in 1983 and included major mechanical working including installation of an elevator, electrical and architectural work on the interior of the building. Phase

2 was complete by spring of 1984 and included the completion of mechanical, electrical and architectural works and exterior finishing. By 1986, the bank and Post Office were no longer present and offices, meetings rooms, the former jail, and Town Officials including the Clerk's office, Council Chamber and Mayor's Office occupied the first floor of the building. The Niagara District Court House continued to house an expanded library, Lord Mayor's reception chamber, rental offices and the Shaw Festival theatre to 1998 (Student Author, 1998). By the late 1990s, other uses had been introduced including the Regional Police facilities and the Chamber of Commerce offices. Today, the building is fully utilized by following tenants: Parks Canada, Chamber of Commerce, Town of Niagara-on-the-Lake Visitor Information Centre, and the Shaw Festival Theatre. Survey respondents confirmed these uses, and noted that temporary uses of the space include meetings and special events.

The first websites encountered when performing an online search for the 'Niagara District Court House' were those of Historic Places, the Ontario Heritage Trust, Ontario Plaques, and the Niagara Regional Police Service. These resources focused primarily on the historic value of the building, with minor references made to its current functions. On the Niagara Regional Police Service website, visitors are directed to a court locations listing page within which the Niagara District Court House is not included. Information provided by questionnaire respondents and observations gathered during site visits are the primary data used to verify the building's current users, functions and activities. All three of the court house's primary tenants—the Niagara-on-the-Lake Chamber of Commerce, Shaw Festival, and Parks Canada—accepted participation in the study and completed questionnaires. A site visit to the Town of Niagara-on-the-Lake was conducted on February 20th of 2014 to photographically document and record observations (Appendix F) about the built cultural heritage resource under investigation. ARI result findings are summarized in Table 8.

Table 8: Niagara District Court House ARI Outputs						
User [S, C]	Type of Business [E]	Industry (by NAICS, 2012) [E, C]	Tenancy [E,S,C]	Employment Positions [E]		Functions & Activities [S, C]
				#	Type	
Town of Niagara-on-the-Lake	Municipal Government	91 - Public Administration	Owner	n/a	n/a	Municipal Heritage Committee meetings, Lord Mayor's reception room, ceremonial use
Parks Canada, Niagara National Historic Sites	Federal Government	71 - Arts, Entertainment and Recreation, 91 - Public Administration	Annual Lease	8-10	PAID: administrative, management, special event and corporate event coordinators, internet and new media coordinator, asset management, general works supervisor, seasonal work space	Office space
Niagara-on-the-Lake Chamber of Commerce	Not-for-profit	56 - Administrative and support, waste management and remediation services, 81 - Other Services (except Public Administration)	Annual Lease	10	PAID: Executive Director, Administration and Accounting, Information Officers, Event Planning Officers, Membership Services	Office space, Visitor Information Centre
Shaw Festival Theatre	Not-for-profit	71 - Arts, Entertainment and Recreation	Seasonal (Mar - Oct)	15-35	PAID: Front of House Manager, ushers, bartenders, actors, technical directors, stage managers, backstage crew, props and wardrobe runners	Professional theatre venue
Community Organizations	Community organization	71 - Arts, Entertainment and Recreation, Misc. Special interest	Occasional (Nov - May)	n/a	n/a	Special events, musical performances, meetings, receptions, kitchen space
Individuals	n/a	Misc. Special interest	Occasional (Nov - May)	n/a	n/a	Special events, weddings
Commercial organizations	For-profit	44-45 - Retail Trade, Misc. Special interest	Occasional (Nov - May)	n/a	n/a	Special events

Legend: [E] = economic, [S] = social, [En] = environmental, [C] = cultural

Table 8: Summary of the Niagara District Court House ARI's outputs, including users, functions and activities. This table includes notations (see Legend) of which CD pillar each output contributes towards.

4.2.2 Objective 2: Community Development in Niagara-on-the-Lake

The Town of Niagara-on-the-Lake's Official Plan (OP) was adopted in 1994, and the most recent review process was initiated in 2013. As of November 2014, the Town's existing *Official Plan 2004 Office Consolidation* document is to be deferred to for original text and approved by-law amendments until a new Official Plan is approved by Council. The *Official Plan 2004 Office Consolidation* is Niagara-on-the-Lake's "formal statement of public policies (pp.7)." The document outlines a set of policies that address general municipal development, land use designations, and resource-related topics including community improvement, transportation, heritage, and development. This document does not contain a concise vision statement, and formal objectives are embedded within sections of thematic policy. The Town of Niagara-on-the-Lake's *Official Plan 2013 Office Consolidation*, which has not yet been formally approved by Council, presents policies and objectives in much the same fashion as the previous 2004 document. A vision statement and city-wide CD objectives also do not appear within this document.

During Niagara-on-the-Lake's OP review process the town formulated a vision statement, eight strategic pillars and 81 goals with which to guide development of the community. These items have been approved by Council, and are described within an OP review background report released in February of 2014. The researcher derived the Town's vision statement and CD objectives from an abbreviated document provided by a Niagara-on-the-Lake staff member. The document contains a clear statement of the Town's vision statement, strategic pillars and goals from Niagara-on-the-Lake's *Official Plan Review: Background Report* (see Appendix G).

The Town developed the following vision statement to guide its OP:

Niagara-on-the-Lake is a fiercely independent, economically empowered town offering a rich tapestry of recreational, historical, cultural, and educational opportunities, public green spaces and a uniquely valuable agricultural area. Our stunning landscape offers a rich experience where the journey equals the destination. We are a community for everyone. We are a resilient, distinctive and dynamic town in which to live, work and learn. Through responsible stewardship we preserve the balance of values that makes us a world-class destination. Although we dream big, we stay true to our small town roots (Town of Niagara-on-the-Lake, 2014).

To support this vision, the Niagara-on-the-Lake outlined eight strategic pillars that are accompanied by definitions and specific objectives related to each priority area within its OP review document. The strategic pillars are:

1. A prosperous and diverse economy;
2. Strong environmental stewardship;

3. An inclusive, integrated, healthy town;
4. A centre for culture, heritage, and recreation;
5. mobility choices;
6. A well planned built environment;
7. A prosperous and sustainable agriculture sector; and
8. Well managed municipal finances.

Niagara-on-the-Lake also developed a series of Secondary Plans to government development in specific areas of the town. The Niagara District Court House is located within the Old Town & Dock Area boundaries, for which a 20-year vision has been outlined within the document *Toward a Vision for the Old Town* (2009). This document was created by a consulting team led by Urban Strategies; it provides a set of recommended directions and actions to guide future policy and to support the creation of a secondary plan for the area. Six key directions that address opportunities and challenges, including heritage conservation, are provided, and seven actions are recommended. The preparation of an Old Town Secondary Plan document is referenced on the Niagara Economic Development Corporation’s (2009b) website; however, a municipal staff member confirmed that a Secondary Plan has not yet been created.

The abbreviated vision document received from a municipal staff participant, entitled *Community Vision Statement*, is utilized to ascertain the presence of heritage within Niagara-on-the-Lake’s strategic vision and objectives. The document is reviewed in its entirety because its main focus is to provide a strategic vision and overarching objectives for the Town. The presence of ‘heritage’ is immediately apparent in Niagara-on-the-Lake’s vision statement and accompanying strategic pillars. The first sentence of the vision statement references that the town offers “historical ... opportunities,” and Strategic Pillar 4 focuses on ensuring the town is a “Centre for Culture, Heritage, and Recreation (Town of Niagara-on-the-Lake, 2014).” Other direct and indirect references are summarized in the table below. Table 9 captures the number of direct and indirect references to ‘heritage’ and related terminology.

Table 9: Direct and Indirect References to ‘Heritage’				
Document	Sections	Type of Reference	Terminology	Incidence
Town of Niagara-on-the-Lake. (2014). Community Vision Statement.	Entire document	Direct	‘heritage’	11
			‘histor-’	4
		Indirect	‘cultur-’	14
			‘alterat-’, ‘conserv-’, ‘preserv-’, ‘rehabilitat-’, ‘renovat-’, ‘replicat-’, ‘restor-’, ‘revitaliz-’, ‘adaptive reuse’	2

Table 9: Incidence of direct and indirect references to the term ‘heritage’ and related terminology within vision statements and objectives in the Town of Niagara-on-the-Lake’s *Community Vision Statement*.

The Community Vision Statement was also utilized to ascertain the presence of the four pillars of CD within the Town’s development strategy. Incidence counts included in Table 10 shows that the Town emphasizes the economic and social pillars of CD throughout its vision statement and strategic pillar definitions. The Town also refers to the environmental and cultural pillars, albeit to a slightly lesser degree.

Table 10: Presence of CD Pillars				
DATA	E	S	En	C
<i>Vision Statement</i>	3	5	3	5
<i>Objectives</i>	9	9	5	6
[E] = economic, [S] = social, [En] = environmental, [C] = cultural				
Incidence of data related to CD Pillars				
0	1-2	3-4	5-6	7+

Table 10: Presence of the four pillars of CD within the Town of Niagara-on-the-Lake's vision statement and objectives derived from its *Community Vision Statement* (2014).

4.3 Orangeville, Ontario

Geographic Location

The Town of Orangeville is closest, in terms of proximity, to the Greater Toronto and Hamilton Area relative to the other case municipalities. The Town is located northwest of the City of Toronto in Dufferin County, a census subdivision of a total 56,080 people (Statistics Canada, 2013d). The 2011 Census recorded Orangeville’s total land area as 15.61 square kilometres (Statistics Canada, 2012i). The County of Dufferin is located inland from Lake Ontario, north of the City of Toronto, and abuts the Counties of Grey, Wellington, Peel and Simcoe. The Town of Orangeville is roughly 28 km northwest of a short suburban 400-series highway (Google Earth, 2009), Ontario Highway 410, which connects the City of Brampton to Highway 401 in Mississauga. This route is primarily a commuter route; however it facilitates long-distance traffic from Orangeville and Owen Sound (Bever, 2013c). Orangeville is connected to the 410 by King’s Highway 10 which runs through the East portion of the community. Highway 10 is more than 130 kilometres long and stretches from the community of Port Credit along Lake Ontario, to Owen Sound on Georgian Bay (Bever, 2013d). According to Google Maps’ directions features, the Town of Orangeville is within an hour-and-a-half drive of multiple large urban population centres, including: Guelph (56.0 kilometres), Mississauga (58.0 kilometres), Vaughan (68.1 kilometres), and Toronto (81.3 kilometres)

Population & Demographic Population Profile

The Town’s population increased by 3.9 percent from the 2006 Census to 27,975 people in 2011 (Statistics Canada, 2012i). Orangeville’s median age was 37.3 years by 2011, slightly younger than the provincial median of 40.4 years and the national median of 40.6 years (Statistics Canada, 2012f). The Town’s age distribution explains its low median age. The 2011 Census recorded the Town as consisting of 20.0 percent children (0–14), 68.5 percent working age population (15–64), and 11.5 percent 65 years

and over (Statistics Canada, 2012i). Orangeville’s age distribution echoes that of the Province of Ontario; however the Town has 3.0 percent more children and 3.1 percent less adults of 65 years and over.

Industrial Structure

Table 11: Industrial Structure		
Industrial Sector	Total labour force	% of total
31-33 Manufacturing	2,085	13.1
44-45 Retail Trade	2,030	12.7
62 Health Care and Social Assistance	1,390	8.7
91 Public Administration	1,140	7.1
61 Educational Services	1,130	7.1
72 Accommodation and Food Services	1,130	7.1
Sub-total of top 6 sectors	8,905	55.8
Total	15,950	100.0

Table 11: Town of Orangeville’s top 6 industries, in terms of employed total labour force population aged 15 years and over (Source: Statistics Canada, 2013e)

The top six industries in the Town of Orangeville, in terms of the total labour force employed in each sector, is presented in Table 11. The researcher chose to display the top six industries, because the data showed a tie between the 5th and 6th industrial sectors present in the town. The Statistics Canada 2011 NHS Focus on Geography Series (2013e) data shows that 25.8 percent of Orangeville’s total labour force population is employed in Manufacturing and Retail Trade.

These two industries are consequential to the

industrial structure of Orangeville. The Town of Orangeville’s economic development website refers directly to the 2011 National Household Survey to define the Town’s industrial structure. Tables of data regarding Orangeville’s Labour Force, including indicators, employment by industry type and occupation by category are also presented.

As of the 2011 National Household Survey, Orangeville had a participation rate of 72.5 percent, an employment rate of 67.1 percent and an unemployment rate of 7.5 percent for its population aged 15 years and over (Statistics Canada, 2013e). The Town of Orangeville’s participation rate was 7 percentage points higher than that of Ontario in 2011. Accordingly, the town also had a lower unemployment rate, and its employment rate was 7 percentage points higher than the Province of Ontario in 2011. Of its total employed labour force, 8.4 percent were self-employed including individuals with incorporated or unincorporated businesses (Statistics Canada, 2013e). Orangeville’s self-employed labour force population is 2 percentage points lower than the Provincial rate of 10.6 percent in 2011 (Statistics Canada, 2013b). The top occupations, as defined by NOC codes, were recorded as Sales representative and salespersons - Wholesale and retail trade, Service support and other service occupations, n.e.c., and Industrial, electrical and construction trades (Statistics Canada, 2013e).

Built Cultural Heritage Resource

The Orangeville Town Hall and Opera House building is discussed within the archived research data underpinning this study. Orangeville was incorporated as a town in 1874, and a year later motivation for

the construction of the Town Hall and Opera House building emerged. The Town Hall was originally constructed to replace the Council Chambers that were destroyed by fire on April 28, 1875 (Student Author, 1994). A market building had already been planned for the eventual site of the Town Hall when the fire occurred, and so Council decided to combine the two uses into one building to be more economical with town resources. Plans for the market building were expanded to include an additional wing for municipal offices, and an Opera House containing an auditorium and stage.

Construction of the Town Hall and Opera House was complete by 1875–1876. The building's architectural style is not easily categorized. Its features include projecting roof eaves, paired cornice brackets, a pedimented roof line and contrasting colours which denote the Italianate style; however, it also reflects Georgian elements of balance and shape. The Town Hall was constructed of local red brick with yellow brick eyebrow-like voussoirs, quoins, pilasters and banding. The building has a variety of window openings and groupings, and a reproduction of its original cupola adorns the roof. The market building features six large stone bull heads affixed to lintels over windows facing Broadway Street. Interestingly, plans for the building were drawn up by a local resident and untrained architect, Mr. Francis Grant Dunbar. Mr. Dunbar was a versatile Scottish immigrant who also designed other buildings in the town. The Orangeville Town Hall and Opera House is protected by a municipal designation under Part IV of the *Ontario Heritage Act* (Heritage Resources Centre, 2013). The building is also included within the Downtown Orangeville Heritage Conservation District under Bylaw 22-2002 (Town of Orangeville, 2002).

Upon opening, the building housed Council Chambers and market facilities, including butcher stalls on the first floor. An auditorium and stage were located on the upper storey, and were used for entertainment and public meetings. The Opera House had a capacity of 140 people and hosted many events over the years, including service club plays, school concerts, and commencement exercises. By 1957, the Opera House had fallen into disuse and the space was converted to house offices and Council Chambers. In 1964, the Town Hall and Opera House building was nearly demolished to make way for the construction of a large Dominion grocery store. Even though the proposal included a new Council Chamber and Municipal offices on the second floor, the Town of Orangeville's Council eventually decided against it. Following this proposal, the building underwent renovations and restoration work in 1971. Renovations included installing air conditioning, electrical and carpentry work, plumbing and heating, carpeting, windows maintenance, and painting. At this time office space for Municipal operations office space, as well as space for the Dufferin County Educational Board offices was created. In the 1980s, the building also housed offices for Georgian College.



Figure 4: Orangeville Town Hall and Opera House (Source: Student Author, 1994), Orangeville Town Hall and Opera House (Source: Amy Calder, 2014)

4.3.1 Objective 1: The Orangeville Town Hall and Opera House ARI

The Orangeville Town Hall and Opera House was originally and continues to be owned by the Corporation of the Town of Orangeville. The Town instigated the ARI because of its desire to enhance and enlarge the building to meet the demands of its growing community. The municipality intended for the project to provide additional space for council and town officials, ensure adherence to fire and building codes, and to provide access to cultural experiences through restoring the Opera House to its original function. In 1982, conversations about restoring the building began within the Town of Orangeville. The Town hired Bedford Consortium to research ways to bring more visitors to Orangeville. Bedford Consortium’s recommendations included restoring the opera house with the overall goal of creating excellent acoustics and investing in high-quality audio recording equipment to draw professional theatre and music companies to Orangeville. Action on these recommendations was not seen for another 10 years; in 1993 community donations funded a feasibility study to assess the value of the proposed restoration and renovation project. At this time, a community group—the Orangeville Theatre Project (OTP)—made a proposal to the Town Council; they proposed that the OTP members would provide administration and management of the Opera House in exchange for use of the facilities. The group also offered technical and management support for community group users, who would pay for use of the facilities to fund administrative and maintenance activities.

Table 12: Orangeville Town Hall and Opera House Inputs	
<i>Instigator</i>	Town of Orangeville
<i>Objectives</i>	Council chambers, office space, cultural facilities space, meet fire and building codes
<i>Agency Responsible</i>	Corporation of the Town of Orangeville
<i>Funding</i>	Ontario Department of Culture and Communications Ontario Work Program grant, tax levies, municipal reserve fund, Municipal Development Fund
<i>Completed</i>	1971, 1993-1994
<i>Ownership</i>	Corporation of the Town of Orangeville

Table 12: Summary of the Orangeville Town Hall and Opera House ARI's inputs.

Table 12 presents a summary of the ARI’s inputs. The Town of Orangeville divided the adaptive reuse intervention into four sections: restoration, construction of a new addition, furnishing and equipment, and computer system maintenance and upgrades. The first phase included interior and exterior restoration such as roof reinforcement and installation, brick re-pointing and cleaning, exposing heritage features, and restoring the opera house by rebuilding the original stage and entry. Phase 2 involved the construction of an extensive addition to the rear of the building to provide additional municipal office space, which reflects and interprets original design elements (Town of Orangeville, 2013). Observations confirmed the existence of this addition, and its sensitivity in regards to elements present in the original structure. Financing for the Orangeville Town Hall adaptive reuse project came from a variety of sources, which

were tied to phases of the project. Phase 1—restoration—secured provincial funding through the Job’s Ontario Work Program through the Department of Culture and Communications in 1992, and utilized municipal tax levies. Financing for Phase 2—the new addition—was drawn from tax levies and the Town of Orangeville’s reserve fund. Phase 3 was funded through reserve funds derived from impost levies, and funds within the Town’s Development Fund that were designated for upgrading computer systems and fulfilling the final phase of the project.

Upon completion of the project in 1994, the Town Hall once again housed both municipal and cultural functions. The Orangeville Town Hall and Opera House underwent further renovations to improve physical accessibility in 2013. Renovation costs were supported by Canadian Heritage’s Canada Cultural Spaces Fund, the Town of Orangeville, Theatre Orangeville, and in-kind contributions. Renovations included improvements to barrier-free access and safety of the facility, as well as upgrades to electrical and sound systems within the Opera House (Town of Orangeville, 2013). Observations and questionnaire responses confirm that the Orangeville Town Hall and Opera House continues to serve as a space for municipal offices and Council Chambers, and continues to host an active theatre venue in its upper storey. A representative of Theatre Orangeville accepted participation in this study, and provided important information about the current status of the building’s functions. The respondent confirmed that the Opera House is operated by Theatre Orangeville under a “Management contract with the Town of Orangeville in return for use of the facility for theatre productions (personal communication, 2014).” Theatre Orangeville does not pay a monthly rental fee to the municipality; instead they “pay” for use of the space through in-kind contributions stipulated in the Management Contract. The Town of Orangeville also supports Theatre Orangeville by providing office space, in-kind IT support, and cash in return for venue management. The venue occupies about a quarter of the building’s total square footage; it is used primarily by Theatre Orangeville, but the organization also administers occasional rentals to groups including Orangeville Music Theatre, Orangeville Concert Association and independent producers.

ARI outputs are also informed by online secondary sources; when an online search for ‘Orangeville Town Hall and Opera House’ was conducted, the first five websites encountered belonged to the Orangeville Concert Association, Theatre Orangeville, and the Town of Orangeville. These online resources focused on the history of the building, and its current functions and activities. Some websites discussed the community’s reactions to building restoration, and details about the most recent renovation project that occurred in 2013. Other websites outlined the playbill for Theatre Orangeville’s 2014/2015 season, seating options within the restored Opera House, and the location, hours of operation and history of the building. Secondary source information is used in combination with primary data, including questionnaire responses and observation gathered during field work, to determine the outputs and

outcomes of the ARI. Questionnaires targeting the Town of Orangeville's municipal staff and users of the Orangeville Town Hall and Opera House facility were distributed over a three month period from April to June 2014. The Town of Orangeville did not actively participate in this study; in the end, no completed questionnaires were submitted by the three municipal employees specifically targeted for participation. A representative of Theatre Orangeville accepted participation in this study and submitted a completed questionnaire; most of the information about users, functions and activities is derived from this questionnaire. Field work was conducted in the Town of Orangeville from April 13th to 14th of 2014. During this visit, the Orangeville Town Hall and Opera House was photographically documented and observations were gathered about the building. Table 13 summarizes findings for ARI outputs.

Table 13: Orangeville Town Hall and Opera House ARI Outputs						
User [S, C]	Type of Business [E]	Industry (by NAICS, 2012) [E, C]	Tenancy [E,S,C]	Employment Positions [E]		Functions & Activities [S, C]
				#	Type	
Town of Orangeville	Municipal Government	91 - Public Administration	Owner	n/a	n/a	Offices, Council Chambers
Theatre Orangeville	Not-for-profit	71 - Arts, Entertainment and Recreation	Opera House Management contract	3 +13 (off-site)	PAID: Artistic Director, General Manager, Production Manager, Technical Director, Office Manager, Publicity Manager, Youth Coordinator, Groups Coordinator, House Technician, Events Coordinator, House Managers, Box Office staff, Volunteer Coordinator	Performance venue, Box office, office
Community Organizations	Community organization	71 - Arts, Entertainment and Recreation	Occasional	n/a	n/a	Musical performances (Orangeville Music Theatre, Orangeville Concert Association), live productions
Commercial organizations	For-profit	71 - Arts, Entertainment and Recreation	Occasional	n/a	n/a	Touring live performance productions

Legend: [E] = economic, [S] = social, [C] = cultural

Table 13: Summary of the Orangeville Town Hall and Opera House ARI's outputs, including users, functions and activities. This table includes notations (see Legend) of which CD pillar each output contributes towards.

4.3.2 Objective 2: Community Development in Orangeville

The Town of Orangeville's Official Plan (OP) was adopted in 1985 under By-Law 115-85 and was formally approved by the Minister in 1987. Since adoption, OP reviews have taken place; in 2013 an *Office Consolidation* document was prepared for convenience purposes, which combines the original OP as well as subsequent amendments. The Town's *Official Plan Office Consolidation* (2013b) includes an introductory forward that provides a vision statement and overarching objectives for the Town, as described in its Strategic Plan. The vision statement is as follows: "Orangeville will sustain and enhance its strong economic, community, cultural and environmental well-being by focusing on the following key areas as it is set out below (Town of Orangeville, 2013b)." The Town outlines five objectives with which to achieve its vision:

1. The maintenance and enhancement of Orangeville's overall quality of life and small town appeal;
2. The protection of heritage, cultural and natural environments;
3. A growth management strategy that balances opportunities for residential and employment growth while maintaining the community's natural and historic character;
4. Providing an economic development strategy that supports the retention and expansion of local businesses and seeks new opportunities;
5. The support of an equitable, efficient and accountable municipal service delivery system that allows for regular public consultation.

General goals and objectives pertaining to certain aspects and areas of the municipality are embedded within the Town of Orangeville's *OP Office Consolidation* document. For instance, Section D6 includes specific goals and complementary policies for the downtown area (See Appendix G). The goals include aspirations such as maintaining a vibrant, mixed use environment, supporting the area's marketplace success, and enhancing the character of downtown. Orangeville's OP enables the Town to delineate areas for community improvement and prepare detailed plans to address development in these specific areas. The goal of community improvement, as outlined within the Town's OP, is "to support the maintenance and rehabilitation of existing buildings and property, and to promote the logical infilling of existing residential neighbourhoods ... to extend the useful life of individual properties and improve neighbourhood quality (Town of Orangeville, 2013b)." Schedule "D" within the town's OP provides a map of areas that have been designated for improvement. The Orangeville Town Hall and Opera House is included within Community Improvement Area A, which captures a primarily commercial district in the downtown core.

Specific sections within Orangeville's *Official Plan Office Consolidation* document were reviewed, including the Forward and section D6.1 Downtown: Goals to evaluate the incidence of references to

'heritage' and related terminology. Direct and indirect references to heritage are infrequent within the Town of Orangeville's vision statement, objectives and Downtown-specific goals. It is important to note, however, that in April of 2014 the Town released its first municipal cultural plan (MCP) and cultural map, *Orangeville's Cultural Advantage*. In Section 1.2 of Orangeville's municipal cultural plan, the town identifies a vision and seven principles for culture in Orangeville (see Appendix G). The seven principles resemble objectives, and so they are considered in this study. Table 14 captures the number of direct and indirect references to heritage and related terminology throughout the Town's OP and MCP.

Table 14: Direct and Indirect References to 'Heritage'				
Document	Sections	Type of Reference	Terminology	Incidence
Town of Orangeville. (2013). <i>Official Plan: Office Consolidation</i> .	Forward; D6.1 Downtown: Goals	Direct	'Heritage'	2
			'Histor-'	2
		Indirect	'cultur-'	2
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	1
Culture Capital. (2014). <i>Orangeville's Cultural Advantage: Municipal Cultural Plan and Cultural Map</i> .	1.2: Town of Orangeville's Principles for Culture	Direct	'Heritage'	2
			'Histor-'	0
		Indirect	'cultur-'	8
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	0

Table 14: Incidence of direct and indirect references to the term 'heritage' and related terminology within vision statements and objectives in the Town of Orangeville's *Official Plan Office Consolidation*, and *Orangeville's Cultural Advantage: Municipal Cultural Plan and Cultural Map*

The presence of CD is determined by counting the references to the four pillars within vision statements and objectives of the Town of Orangeville's *Official Plan Office Consolidation* (2013b) and *Orangeville's Cultural Advantage: Municipal Cultural Plan and Cultural Map* (2014). As shown in Table 15, the Town of Orangeville provides a relatively even amount of emphasis on each of the four pillars of CD. The cultural pillar is emphasized to a greater degree than other pillars when looking at Orangeville's objectives; however, this is accounted for by the fact that Orangeville's MCP was reviewed alongside its OP. When encoding area-specific objectives that concerned Orangeville's downtown, the environmental pillar of CD was absent. This absence can be explained by the fact that this area includes the Town's central business district; however, there are green spaces and features that are not explicitly referenced in these objectives.

Table 15: Presence of CD Pillars				
DATA	E	S	En	C
<i>Vision Statement</i>	1	2	1	2
<i>Objectives</i>	4	4	3	6
<i>Area-specific Objectives</i>	3	3	0	4
[E] = economic, [S] = social, [En] = environmental, [C] = cultural				
Incidence of data related to CD Pillars				
0	1-2	3-4	5-6	7+

Table 15: Presence of the four pillars of community development within the Town of Orangeville's vision statement and objectives derived from its *Official Plan Office Consolidation* (2013), and *Orangeville's Cultural Advantage: Municipal Cultural Plan and Cultural Map* (2014).

4.4 Owen Sound, Ontario

Geographic Location

The City of Owen Sound has the most northern geographic location out of the five cases. The City is located in Grey County, northwest of the Greater Toronto and Hamilton Area; Grey County is a census division with a total population of 92,568 people in 2011 (Statistics Canada, 2012j). Owen Sound's total land area was recorded as 24.22 square kilometres (Statistics Canada, 2012k). Grey County is located on Georgian Bay, which is part of Lake Huron—one of the five Great Lakes, and a body of water shared with the state of Michigan in the United States. Owen Sound is located north of major land-based crossings between Canada and the United States; however, it does benefit from this water-based crossing. Owen Sound is more than a two hour drive from several large urban population centres, including the City of Barrie (136 kilometres), City of Kitchener (147 kilometres), and the City of Toronto (189 kilometres) (Google Earth, 2013c). The city is also over 100 kilometres north of a suburban 400-series highway, Ontario Highway 410, which connects to Highway 401—a major 400-series highway (ibid). To reach the 410, residents and visitors must travel roughly 130 kilometres along King's Highway 10, which connects Owen Sound to the community of Port Credit along Lake Ontario (Bever, 2013d).

Population & Demographic Population Profile

In 2011, the City of Owen Sound had a total population of 21,688 people; a slight decline in population of -0.3 percent occurred from the 2006 to 2011 Censuses (Statistics Canada, 2012k). The median age of Owen Sound's population was 46.3 years (ibid), nearly 6 years older than the provincial and national median ages (Statistics Canada, 2012f). The City of Owen Sound's age distribution in 2011 was comprised of 14.4 percent children (0–14), 63.2 percent working age population (15–64), and 22.4 percent at 65 years and over (Statistics Canada, 2012k). Owen Sound's age distributions explain its older median age, in 2011 the census subdivision had 7.8 percent more individuals 65 years of age and older than the provincial average of 14.6 percent (Statistics Canada, 2012f).

Industrial Structure

Table 16 presents data about the City of Owen Sound's industrial structure. From this table it becomes apparent that Owen Sound's two largest industrial sectors represent more than a quarter of total employment numbers. These two sectors—Health care and social assistance, and Retail trade—are consequential sectors within the City's industrial structure. The municipality defines its top employment sectors as business services and retail trade on its website (City of Owen Sound, 2014). The website lists Owen Sound's key sectors as the following: health care, manufacturing, retail and small business/e-commerce, and states that the City's development strategy aims to attract new investment and to expand the employment base for the small business through its primary sectors. The order in which the

Table 16: Industrial Structure		
Industrial Sector	Total labour force	% of total
62 Health care and social assistance	1,800	17.2
44-45 Retail Trade	1,335	12.7
31-33 Manufacturing	1,135	10.8
72 Accommodation and food services	1,010	9.6
61 Educational services	675	6.4
Sub-total of top 5 sectors	5,955	56.8
Total	10,485	100.0

Table 16: The City of Owen Sound's top 5 industries, in terms of total labour force population aged 15 years and over (Source: Statistics Canada, 2013f)

9.6 percent (Statistics Canada, 2013f). Of its total employed labour force, 8.3 percent were self-employed including individuals with incorporated businesses, unincorporated businesses, and unpaid family workers (Statistics Canada, 2013f). The 2011 National Household Survey shows that Owen Sound's percentage of self-employed workers is slightly less than the Provincial percentage of 10.6 percent (Statistics Canada, 2013g). The top three occupations in the City of Owen Sound, in order of prevalence, are 6 Sales and service occupations, 7 Trades, transport and equipment operators and related occupations, and 1 Business, finance and administrative occupations (Statistics Canada, 2013f).

Built Cultural Heritage Resource

For the City of Owen Sound, the Old Grey County Court House is discussed in the archived research data underpinning this study. This property is not a single building, but is a collection of three attached structures—a court house, Governor's house, and jail complex. In 1852, the community of Owen Sound, then Sydenham, was designated as county seat for the newly created Grey County (White, 2000). The designation was accompanied by a requirement to construct a county gaol for the administration of justice. The courthouse complex was built in stages, beginning with the courthouse and jail in 1853, and ending with the addition of the Governor's house. Construction of the courthouse was directed by a Guelph architect named Bruce (Ministry of Culture, 2008). The courthouse was designed in the Classical Revival style and constructed of rubble stone with golden locally quarried limestone cladding on the front facade (Owen Sound, n.d.a). The building consists of a large two-storey block flanked by smaller two storey wings, a deep intricate cornice, and flush side panels and fanlight over the main entrance (Ministry

municipality states its key sectors do not reflect the order reported by Statistics Canada data, as seen in Table 16. The municipality's inclusion of 'small business/e-commerce' as an industrial sector is also inaccurate, in terms of what is defined as an industrial sector within the North American Industry Classification System (NAICS) Canada 2012.¹⁹

The 2011 Census described the City of Owen Sound's labour force status as having a participation rate of 59.7 percent, an employment rate of 54.0 percent and an unemployment rate of

¹⁹ NAICS 2012 is a hierarchical structure of industry classifications used by Canada, Mexico and the United States that divides the economy into twenty sectors and distinguishes between economic activities at lower levels of the hierarchy (Statistics Canada, 2012).

of Culture, 2008). The jail building was constructed of orange limestone and located behind the courthouse (Brown, 2006). A Governor's house built of red brick was later added beside the court house. Both the Old Grey County Courthouse and the Grey County Jail are listed on the City of Owen Sound's Municipal Heritage Register. The Old Grey County Courthouse was also formally designated in 1979 through By-Law No. 1979-14 under Part IV of the *Ontario Heritage Act*. The third structure, the Governor's house, does not have any form of legislative protection.

The complex was constructed to hold a courtroom, council chambers and administrative offices for the Registry Office, Justice of the Peace, Constables, Sheriff and Judge's quarters, as well as a functioning jail including cells, kitchen facilities, a gymnasium and an exercise yard. The jail was used for administering justice, and hosted its first execution in 1884 (Brown, 2006). The Governor's house provided accommodations for the gaoler, and buffered the jail building from neighbouring residences on 3rd Avenue East. In the 1960s, the courthouse fell into disuse when the County Council, County Court and Administration moved to a newly constructed facility (Langlois, 2013). Shortly after, the City of Owen Sound purchased the building and used it to house the Owen Sound Police Department. Local residents were interested in the future of the building before it became vacant. The Grey-Bruce Arts Council commissioned a feasibility study by Dixon Bailey Associates in 1977 to determine the appropriateness of and program required to convert the courthouse into an arts facility and community centre. In 1985, the court house became vacant when a new facility was constructed for the Police Department and the City of Owen Sound put the building up for sale. At this time, the jail was still in active use as an incarceration facility. The City received an offer to convert the court house into sixteen residential rental units; the offer triggered public interest and the eventual adaptive reuse of the Court House complex.

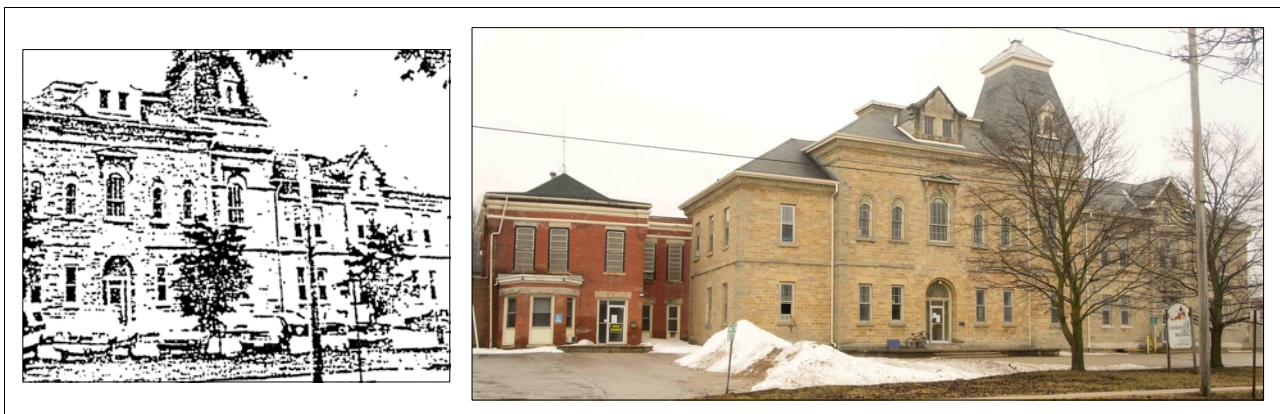


Figure 5: Old Grey County Courthouse (Source: Willy Waterson, Sun Times, n.d.), Old Grey County Courthouse (Source: Amy Calder, 2014)

4.4.1 Objective 1: The Old Grey County Courthouse ARI

When the court house was initially listed for sale, the City of Owen Sound owned the court house portion of the building. The jail portion was owned by Grey County and leased by the Province of Ontario for operation as a correctional institution (Langlois, 2013). Members of several community groups including the LACAC, Grey-Bruce Arts Council, Owen Sound Little Theatre and City Band petitioned the City to halt the sale. The Courthouse Preservation Coordinating Committee was formed, and later became part of the Grey-Bruce Arts Council. The Committee proposed that the building should continue to be publicly owned, and should be leased to community members for arts purposes like studios, workshops and offices. The City accepted the proposal and leased the building to the Grey-Bruce Arts Council in 1985, which subleased the space to artists, musicians and performers. In 1985, a capital budget was set to fund renovations including electrical work, heating upgrades, roof replacement, wood and plaster work, exterior masonry work, insulation, plumbing, and interior repair and replacement.

Table 17: Old Grey County Courthouse ARI Inputs	
<i>Instigator</i>	Grey Bruce Arts Council
<i>Objectives</i>	Community facility, performance venue, artist studios, arts and cultural facilities space
<i>Agency Responsible</i>	Corporation of the City of Owen Sound
<i>Funding</i>	Municipal Capital budget, fundraising initiatives & events,
<i>Completed</i>	1985
<i>Ownership</i>	Corporation of the City of Owen Sound until 2014; Currently for sale

Table 17: Summary of the Old Grey County Courthouse ARI's input.

Table 17 presents a summary of the Old Grey County Courthouse ARI's inputs. The City of Owen Sound devoted a portion of its capital budget towards restoring and renovating the court house, however investment primarily focused on fire code, utility and security requirements. Community members fundraised to contribute to capital costs, and the City of Owen Sound provided staff time to coordinate leasing and administration of the court house. In 1990, an architect named Christopher Borgal was contracted to determine interest in and intent to use the court house building should renovations and restoration be fully realized. Borgal concluded that the restoring and renovating the courthouse could draw tourists and address an increasing demand for meeting spaces.

The arrangement between the Grey-Bruce Arts Council and the City of Owen Sound did not last for long, however; the Arts Council disbanded in 1992 due to financial difficulties. The City of Owen Sound assumed management of the property in 1994, and continued to lease the space for cultural purposes as well as storage facilities (Langlois, 2013). The adjoining Owen Sound jail was operated by the Province as a correctional facility until December 2011. After the Province terminated its lease in 2012, control of

the building was first returned to Grey County, and then transferred to the City of Owen Sound as per agreements from the 1960s. Conversations on what to do with the complex ensued.

ARI outputs were explored through primary and secondary resources, and began with an online search for the 'Old Grey County Courthouse' using Google's search engine. The first website encountered was an information page about an unrelated Courthouse in Cimarron, Kansas. The subsequent websites encountered were those of Grey County and the City of Owen Sound, a (Mostly) Music Blog, a document provided by the Grey Roots Museum and the website of a local media source called Bayshore Broadcasting. Some of the online resources provided general information about the court system in Owen Sound; other resources provided information about the history and current uses of the building, and a Finding Aid for archived materials about the County Jail and Courthouse. The City of Owen Sound's website provided an historic walking tour brochure that included a brief description of the building's history as well.

Secondary sources revealed that in March 2014, the Corporation of the City of Owen Sound (2014b) posted a formal public notice of its intention to declare the Owen Sound Courthouse and Owen Sound Jail buildings as surplus, and Council subsequently approved By-law No. 2014-075 to this effect (Corporation of the City of Owen Sound, 2014). The City intends to dispose of the two properties for re-development, and has listed both 1235 and 1259 3rd Avenue East as a package as-is for \$249,900 on the Multiple Listing Service (MLS) system. Offers on the property were permitted after July 14, 2014.

To complement information derived from secondary sources, questionnaires were distributed to targeted participations from April to June of 2014. All of the municipal employees contacted for participation in this study responded to solicitation. Three completed questionnaires were returned by Municipal staff, which included information about building history and ownership, as well as CD within Owen Sound. Active tenants within the Old Grey County Courthouse also accepted participation in this study, and three completed questionnaires were returned. A site visit was conducted in the City of Owen Sound from April 13th to 14th of 2014 to photographically document and gather observations (Appendix F) about the Old Grey County Courthouse. ARI outputs findings are summarized in Table 18.

Table 18: Old Grey County Courthouse ARI Outputs						
User [S, C]	Type of Business [E]	Industry (by NAICS, 2012) [E, C]	Tenancy [E,S,C]	Employment Positions [E]		Functions & Activities [S, C]
				#	Type	
Individuals (artists, musicians)	For-profit	71 - Arts, Entertainment and Recreation	Lease (month-to-month)	n/a	n/a: freelance artists who sell wares offsite, musicians who teach music lessons	studio spaces, office space; music lessons, meetings, practicing, art, crafts
Individuals	n/a	n/a	Lease	n/a	n/a	Storage, live in residence
Community organizations	Not-for-Profit	71 - Arts, Entertainment and Recreation	Occasional	n/a	n/a	Meetings, performances

Legend: [E] = economic, [S] = social, [C] = cultural

Table 18: Summary of the Old Grey County Courthouse ARI's outputs, including users, functions and activities present in the building. This table includes notations (see Legend) of which CD pillar each output contributes towards.

Observations gathered during the April 2014 site visit confirm that the courthouse is partially tenanted, and the jail and Governor's House is vacant. During the visit, unstructured informal conversations occurred with current tenants of the Courthouse and a representative of Owen Sound's municipal staff. Through conversation and questionnaires, the current tenants communicated their dissatisfaction with the potential sale and belief in the complex's potential to function as a lively focal point for the community. Current tenants stated that the Courthouse suffers from improper maintenance, and that more effort could be put into advertising building vacancies to creative tenants. It is the opinion of current tenants that restoration and proper maintenance could allow multiple uses within the space, transform the complex into a tourist attraction, and enable community building.

Municipal staff questionnaire respondents confirmed that about 80 percent of the Courthouse is currently tenanted by artisans, musicians, and crafters, and is used for storage purposes, which shows that more space could be leased. Discussion with municipal staff member, Steve Furness, confirmed the municipality's intention to declare the complex as surplus and to sell the property; however, Furness also expressed an intention to address and respect the concerns of current tenants. Furness confirmed statements made by current tenants as well, he agreed that the building is not currently a focal point in the community, but contends that it could be with outside leadership.

Media Sources such as the Sun Times and Bayshore Broadcasting have an active interest in the court house and frequently report on interest in the property. In May of 2014, the Grey Bruce Cultural Network, with the support of the North Bruce Grey Owen Sound Branch of the Architectural Conservancy of Ontario, announced its intention to take over ownership of the courthouse and adjoining jail. In an interview with Sun Times reporter Denis Langlois (2014), John Harrison, president of the Grey Bruce Cultural Network, announced the group's intention to continue to operate the space for cultural uses such as concerts, performances and artist studios. Harrison highlighted the property's potential for use as a cultural centre, but stated that a ramp and elevator are needed to increase physical accessibility (Langlois, 2014). The City of Owen Sound had received two offers on the property sixteen days after offers were accepted through the MLS (Villeneuve, 2014).²⁰

²⁰ As of study completion, there are advancements in regards to the potential sale of the Old Grey County Courthouse. In May 2015, the Tom Thomson Art Gallery board expressed interest in the Courthouse building as the preferred site for an expanded and upgraded gallery, and recommended that City Council donate the building and its surrounding property to the gallery (Langlois, 2015). Shortly after, on May 19, 2015, news sources reported that the Courthouse was conditionally sold to Southbridge Care Homes for conversion into a "community care hub" (Scott, 2015; Gowan, 2015). Southbridge Care Homes estimates that they will invest approximately ten million dollars into building conversion (Scott, 2015), which will create a long-term care home, and related service and administrative office space (Langlois, 2015). Construction is expected to begin in 2016, and is to include retaining the front facade and roofline and complete renovation of the interior of the courthouse to house administrative offices (Gowan, 2015). In addition, the jail complex affixed to the Courthouse will be demolished and replaced with a newly constructed addition (ibid). Some materials may be salvaged for use as features in new construction (ibid).

4.4.2 Objective 2: Community Development in Owen Sound

The City adopted a Strategic Plan (SP) in 2005, which was updated and approved by Council in 2012. The *City of Owen Sound's Strategic Plan* contains the community's intended direction, and Owen Sound uses its Official Plan (OP) as an implementation tool for this document. In 2011/2012, the City undertook an OP review in accordance with the direction of the *Planning Act*. Development and redevelopment activities within the City are now guided by the *Owen Sound Official Plan*, adopted in 2012. An office consolidation of the UP, created in 2014, is utilized in this study. The SP begins with Owen Sound's strategic vision and mission statements. The vision statement is: "The City of Owen Sound: where you want to live (Optimus SBR, 2012, p.2)," and it is complemented by the following mission statement: "to provide progressive leadership for education, culture, recreation, health, social and economic opportunities that benefit the city and the region (ibid)." To fulfill this vision and mission, section 3 of Owen Sound's OP (2014c) outlines a series of overarching goals and action-focused objectives that focus on seven key areas of focus: Environmental integrity, Economic vitality, Managing growth, Quality of life, Equity, diversity and accessibility, Urban design, and Infrastructure (see Appendix G for Owen Sound's CD objectives).

The City of Owen Sound has also created a Community Improvement Plan (CIP) to manage growth and encourage investment in the community. The *City of Owen Sound Community Improvement Plan's* project area encompasses the entire geographic boundaries of the City, officially designating the City as a Community Improvement Project Area. The Old Grey County Courthouse complex is included within the defined Community Improvement Project Area; however, the building is excluded from the Downtown area defined within Schedule 'B' of the CIP and Schedule 'B1' within the OP. An overarching goal and action-focused objectives are included within Section 3.1 of the CIP. The goal is as follows: "The goals of the [CIP] are to protect and enhance the quality of the natural environment, foster a vital and diverse local and regional economy, promote and encourage the growth and development of the City, and to enhance the natural setting and building heritage of the City (2010, p. 13)." Fourteen complementary objectives are provided to fulfill the aforementioned overarching goal.

The presence of heritage within the City's vision and goals is ascertained by reviewing specific sections within the *City of Owen Sound Strategic Plan*, *The City of Owen Sound: Official Plan* and the *City of Owen Sound Community Improvement Plan*. Table 19 presents the number of direct and indirect references to heritage and related terminology within identified sections of the SP, OP and CIP.

Document	Sections	Type of Reference	Terminology	Incidence
The City of Owen Sound. (2012). City of Owen Sound Strategic Plan.	<i>Strategic Plan Vision & Mission</i>	Direct	'Heritage'	0
			'Histor-'	0
		Indirect	'cultur-'	1
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	0
The City of Owen Sound. (2014). Owen Sound Official Plan: Office Consolidation.	<i>3: Goals and Objectives</i>	Direct	'Heritage'	7
			'Histor-'	0
		Indirect	'cultur-'	11
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	3
The City of Owen Sound. (2010). City of Owen Sound Community Improvement Plan.	<i>3.1: Goals and Objectives</i>	Direct	'Heritage'	4
			'Histor-'	0
		Indirect	'cultur-'	1
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	4

Table 19: Incidence of direct and indirect references to the term 'heritage' and related terminology within vision statements and objectives in the City of Owen Sound's *City of Owen Sound Strategic Plan*, *Owen Sound Official Plan: Office Consolidation*, and *City of Owen Sound Community Improvement Plan*.

The same sections within the City's SP, OP and CIP that were utilized to determine the incidence of references to 'heritage' are used to determine the presence of the four pillars of CD within Owen Sound's development strategy. Table 20 presents a summary of these findings, which shows that Owen Sound's vision statement places an equal level of emphasis on all of the four pillars. Differences in emphasis appear within Owen Sound's objectives. The social pillar of CD received the most emphasis throughout the City's OP objectives. The second most emphasized was the environmental pillar, and the economic and cultural pillars tied for third. Area-specific objectives expressed within the City of Owen Sound's CIP put the most emphasis on the economic pillar of CD. This focus can be explained by the inclusion of Owen Sound's central business district and active industrial harbour within the CIP boundaries. The other pillars of CD are also referenced throughout area-specific objectives; sometimes in support of economic objectives, but often for their own sake.

	DATA	E	S	En	C
<i>Vision Statement</i>		1	1	1	1
<i>Objectives</i>		4	8	5	4
<i>Area-specific Objectives</i>		10	6	5	5
[E] = economic, [S] = social, [En] = environmental, [C] = cultural					
Incidence of data related to CD Pillars					
	0	1-2	3-4	5-6	7+

Table 20: Presence of the pillars of community development within the City of Owen Sound's vision statement and objectives derived from its *Strategic Plan*, *Official Plan: Office Consolidation*, and *Community Improvement Plan*.

4.5 Petrolia, Ontario

Geographic location

The Town of Petrolia is located in Lambton County, which is bordered by Lake Huron to the north and a Canada-United States border to the west. The town itself is not located on a major body of water, but is located roughly 30 minutes driving from the border crossing. The total land area of the Town of Petrolia, as recorded in the 2011 Census, is 12.68 kilometres (Statistics Canada, 2012m). Aside from the border crossing at Sarnia, Google's driving directions feature shows that Petrolia is within a 2 hour drive of another border crossing at Windsor, Ontario into Detroit, Michigan. Petrolia is located 12 kilometres south of a major 400-series highway, the King's Highway 402, which connects the United States border crossing at Sarnia, Ontario to Highway 401 at London, Ontario (Bervers, 2013e). While the town is in close proximity to the United States, its south east location means that it is further from large urban centres in the Province of Ontario. The Town of Petrolia is within a two hour drive of London, Ontario (90km) and Windsor, Ontario (153 km), however the City of Toronto (279 km) is more than a 3 hour drive away (Google Earth, 2013d).

Population & Demographic Population Profile

In 2011, the Town of Petrolia had a population size of 5,528, representing a percentage change of 5.9percent from the 2006 Census (Statistics Canada, 2012m). The growth of Petrolia's population was slightly greater than the Province of Ontario's percentage change of 5.7 percent and equal to the National percentage change of 5.9 percent (Statistics Canada, 2012f). The town's median age was 41.1 in 2011; less than one year older than the Province of Ontario's median age of 40.4 years (Statistics Canada, 2012f). Petrolia's age distribution was recorded as 18.5 percent children (0–14), 63.2 percent working age population (15–64), and 18.3 percent older adults (65 and over) (Statistics Canada, 2012m). In comparison to Ontario's age distribution in the 2011 Census, Petrolia had 1.5 percent more children, 5.2 percent fewer individuals of working age, and 3.7 percent more older adults.

Industrial Structure

Data about the Town of Petrolia's industrial structure are provided in Table 21. As reflected in Table 21, Petrolia's two largest industrial sectors represent over a quarter of its total employment numbers. This points how consequential the Health care and social assistance and Manufacturing sectors are for the Town of Petrolia. To describe its industrial structure, Petrolia opted to provide a link on its municipal website that directs visitors to a Statistics Canada webpage entitled 2006 *Community Profiles*. The community profiles page provides tables that present data gathered by the 2006 Census, including data about Petrolia's industrial structure. Corresponding data tables about the Province of Ontario facilitate

comparison between the two levels of geography. The municipality does not directly refer to its economic base or development strategy on its website.

The 2011 Census, states that Petrolia had a labour force participation rate of 60.1 percent, an employment rate of 55.2 percent and unemployment rate of 8.0 percent (Statistics Canada, 2013h). Petrolia’s participation and employment rates are 5 percentage points lower than those of the Province of Ontario, although Petrolia’s unemployment rate is 3 percent lower than Ontario’s rate of 8.3 percent (Statistics Canada, 2013b). From an occupation perspective, the majority of Petrolia’s total labour force population works

Table 21: Industrial Structure		
Industrial Sector (by NAICS 2012 code)	Total labour force	% of total
62 Health care and social assistance	415	16.5
31-33 Manufacturing	400	15.9
44-45 Retail trade	335	13.3
23 Construction	195	7.8
81 Other services (except public administration)	180	7.2
Sub-total of top 5 sectors	1,525	60.7
Total	2,515	100.0

Table 21: Top 5 industries, in terms of total labour force population aged 15 years and over, for the Town of Petrolia (Source: Statistics Canada, 2013h)

within 6 Sales and service occupations. The second most common occupations are 7 Trades, transport and equipment operators and related occupations, and 4 Occupations in education, law and social, community and government services comes in third (Statistics Canada, 2013h).

Built Cultural Heritage Resource

The archived research report, written in 1989, that underpins this case study discusses the history and adaptive reuse of Victoria Hall. Victoria Hall, also known as Petrolia Town Hall, is located at 411 Greenfield Street in the centre of the Town of Petrolia. In the 1860s, oil was discovered in the area, leading to the Town of Petrolia’s incorporation in 1874 (Parks Canada, 2012). Conception of the building emerged in the late 1880s during the height of Petrolia’s oil boom, when the Town was amongst the wealthiest in Canada (Parks Canada, 2012). The first plans for the building were created in 1884 by G.S. Hoskins, but were later redrawn by George F. Durand in 1887 (Dillon, 2014) and approved shortly after. The building was constructed from 1887-1889 by C.H. Hughson and Company (Parks Canada, 2012), and officially opened in January of 1889. On Canada’s historic places, Parks Canada (2014) describes Victoria Hall as a “mid-sized town hall building with a prominent clock tower.” Victoria Hall has a two-storey hip-roofed rectangular block, a cross-gable wing projection from all elevations and an off-centre tower. The building was constructed of buff brick in the style of late-Victorian eclecticism with asymmetrical massing, a varied roofline and decorative wood detailing. The building’s lightness, verticality and tall narrow window proportions point to the influence of the Queen Anne Revival style as

well. The building is designated under Part IV of the Ontario Heritage Act, and was designated as a National Historic Site under the Historic Sites and Monuments Act on November 28, 1975.

In 2009, a Heritage Conservation District Feasibility Study was initiated by Lambton County to investigate oil-related heritage resources. Victoria Hall was included in the Commercial Core area designation within the feasibility study. The consultants' recommendations included that the Town of Petrolia should undertake a study, in accordance with OHA 40.(1), to investigate the designation of one of more districts including the Commercial Core (Wendy Shearer Landscape Architect et al., 2009). The County of Lambton heeded this advice and adopted the Oil Heritage Conservation District Plan in 2010; however boundaries for the initial district only encompass resources within the Village of Oil Springs and the Township of Enniskillen (MHBC Planning et al., 2010).

Construction for the building was initiated by the Town of Petrolia, and the Town retains ownership to this day. Originally, Victoria Hall/Petrolia Town Hall was built as a multipurpose facility to house civic functions including a jail, municipal offices, courtroom, council chamber, fire department and an armoury, as well a 1000-seat opera house upstairs (Parks Canada, 2014). The Opera House was used for public meetings, lectures, concerts, assemblies and performances. The building has retained multiple uses over the years; questionnaire respondents noted that the Petrolia Town Hall also housed the police station (personal correspondence, 2014). The popularity of playhouses declined upon the advent of cinema and television in the 1950s causing the Opera House to fall into disuse and disrepair, and the Police station vacated the space in the early 1970s (Lambton County, 2012).



Figure 6: Victoria Hall/Petrolia Town Hall (Source: Student Author, 1989), Victoria Hall/Petrolia Town Hall (Source: Amy Calder, 2014)

4.5.1 Objective 1: The Victoria Hall/Petrolia Town Hall ARI

The Town of Petrolia has retained ownership of the Victoria playhouse since its initial construction. A questionnaire respondent noted that a group from the local high school initiated the first renovation of Victoria Hall. Citizens supported the high school initiative through creating the Victoria Playhouse Foundation. In 1972, the Foundation incorporated as not-for-profit organization, the Victoria Playhouse Petrolia (VPP). The VPP’s objective was to restore the building and reinstate it as a cultural and community centre (Lambton County, 2012). The archived research report rationalized the reuse of Victoria Hall by referencing its landmark building status within the Town of Petrolia, and potential to provide economic, social and cultural benefits for the community. Minor renovations were made to the opera house in 1974; however major restoration and renovation work was performed less than twenty years later in response to a fire that gutted the interior of the building in 1989. The objectives of this second intervention were clear, rebuild the interior of the structure and reinstate the civic and performance functions of the building.

Table 22: Victoria Hall/Petrolia Town Hall ARI Inputs	
<i>Instigator</i>	High school group, community members of the Town of Petrolia
<i>Objectives</i>	Cultural and community centre, Performance venue, Council Chamber, Offices, Lobby
<i>Responsible Agency</i>	Corporation of the Town of Petrolia
<i>Funding</i>	Provincial and Federal government grants, Corporate donations, Private donations, Fundraising events
<i>Completed</i>	Phase 1, 1974; Phase 2, 1992
<i>Ownership</i>	Corporation of the Town of Petrolia

Table 22: Summary of Victoria Hall/Petrolia Town Hall adaptive reuse intervention’s inputs.

Table 22 summarizes the inputs required for the Victoria Hall/Petrolia Town Hall ARI. The ARI was accomplished in two phases; interior features were rebuilt to conform to fire regulations, new interior access points were constructed, and the basement was converted into public washrooms, a lounge and meetings rooms. In Phase 2, elevators and lifts were also installed. The intervention was funded through provincial and federal government grants, corporate donations, private donations and fundraising events. After both ARIs were complete, the Victoria Hall/Petrolia Town Hall housed mayor and municipal staff offices, council chambers, meeting rooms, a professional theatre space, and a lobby space. Observations and questionnaire respondents confirmed that these functions still exist within the building. The theatre’s main floor lobby space hosts a variety of uses including an art gallery, heritage displays, public displays, conferences and workshops. The building is used for concerts, plays, and meetings, and the opera house has been outfitted with projection equipment to accommodate film screenings. The Victoria Playhouse Petrolia is currently owned and operated by the Municipality, meaning that 100 percent of the building is utilized by the Town of Petrolia.

ARI output findings were derived from a combination of primary and secondary source materials. To begin, an online search for 'Victoria Hall/Petrolia Town Hall' using Google's search engine was conducted. The first resources encountered were the websites of Historic Places, Petrolia Heritage, the Town of Petrolia, and Wikipedia. These resources discussed the history of the Town of Petrolia and Victoria Hall/Petrolia Town Hall, as well as the conditions present within the Town of Petrolia. Several of these initial sources provided description of the building's cultural heritage value. Questionnaires were distributed questionnaires to targeted participants within the Town of Petrolia staff and building users from April to June of 2014. Of the four individuals contacted, three returned completed questionnaires related to building ownership, tenancy and heritage. The researcher did not receive a completed CD questionnaire from municipal staff. A site visit was conducted on February 19th, 2014 to photographically document and gather observations (Appendix F) about Victoria Hall/Petrolia Town Hall. ARI findings are summarized in Table 23.

Table 23: Victoria Hall/Petrolia Town Hall ARI Outputs						
User [S, C]	Type of Business [E]	Industry (by NAICS, 2012) [E, C]	Tenancy [S,C]	Employment Positions [E]		Functions & Activities [S, C]
				#	Type	
					<i>Paid</i>	
Town of Petrolia & Mayor's Offices	Municipal Government	91 - Public Administration	Owner	14	CAO, Directors, Managers, Clerks, Administrative support	Municipal offices, Council chambers, meeting rooms, heritage displays, kitchen space
Victoria Playhouse Petrolia	Not-for-profit	71 - Arts, Entertainment & Recreation	n/a (Owned by municipality)	50-70	PAID: Director of performing arts, technicians, actors, support staff (seasonal part-time, depending on theatre season)	Professional theatrical performances, Musical concerts, Film screenings, public displays, visual art gallery, conferences, workshops
Community Organizations	Community organization	71 - Arts, Entertainment & Recreation, 61 - Educational Services	Occasional	n/a	n/a	School group performances (March to April), community theatre
Individuals	n/a	Misc. Special interest	Occasional	n/a	n/a	Special events (weddings, parties, etc.)

Legend [E] = economic, [S] = social, [C] = cultural

Table 23: Summary of the Victoria Hall/Petrolia Town Hall ARIs outputs, including users, functions and activities in the building. This table includes notations (see Legend) of which CD pillar each output contributes towards.

4.5.2 Objective 2: Community Development in Petrolia

Petrolia's Official Plan (OP) was adopted in 1999, and contains policies to guide physical development within the community with respect for social, economic and environmental concerns. A consolidated document, which contains OP Amendments adopted by Council as recent as 2011, is utilized in this study. In 2008, the Town Council embarked on a strategic planning process to guide development through 2020. Through this process, they created a strategic plan that includes the Town's vision, mission, strategic goals and directions. The executive summary of Petrolia's Strategic Plan begins with the following mission statement: "Our Mission is to sustain the Town of Petrolia's outstanding quality of life for current and future generations. To accomplish this we will serve the public interest through leadership, innovation and a focus on community strengths and priorities (Town of Petrolia, 2009, p.4)." The document continues on to state five goals that typify the Town's strategic direction:

1. Sustainable community
2. Economic development
3. Continuous improvement
4. Accountability and transparency
5. Customer service excellence

The five goals represent Petrolia's values, and are defined in more detail through corresponding lists of strategic directions (See Appendix G for Petrolia's strategic goals and directions). The Town of Petrolia's OP enables the municipality to designate Community Improvement Areas (CIA), and specific Community Improvement Project Areas. Petrolia designated the entire municipality as a CIA, but a corresponding Community Improvement Plan was not found. Table 24 captures the number of direct and indirect references to heritage and related terminology within the vision and mission statements, goals and associated strategic directions in the Town of Petrolia's Strategic Plan.

Table 24: Direct and Indirect References to 'Heritage'				
Document	Sections	Reference Type	Terminology	Incidence
Town of Petrolia. (2009). Strategic Plan.	Executive Summary; Petrolia 2020	Direct	'heritage'	4
			'histor-'	0
		Indirect	'cultur-'	3
			'alterat-', 'conserv-', 'preserv-', 'rehabilitat-', 'renovat-', 'replicat-', 'restor-', 'revitaliz-', 'adaptive reuse'	2

Table 24: Incidence of direct and indirect references to the term 'heritage' and related terminology within vision statements and objectives in the Town of Petrolia's *Strategic Plan*.

The Town of Petrolia’s vision statement and objectives within the Executive Summary and Petrolia 2020 sections of the town’s SP were utilized to determine the presence of the four pillars of CD. Table 25 shows that the Town of Petrolia primarily emphasizes the cultural and social pillars of CD in its vision and objectives. The town emphasizes the environmental pillar the least, with only two references throughout both its vision statement and objectives.

Table 25: Presence of CD Pillars				
DATA	E	S	En	C
<i>Vision Statement</i>	3	4	2	5
<i>Objectives</i>	4	6	2	5
[E] = economic, [S] = social, [En] = environmental, [C] = cultural				
Incidence of data related to CD Pillars				
0	1-2	3-4	5-6	7+

Table 25: Presence of the pillars of community development within the Town of Niagara-on-the-Lake’s vision statement and objectives derived from its *Community Vision Statement* (2014).

4.6 Conclusion

This chapter addresses study Objectives 1 and 2; to describe ARI in five communities, and to describe CD in five communities. The chapter was organized by case study, and each case followed the same format. Data gathered through all study collection methods were reviewed concurrently. Each case study began by outlining the municipality’s profile, which included the municipality’s geographic location and proximity to major border crossings, bodies of water, highway systems and neighbouring population centres. Data from the 2006 and 2011 census were used to inform description of each case’s population concentration and demographic population profile, industrial structure and labour force participation. Description of the built cultural heritage resources under investigation followed; this description provides a short history of the building including its uses over time. Next, the case study addressed Objective 1 by presenting ARI input and ARI output findings. By describing the outputs of each case municipality’s ARI, each case also begins to fulfill the first step in the summative evaluation process—describing the outputs and outcomes of implementing the program. Objective 2 is addressed next; each case municipality’s CD strategy is explored by describing vision statements and objectives, and determining the incidence of references to the four pillars of CD, and ‘heritage’ and related terminology. The findings presented to address study Objectives 1 and 2 are explored in greater detail in the Analysis & Discussion chapter.

Chapter 5

Analysis & Discussion

The Findings chapter began to address the first step in the summative evaluation process: to describe the outputs and outcomes of implementing the program. This chapter expands upon the aforementioned description by describing ARI outcomes, and addressing the second and third steps of the summative evaluation process—illuminating factors that program outputs and outcomes can plausibly be attributed to, and determining the impact of identified factors beyond target objectives. Objectives 3 and 4 of the study, to outline the contributions of ARIs to CD, and to explain variations in ARI outputs and outcomes, provide a framework to guide this discussion. Accordingly, this chapter addresses the following questions of the research:

- Do ARI outcomes and outcomes include contributions towards city-wide CD, in terms of economic, social, environmental and cultural outcomes?
- Is there a relationship between ARI inputs, outputs and outcomes, the characteristics of the community and its development strategy, and the venue of an ARI?

Each case is analyzed individually to determine whether ARI outputs and outcomes meet ARI objectives, and to evaluate to what degree ARI outputs and outcomes contribute to city-wide CD objectives. This analysis concludes by applying a determination of success to each case. Success is based on three criteria: whether an ARI's outputs and outcomes contribute towards 50 percent or more of the case municipality's CD objectives, whether or not the building is fully utilized, and the presence of measures that may support access to and accessibility within the building.

After determinations of success are applied to the cases, the chapter moves on to address the second and third steps of the summative evaluation process. Cross-case synthesis is the primary analytical tool (Yin, 2003) utilized throughout the exploration of influencing factors. First, the inputs of the five ARIs are synthesized and cross-case comparison is used to illuminate similarities and differences between the cases. Similarities and differences between ARI inputs are then contrasted with determinations of success to determine which factors may lead to the most successful interventions. The second stage of cross-case analysis includes discussion of external influencing factors, which are contextual and structural in nature, and their impacts beyond targeted objectives. Contextual factors refer to characteristics of a community's profile including its geographic location

and demographic population profile. Structural factors refer to both municipal structures that govern the building and the building's immediate surroundings, such as municipal development strategies or land use designations, and the adapted building's structural characteristics.

The influencing factors discussed in this chapter—including factors such as the skills, insights and capabilities of stakeholders involved in project implementation and operation, and the characteristics of a community's profile—can limit a small population centre's ability to implement successful ARIs and support city-wide CD. Many of the external factors identified are outside of the control of municipalities; however, they should be recognized as potentially having a significant influence on maximizing the contributions of ARIs. Such factors present opportunities for communities to encourage change in areas such as policy, funding arrangements and service provision in upper levels of government, which are expanded upon in the Recommendations chapter.

5.1 Summary of ARI Outputs and Outcomes

The Findings chapter included a detailed description of each case's ARI from two perspectives: the inputs utilized, and the outputs realized. In keeping with the process of a typical program evaluation, this chapter begins by identifying ARI outputs and outcomes. Identification of ARI outcomes occurs during evaluation of the contributions that ARI outputs make towards ARI-specific and city-wide CD objectives. Table 26 presents a summary of all five ARIs' outputs to support this evaluation. To assist with determining ARI outcomes, each category of output data within Table 26 is accompanied by lettered notations that provide a visual indication of the pillar of CD, or type of outcome, that each output relates to—economic [E], social [S] and cultural [C]. For instance, the presence of accessibility measures within an adapted building is included in Table 26 as an output of an intervention. An [S] notation is applied to this output category because the type of accessibility measures in place, such as free or discounted performance tickets, may indicate support for social inclusion.

Table 26: Summary of ARI Outputs from All Cases					
CASE STUDY	<i>Aylmer</i>	<i>Niagara-on-the-Lake</i>	<i>Orangeville</i>	<i>Owen Sound</i>	<i>Petrolia</i>
Types of business [E]	Municipal Government, Not-for-profit, Community organization, For-profit	Municipal Government, Federal Government, Not-for-Profit, Community organization, For-profit	Municipal Government, Not-for-profit, Community organization, For-profit	For-profit, Not-for-Profit	Municipal Government, Not-for-Profit, Community Organization
Industry (by NAICS code, 2012) [E] [C]	91 - Public Administration, 51 - Information & Cultural Services, 71 - Arts, Entertainment & Recreation, 44-45 - Retail Trade, Misc.	91 - Public Administration, 71 - Arts, Entertainment & Recreation, 56 - Administrative and support, waste management and remediation services, 81 - Other Services (except Public Administration), 44-45 Retail Trade, Misc.	91 - Public Administration, 71 - Arts, Entertainment & Recreation	71 - Arts, Entertainment & Recreation	91 - Public Administration, 71 - Arts, Entertainment & Recreation, Misc.
Tenancy [E] [S] [C]	Owner, Lease (annual), Occasional, fully utilized	Owner, Lease (annual), Lease (seasonal), Occasional, fully utilized	Owner, Opera House Management contract, Occasional, fully utilized	Lease (month-to-month), Occasional, underutilized	Owner, Occasional, fully utilized
Employment positions (reported annual totals) [E]	5 (paid), 12 (unpaid)	33-45 (paid)	3 + 13 offsite (paid)	n/a (freelance artists)	64-84 (paid)
Function & Activities [S] [C]	Town Hall meetings, Library, film screenings, musical concerts, theatre productions, performing arts, group meeting, retail events	Municipal Heritage Committee meetings, Lord Mayor's reception room, ceremonial use, Office Space, Visitor Information Centre, Professional theatre venue, Special events (weddings, receptions), Musical Performances, Meetings, Kitchen space	Offices, Council Chambers, Performance venue, Box office, Musical performances, live productions, touring live performance productions	Studio spaces, Offices, Music lessons, Meetings, Practice space, Art, Craft, Storage, Live-in residence, Meetings, Performances	Municipal offices, Council chamber, meetings rooms, heritage displays, kitchen space, Professional theatrical performances, musical concerts, Film screenings, Public displays, visual art gallery, conferences, workshops, School group performances, community theatre, Special events (weddings, parties, etc.)
Accessibility (access & duration; financial; physical) [E] [S]	Consistent partial (limited) daily access to main floor (library), occasional access to theatre; library can be accessed for free, some discounted ticketed for performances, rental fee for occasional venue use; Elevator installed	Significant portion of building is not publicly accessible, occasional access (theatre, events, chamber of commerce, visitor info); Free access to certain areas of building when not in use, discounted ticket price options for the Shaw Festival Theatre; Elevator installed	Functions operate year-round, consistent access (weekday) to municipal services and theatre amenities (weekday and weekend); Free access to common spaces; Theatre Orangeville offers a wide range of discounted performance ticket prices; Elevator installed	Functions operate year-round, access restricted to tenants and public access must be arranged; No consistent presence of non-paying members of the public; Minimal free access to the building, access is due to arranging tenancy or use of paid services	Theatre used on seasonal or occasional basis, year-round access to municipal services, main floor gallery supports extended visits; Free access to common spaces and public art gallery, discounted theatre tickets available; Elevator installed

Table 26: Adaptive reuse intervention outputs with lettered notations ([E] = economic, [S] = social, [C] = cultural) identifying the CD pillar that each category contributes to.

5.2 Do ARI Outputs and Outcomes Meet Objectives?

Each case is analyzed individually to determine if ARI outputs and outcomes meet ARI objectives, and to evaluate the degree to which ARI outputs and outcomes contribute to city-wide CD objectives. ARI objectives are drawn from archived research data reports, and CD objectives are articulated by municipalities in their Official and Strategic Plans. Analysis concludes with a determination of each case's success, in terms of maximizing an ARI's contributions to city-wide CD objectives. Success is determined by a number of criteria, including whether or not an ARI's outputs and outcomes contribute to 50 percent or more of a case municipality's city-wide CD objectives. Determinations of success are also based on an ARI's specific outputs (Table 26), including whether or not an adapted building is fully= utilized, and the presence of measures that may support access to and accessibility within the building.

5.2.1 ARI Outputs and Outcomes versus ARI Objectives

Town of Aylmer

The Old Town Hall ARI was guided by a set of seven objectives, related to anticipated outputs and outcomes of the intervention. The seven objectives are the following:

Outputs

1. Compliance with fire and building codes
2. Address structural and mechanical issues
3. Include a library
4. Create a performance venue and community centre

Outcomes

5. Built heritage preservation
6. Downtown revitalization
7. Productive use of asset

The Old Town Hall intervention contributes to all seven ARI objectives set out for the project. Renovations brought the building into compliance with fire and building codes, and addressed structural and mechanical issues. The building also currently hosts the Elgin County Library, which hosts public outreach events and acts as a community centre. The cultural venue on the top floor of the building is used for performances and can be rented for public use. Aylmer's intervention also contributes towards anticipated outcomes included in its seven ARI objectives. The ARI itself is an expression of Aylmer's commitment toward built heritage preservation, which is recognized as a

process of CD (Richards & Dalbey, 2006). As Matarrita-Cascante and Brennan (2012) state, the goal of implementing CD processes is to improve a community's current condition. Due to its location within Aylmer's central business district, the Old Town Hall ARI also contributes toward the revitalization of Aylmer's downtown area.

Determining whether or not the Old Town Hall intervention led to productive use of the asset depends on how the term "productive" is defined. Oxford Dictionaries (2015c) defines the term as "achieving a significant amount or result." If 'significant amount or result' refers to access to the adapted building and the level of activity within it, then the Old Town Hall does not completely contribute to this objective. Currently, the main floor of the building is occupied by a primary tenant; however the Elgin County Library branch is not open every day of the week and the future of its tenancy is uncertain. The upstairs performance venue is not used on a full-time basis either, but is instead used on an occasional basis by different groups. If 'significant amount or result' refers to the proportion of the building that is in regular use, then the intervention is successful in achieving productive use because both the performance venue and library are used on a consistent basis.

Town of Niagara-on-the-Lake

The Town of Niagara-on-the-Lake outlined seven objectives for the Niagara District Courthouse intervention. The ARI objectives are related to anticipated outputs, these are:

Outputs

1. Compliance with fire and building codes
2. Bicentennial project
3. Community facility
4. Library
5. Meeting rooms
6. Spaces for community events
7. Arts and cultural facilities

At present, the Niagara District Court House's ARI outputs and outcomes contribute towards six of the ARI's seven objectives. The building was brought into compliance with safety and structural codes. A library was initially established in the building, but it has not been active since the late 1990s. The building houses meeting rooms, community event spaces, and arts and cultural facilities. The building can be considered a community facility; members of the public can attend a Shaw Festival theatre performance, meetings or receptions, rent space to operate a special event, or access the Chamber of Commerce's services and visitor information. A significant portion of the building is

not accessible to the public; however, because of the presence of Federal Government usage and not-for-profit office spaces.

Town of Orangeville

The Orangeville Town Hall and Opera House ARI sought to achieve four objectives, which include both anticipated outputs and outcomes. The objectives are the following:

Outputs

1. Compliance with fire and building codes
2. Enhance and enlarge building to meet administrative space requirements (additional space for council and town officials)
3. Access to cultural experiences

Outcomes

4. Accommodate growing community

The intervention was successful in contributing towards all four ARI objectives. The building is in compliance with fire and building codes, and the rear of the built cultural heritage resource underwent a significant addition to accommodate the municipality's need for additional administrative space. By enlarging the space available for public sector activities, the Orangeville Town Hall is better positioned to accommodate the needs of its growing community. A key part of the project was re-instating the opera house; the Opera House Management Contract between Theatre Orangeville and the Town of Orangeville provides access to cultural experiences.

City of Owen Sound

The six objectives outlined for the Old Grey County Courthouse ARI are related to anticipate outputs, and include:

1. Compliance with fire and building codes
2. Utility and security requirements
3. Community facility
4. Arts and cultural facilities space
5. Performance venue
6. Artist studios

The Old Grey County Courthouse ARI contributed towards most of the objectives set for the intervention. The building was brought into compliance with fire and building code requirements, and received required utility and security upgrades. The building currently hosts artist studios, office, and

performance spaces for arts and cultural practitioners. The building can be considered a community facility because the arts and cultural facilities within it support activities like artistic practice, music lessons, meetings, and performances that invite participation from members of the public. The ARI's classification as a community facility can be challenged; the building is underutilized, and there is an inconsistent public presence due to a lack of access to, and accessibility within, the building.

Town of Petrolia

The Town of Petrolia included anticipated outputs and outcomes in the seven objectives it set for the Victoria Hall/Petrolia Town Hall ARI, these are:

Outputs

1. Compliance with fire and building codes
2. Cultural and community centre
3. Performance venue
4. Council Chambers
5. Offices
6. Lobby

Outcomes

7. building restoration and preservation

The Victoria Hall/Petrolia Town Hall ARI contributed to all seven of its ARI objectives during two phases of renovation and restoration. The intervention took place in two phases because the building was gutted by a major fire in 1989. The initial phase intended to undertake minor renovations, but after the fire major renovations and restoration was required. Bringing the building into compliance with fire and building codes was of high priority. The building can be described as a cultural and community centre due to the functions and activities it supports. The Town of Petrolia's municipal administration and council operates out of the facility, and a performance venue is housed in Victoria Hall. The Town also maintains a main floor lobby space, which has publicly accessible heritage displays and a visual art gallery.

Comparison of ARI outputs and outcomes with ARI objectives shows that the five cases contributed towards all, or the majority, of the objectives set for each intervention. The cases that contributed to a majority of their ARI objectives were Niagara-on-the-Lake and Owen Sound. When the Niagara District Courthouse ARI was first undertaken it hosted a library; however, the facility is no longer present. In the case of Owen Sound, all of the outputs specified for the ARI are present;

however, the building's underutilization and restricted access undermines its classification as a community facility.

5.2.2 Do ARI Outputs and Outcomes Contribute Towards CD Objectives?

To determine which interventions were most successful in maximizing the contributions of their ARIs towards CD, ARI outputs and outcomes are compared with city-wide CD objectives. Determinations of success are based on the total percentage of contributions that each ARI made towards CD objectives, and include consideration of whether or not an intervention fulfilled its ARI objectives.

Town of Aylmer

The Town of Aylmer's Official Plan includes eight CD objectives alongside its mission statement within its *Municipal Development Strategy*. These objectives guide city-wide CD:

1. Ensure the quality of life and safety of families and neighbourhoods;
2. Encourage and facilitate enterprise in business;
3. Preserve our heritage and the natural environment;
4. Strive for economic diversity;
5. Respect cultural diversity
6. Ensure planned, orderly growth;
7. Make the Town attractive;
8. Promote spirit of community participation.

The Old Town Hall ARI contributes towards six out of Aylmer's eight CD objectives, not including Objectives 2 and 6. The adapted building contains key community amenities, a library and a performance venue, that fulfill Aylmer's first objective by contributing to quality of life (Reimer, 2009). The ARI itself is an expression of Aylmer's commitment toward its third CD objective, "preserve our heritage..." The intervention contributes towards Aylmer's fourth CD objective as well; building management support economic diversity by renting and leasing space to four types of businesses that represent four industrial sectors.

The ARI contributes towards CD objectives related to social and cultural concerns as well. The Old Town Hall facility provides access to public services and amenities that respect cultural diversity by encouraging the integration of diverse peoples and cultures (Halseth & Ryser, 2006). The cultural functions and activities within the building also promote a spirit of community participation by inviting the general public to take part in musical and theatrical productions as audience members or

otherwise. Events held by the primary tenant, the Elgin County Library, similarly encourage community participation within the building. The aforementioned ARI outputs and outcomes collectively fulfill Aylmer's objective to "Make the Town attractive," from an economic, social, and cultural perspective. The Old Town Hall ARI contributes towards 75 percent, or six out of eight, of the Town of Aylmer's city-wide CD objectives. Even though the prior comparison of the ARI's outputs and outcomes with ARI objectives showed that there is limited daily access to facilities, and the performance venue has a lack of financial accessibility, the ARI is determined to be successful in providing a venue that may contribute to the meeting of its stated objectives.

Town of Niagara-on-the-Lake

In its Official Plan, the Town of Niagara-on-the-Lake supports its vision statement with eight strategic pillars (Town of Niagara-on-the-Lake, 2014):

1. A globally competitive, resilient town with a strong and diverse economy; a town that offers attractive employment opportunities, where people want to live, work and conduct business;
2. A town that protects its environment for present and future generations through creative stewardship of land, water and air;
3. A welcoming town built on mutual respect that nurtures people of all ages, backgrounds and abilities; a community where accessible health care, housing, education, and other lifestyle services support overall health and well-being.
4. A thriving international destination for culture and heritage with a variety of recreation choices.
5. A town with viable, safe and accessible transportation options.
6. A beautiful town that respects its unique rural and historical character and manages growth in a balanced manner meeting resident and business needs.
7. A premiere agricultural area where agriculture and farming thrive.
8. A fiscally responsible, financially resilient town prepared to flourish over the long-term.

The Niagara District Court House ARI makes economic, social and cultural contributions towards four of Niagara-on-the-Lake's eight city-wide CD objectives. The building's users contribute toward Niagara-on-the-Lake's objective to have a strong and diverse economy; five different types of businesses across five industrial sectors use the building on a permanent seasonal and occasional basis. Between thirty-three and fifty-five paid positions in five industrial sectors are supported by the building's users, which fulfills the Town's objective to offer "attractive employment opportunities" as well.

Several functions within the Niagara District Court House welcome people of all ages, backgrounds and abilities to use the building, such as the Visitor Information Centre location in the basement. Culture is a necessary ingredient for well-being (Hawkes, 2001); the building's performance venue, event spaces and the accessibility of the building contribute towards the Town's objective to provide accessible lifestyle services that support well-being. The upstairs performance venue, and its active use by the Shaw Festival, supports the Town's objective to be a "thriving international destination for culture." Over its more than 50 year life span, the Shaw Festival has grown to be an internationally renowned theatre company; the festival makes a significant contribution to Niagara's recreation choices. The ARI itself exemplifies Niagara-on-the-Lake's objective to "respect its unique... historical character" and to become a destination for heritage as well. The availability of amenities within the Niagara District Court House may bolster the town's sustainability and resiliency from an economic, social and cultural perspective.

The Niagara District Court House ARI contributes towards 50 percent, or four out of eight, of Niagara-on-the-Lake's city-wide CD objectives. The researcher was unable to determine whether or not the ARI contributed towards the Town's objective to be fiscally responsible, and so it is possible that the intervention's contributions towards CD are understated in this analysis. Prior discussion of ARI outputs and outcomes, and ARI objectives showed that the intervention initially met all of its ARI objectives, although the Library is no longer located in the building. Based on the intervention's outputs and outcomes and analysis of the ways in which those outputs and outcomes contribute to CD objectives, the ARI is determined to be successful. In this case, the ARI is successful in providing a venue that may contribute to meeting the municipality's CD objectives, and includes measures that may support accessibility within the building.

Town of Orangeville

The Town of Orangeville's *Official Plan* (2013b) outlines five CD objectives that the town utilizes to achieve its vision:

1. The maintenance and enhancement of Orangeville's overall quality of life and small town appeal;
2. The protection of heritage, cultural and natural environments;
3. A growth management strategy that balances opportunities for residential and employment growth while maintaining the community's natural and historic character;

4. Providing an economic development strategy that supports the retention and expansion of local businesses and seeks new opportunities;
5. The support of an equitable, efficient and accountable municipal service delivery system that allows for regular public consultation.

The Orangeville Town Hall and Opera House ARI contributes towards three out of Orangeville's five CD objectives. The economic, social and cultural contributions of the Orangeville Town Hall and Opera House support the community's ability to sustain and enhance its well-being. As Reimer (2009) states, access is a determinant of the effectiveness of services and amenities which are a key part of quality of life. Consistent access to services and amenities enables the ARI to contribute to Orangeville's first objective for CD. The ARI exemplifies Orangeville's commitment to its second objective for CD as well, "the protection of heritage [and] cultural environments." To provide enhanced facilities for municipal services, an addition was added to the Orangeville Town Hall and Opera House. The sensitive way in which the addition was completed, in regards to reflecting and interpreting original design elements, is an example of Orangeville's commitment to its third objective; to balance growth "while maintaining the community's ... historic character (2013b)."

In terms of economic objectives, the Opera House function within the building supports Orangeville's economic development strategy. Although the Town of Orangeville did not report the total number of employment positions provided by the Town Hall, it is fair to assume that the Town is a large economic contributor in terms of employment. Theatre Orangeville alone supports sixteen paid positions that are housed within the building and at an offsite location. Under the Opera House Management Contract, the Town supports the cultural economy by providing space to the not-for-profit organization and, in turn, Theatre Orangeville operates the venue and contributes direct and indirect economic returns for the community (Evans, 2005). This arrangement ensures the retention of a local business and generates new opportunities; effectively contributing towards Orangeville's fourth objective for CD. The Orangeville Town Hall and Opera House ARI contributes towards 80 percent of the Town's city-wide CD objectives. In light of the fact that ARI outputs and outcomes contribute towards more than 50 percent of CD objectives, the intervention is determined to be a success. This determination is also due to the building's high level of utilization, and the presence of measures that may increase access to and accessibility within the building.

City of Owen Sound

The City of Owen Sound's Official Plan articulated seven key areas of focus for its goals and action-oriented objectives. The City's goals are similar in orientation to the other study cases, and so they are used to represent CD objectives in this analysis:

1. To protect and enhance the quality of the natural environment through a planning framework that maintains and improves the diversity and connectivity of the natural forms, features and functions of the City's natural heritage, surface water and ground water resources and that minimizes and mitigates the impacts of development on these features;
2. To foster a vital and diverse local and regional economy;
3. To create a planning framework that promotes and encourages the growth and development of the City, addressing residential, business, employment, industrial, government, institutional, office, entertainment, cultural, recreational, health, and social service activities.
4. To be a community that celebrates its cultural heritage and offers an exceptionally supportive, healthy environment, providing leadership as the social, cultural, health and wellness, and recreational focus for the community's inhabitants and visitors.
5. To be a welcoming, safe, supportive community that is equitable in providing for the diverse needs of all its residents and visitors.
6. To enhance the exceptional natural setting and built heritage of the City by ensuring quality urban design and protecting significant features.
7. To improve, maintain and expand infrastructure including transportation, water and sewage infrastructure, stormwater management, waste management, telecommunications and other public utilities to better serve existing and future residents, businesses and visitors.

The Old Grey County Courthouse's tenants are primarily for-profit individuals and not-for-profit community organizations working within the Arts, Entertainment and Recreation industry. The building's tenants contribute towards part of Owen Sound's second objective for CD, in that local economic activities are supported by the building; however, a lack of industrial diversity is present. The Old Grey County Courthouse ARI exemplifies Owen Sound's commitment to its fourth CD objective, which begins by stating the City's aim "to be a community that celebrates its cultural heritage (City of Owen Sound, 2014c)." Findings revealed that while the building was brought into compliance with relevant fire and safety codes, planned restoration and renovation work was not completed. This lack of investment challenges Owen Sound's commitment to its fourth objective for CD, and to its sixth objective which focuses on enhancing "the exceptional... built heritage of the City by... protecting significant features."

The ARI contributes towards 43 percent of, or three out of seven, Owen Sound's city-wide CD objectives. Due to the building's underutilization, and operational and physical inaccessibility, the ARI's contributions towards CD are not successfully maximized. The intervention was determined to be unsuccessful because the intervention contributes towards less than 50 percent of CD objectives, and ARI outputs show that the building is underutilized and the intervention lacks measures that may contribute to accessibility within the building. By increasing utilization of the building, the City could increase its contributions towards its fourth CD objective by "providing leadership as the social, cultural, health and wellness, and recreational focus for the community's inhabitants and visitors." Increasing utilization can also result in economic benefits such as increased tourism, and can result in increased access to public services, amenities and social supports. These services, amenities and social supports are important for community sustainability (Halseth & Ryser, 2006), and are a key element of quality of life (Reimer, 2009).

Town of Petrolia

The Town of Petrolia's *Strategic Plan* accompanies its vision with nine CD objectives:

1. The preservation of the Town's history which supports a quality of life that energizes its residents and inspires its visitors;
2. A sustainable economy capitalizing on Petrolia's heritage;
3. The effective use and development of all community resources;
4. Ensuring the Town's infrastructure will support future growth and development;
5. Opportunities for residents of all ages to be active participants in the Town;
6. Residents of all ages having access to physical, recreational, leisure and cultural activities;
7. Supporting our existing businesses to ensure their retention and growth;
8. Continuous progress within our Council and Administration;
9. Accountability and transparency in decisions that affect the Town through a strong communication strategy and citizen engagement.

The Victoria Hall/Petrolia Town Hall ARI contributes towards six out of nine city-wide CD objectives. The ARI represents Petrolia's commitment to its first CD objective, which states its recognition that historic preservation supports a quality of life that is energizing and inspiring. The Town also contributed to its second CD objective to ensure a sustainable economy by capitalizing on its heritage; the adapted building supports cultural economic activities and encourages tourism within the community. The Town also demonstrated its commitment to effectively using and developing community resources by undertaking the ARI.

Functions and activities that occur within Victoria Hall/Petrolia Town Hall contribute towards Petrolia's fifth objective for CD by provide residents of all ages with opportunities for active participation in the Town. Members of the community can be both passive and active participants by attending concerts, film screenings or public art displays, and by taking part in activities like workshops and community theatrical productions that occur in the building. Residents are provided access to the building's recreational, leisure and cultural offerings through accessibility measures that include daily access to the space, financial measures such as discounted tickets to performances and free access to public spaces, and physical accessibility measures including an elevator. In terms of economic contributions, the Town's demonstrates its commitment to its seventh CD objective, to provide support for the retention and growth of its existing businesses, by enabling community organizations to utilize the space for business activities. The Victoria Hall/Petrolia Town Hall ARI contributes towards 67 percent, or six out of nine, of the Town's city-wide CD objectives. By providing a venue that may contribute towards maximizing more than 50 percent of CD objectives, this ARI is determined to be successful. This determination of success is also due to the building's high level of utilization, and the presence of measures that may support access to and accessibility within the adapted resource.

By comparing ARI outputs and outcomes against ARI objectives, and evaluating how ARI outputs and outcomes contribute to city-wide CD objectives, it becomes clear which ARIs are more or less successful in maximizing their contributions towards CD. Determinations of success are made based on several criteria. Success is determined by quantifying the percentage of ARI and CD objectives that ARI outputs and outcomes contribute to; contributions of 50 percent or greater indicate success. Success is also based on the presence of measures that may support access to and accessibility within the building, and an adapted resource's level of utilization. Based on these criteria, four out of the five case studies undertaken were successful (Aylmer, Niagara-on-the-Lake, Orangeville, and Petrolia), and one case study (Owen Sound) was not successful in this pursuit. The next step in the summative evaluation process is to explore the factors that influenced each intervention.

5.3 Factors That Influence the Outputs and Outcomes of ARIs

Now that ARI outputs and outcomes have been evaluated against both ARI and CD objectives, and determinations of success have been made, ARI inputs, outputs and outcomes, and the context of each intervention are evaluated to determine factors that influence ARIs. This discussion also highlights

external factors, outside of direct ARI inputs, that impact the success of interventions and city-wide CD in general. These external factors stem from the case municipality’s profile and development strategy, and the structural characteristics of each ARI venue.

5.3.1 Internal Factors: ARI Inputs, Outputs and Outcomes

This initial discussion focuses on identifying influencing factors within ARI inputs, outputs and outcomes. Each case’s inputs, outputs and outcomes are compared to illuminate similarities and differences between cases. The similarities and differences identified are contrasted with determinations of which interventions were more or less successful in maximizing contributions towards CD. To facilitate comparison between cases, Table 27 provides a summary of ARI inputs across all cases.

Table 27: Summary of ARI Inputs from All Cases					
CASE STUDY (Completion date(s); Ownership)	<i>Aylmer</i>	<i>Niagara-on-the-Lake</i>	<i>Orangeville</i>	<i>Owen Sound</i>	<i>Petrolia</i>
	1982, 1988; Corporation of the Town of Aylmer	1983-1984; Corporation of the Town of Niagara-on-the-Lake	1971, 1993-1994, 2013; Corporation of the Town of Orangeville	1985; Corporation of the City of Owen Sound	1974, 1992; Corporation of the Town of Petrolia
INSTIGATOR	Citizens - formed Heritage Aylmer	Citizens - formed Shaw Festival, Town of Niagara-on-the-Lake	Citizens, Town of Orangeville	Citizens - formed Courthouse Preservation Coordinating Committee	Citizens - formed Victoria Playhouse Foundation
OBJECTIVES	Compliance with fire and building codes, address structural and mechanical issues, Built heritage preservation, downtown revitalization, productive use of asset, library, performance venue and community centre	Compliance with fire and building codes, bicentennial project, community facility, library, meeting rooms, spaces for community events, and arts and cultural facilities,	Compliance with fire and building codes, enhance and enlarge building to meet administrative space requirements (additional space for council and town officials), accommodate growing community, access to cultural experiences	Compliance with fire and building codes, utility and security requirements, community facility, performance venue, artist studios, arts and cultural facilities space	Compliance with fire and building codes, building restoration and preservation, cultural and community centre, performance venue, Council Chambers, offices, lobby
AGENCY RESPONSIBLE	Corporation of the Town of Aylmer	Corporation of the Town of Niagara-on-the-Lake	Corporation of the Town of Orangeville	Corporation of the City of Owen Sound	Corporation of the Town of Petrolia
FUNDING	federal and provincial grants and funding programs, municipal funds, loan, sale of previous library, individual and organizational donations	provincial government grants and funding programs, municipal resource funds, individual and organizational donations	Provincial work program grant, tax levies, municipal government reserve, municipal development fund	Municipal capital budget, fundraising initiatives & events	provincial and federal government grants, corporate donations, private individual donations, fundraising events

Table 27: The inputs involved in each case’s adaptive reuse intervention.

The ARIs were undertaken throughout the 1980s and early 1990s, within a political environment characterized by increasing privatization and the adoption of deregulation processes in public policy. Despite this political context, each of the built cultural heritage resources analyzed was municipally-owned when the ARI was conceptualized and implemented, and remains so up to this study’s

completion date, and the municipality was the agency responsible for executing the ARI. In all five interventions, citizens instigated the project, and in two cases the municipality joined citizens in project instigation. In this study, a clear correlation did not emerge between municipalities joining citizens in project instigation and successful maximization of ARI contributions to CD, which may indicate the influence exerted by other factors.

Table 27 shows that there are many similarities between the cases deemed to be most successful in maximizing the contributions of their ARIs to CD. All five interventions had similar objectives; creating spaces for cultural functions and activities was identified as the route to achieving productive use of the building. Four out of five cases, all of which are determined to have successfully maximized the contributions of their ARIs, also aimed to complement cultural functions with public sector uses. The four most successful cases utilized diversified funding schemes, which included municipal contributions, grants and program funding from upper levels of government, and individual and organizational donations. In one case, the least successful ARI, funding from upper levels of government could not be secured.

Analysis of the ARI outputs presented in Table 26 at the beginning of this chapter also yielded several similarities between the four most successful cases. The four most successful ARIs host a mix of tenants, which include individuals working within the municipal government, and not-for-profit, for-profit and community organizations. In the four most successful cases, ARIs are owner-occupied to a certain extent, and accommodate occasional users. Three out of four successful cases also have non-owner annual lease-holding tenants. There are similarities in the accessibility afforded by tenants as well, in terms of the access to the adapted building and duration of visit supported, financial accessibility and physical accessibility. All four successful cases enable both consistent and occasional public access to their adapted buildings through public sector service provision, performance venues and common spaces. The four most successful ARIs may also support accessibility by offering discounted tickets to performances, and providing access to elevators.

The case determined to be the least successful—the Old Grey County Courthouse in Owen Sound—shares some similarities with the most successful cases. These similarities include that local citizens instigated the intervention, and the municipality contributed funding and acted as the agency responsible. Similarities also include the existence of for-profit and not-for-profit tenants, and both lease-holding and occasional tenants. The similarities between Owen Sound and the other cases end

there though; the project lacked complementary funding from upper levels of government, its outputs do not include public sector uses, and leasehold arrangements are on a month-to-month basis. Access to the building is typically by appointment with current tenants only, and an elevator is not present.

Cross-case comparison of the five ARIs illuminated similarities between successful cases, in terms of the resources, activities and participants present within their inputs, outputs and outcomes. These resources influence the success of ARIs, and are referred to as influencing factors for the remainder of this study. The influencing factors identified are used to fulfill study Objective 5: To create a model for maximizing an ARI's contributions to CD. The Recommendations chapter begins by presenting a logic model, and a detailed description of the model, which outlines the relationships between ARI inputs, activities, outputs and outcomes. Acknowledgement of the assumptions underlying the inputs and outputs presented in the model, and the external factors that influence ARI outcomes is included in the logic model. The following section discusses external factors in detail, and identifies potential impacts of these factors beyond targeted objectives.

5.3.2 External Factors: Contextual & Structural Characteristics

External factors related to the characteristics of a municipality's profile may impact its ability to maximize an ARI's contributions to CD, and to support city-wide CD; these factors are contextual and structural in nature. A contextual factor can include the characteristics of a case municipality's profile such as its population concentration, demographic population profile and labour force status. Structural factors include municipal strategies and By-Laws that govern the building and its adjacent properties, and the physical characteristics of the building. Examples derived from study cases are provided to illustrate external factors and their resulting impacts.

As stated, this study focused on small population centres with populations of less than 29,999; the cases examined were recorded as having populations ranging from 5,528 to 27,975 people in the 2011 Census. Due to their smaller population concentrations, communities have less monetary resources, human capital and knowledge to draw from to foster community sustainability and well-being. They are limited in their ability to deliver services, amenities and social supports and are often unable to take advantage of economies of scale in public goods provision (Geys et al, 2011). Population concentration can explain the limited access offered to some of the ARIs examined. In the case of Aylmer, for instance, the Elgin County Library determined that daily access to its downtown library branch was not required; therefore the adapted Old Town Hall building remains locked for a portion

of each week. Population size alone is not an adequate measure of a community's well-being or stability; however, population change may provide an indication of its condition.

The population concentrations of small population centres are changing, although the findings presented in Table 28 show that small population centres are experiencing population decline disproportionately (Duxbury & Campbell, 2011; Mitchell, 2009). Population change was evident amongst all of the cases examined. Three out of four of the cases experienced an increase in population of greater than 3.5 percent between 2006 and 2011 (see Table 28). The exceptions to this finding were Aylmer and Owen Sound; the former experienced an increase of 1.2 percent, and the latter a decrease of 0.3 percent. In Canada, some communities have experienced population growth similar to the national average (Savoie, 2008). Niagara-on-the-Lake's and Petrolia's population growth between 2006 and 2011, of 5.7 percent and 5.9 percent respectively (Table 28), represent growth at or close to the national average of 5.9 percent, and corroborate Savoie's (2010) finding.

Population dynamics can be influenced by a number of factors, including a community's geographic location. A municipality's geographic location can influence its economic and social conditions (Reimer, 2006; Alasia, 2010) due to proximity and access to neighbouring population centres. Proximity is referred to as metro- or urban-adjacency, and is an important factor for determining population dynamics (Alasia & Bollman, 2001; du Plessis, 2001), and mitigating a community's vulnerability to population and employment decline (Statistics Canada, 2008).

Communities located near census metropolitan areas (CMAs) or census agglomerations (CAs) tend to experience more population growth than those located farther away (Alasia, 2010; Statistics Canada, 2007a; Reimer, 2007). Growth can be attributed to the effects of urban spill-over when a

Table 28: Population Concentration & Change			
CASE STUDY	2006	2011	% change
Aylmer	7,069	7,151	1.2
Niagara-on-the-Lake	14,587	15,400	5.6
Orangeville	26,925	27,975	3.9
Owen Sound	21,753	21,688	-0.3
Petrolia	5,222	5,528	5.9
Ontario	12,160,282	12,851,821	5.7
Canada	31,612,897	33,476,688	5.9

Table 28: This table provides population concentration change data for each of the five cases, Ontario and Canada, from the 2006 and 2011 Censuses. A final column presents the percentage change between data gathered in the 2006 and 2011 Censuses. (Source: Statistics Canada, 2012)

community's geographic location facilitates commuting to larger urban centres for employment (Reimer, 2007). Studies show that migrants are increasingly relocating to communities within commuting distance (du Plessis, 2001), and tend to select municipalities with strong or moderate urban influence (Mitchell, 2009). Statistics Canada (2015) classifies municipalities that are not included within CMAs or CAs by metropolitan influence zones (MIZ). MIZ categories represent the percentage of a municipality's residents that commute to work in the core of a CMA or CA. All of the cases in this study are either located within CMAs (Niagara-on-the-Lake, Orangeville, and Owen Sound) or have been assigned a strong MIZ classification (Aylmer, Petrolia). Evidence suggests that the cases should be experiencing population growth due to their statistical classifications, so what factors may be influencing the population concentration changes seen amongst the cases (Table 28)?

As an influencing factor, proximity does not act in isolation; studies have shown that the population size of urban centres is positively correlated with population growth in surrounding communities (Alasia, 2010). The cases corroborate Alasia's (2010) findings when proximity data are compared against neighbouring urban centres' population sizes and population change percentages between 2006 and 2011 (Table 29). Table 29 shows a positive relationship between population growth and being in closer proximity to neighbouring communities with medium or large urban population sizes. Owen Sound is located farthest from its closest neighbouring population centre, which has a population of 166,634, and experienced a population decrease of 0.3 percent between 2006 and 2011 (Statistics Canada, 2012k). Table 29 also shows that Niagara-on-the-Lake is located at a similar distance from its neighbouring urban centres as Owen Sound; however, its neighbouring urban centre has a population of 2,615,060. As anticipated by Alasia's (2010) study, Niagara-on-the-Lake experienced an increase in population of 5.6 percent between 2006 and 2011.

Table 29: Proximity from Neighbouring Population Centres				
CASE STUDY	Neighbouring Population Centre (medium or large urban)	Population (as per the 2011 Census)	Proximity (in km)	Population Change (2006 to 2011)
Aylmer	City of London	366,151	41.6	1.2 %
	City of Waterloo	98,780	117.0	
	City of Toronto	2,615,060	190.0	
Niagara-on-the-Lake	City of Toronto	2,615,060	129.0	5.6%
	City of Kitchener	219,153	140.0	
	City of London	366,151	201.0	
Orangeville	City of Guelph	121,688	56.0	3.9%
	City of Mississauga	713,443	58.0	
	City of Vaughan	288,301	68.1	
Owen Sound	City of Toronto	2,615,060	81.3	
	City of Barrie	166, 634	136.0	-0.3%
	City of Kitchener	219,153	147.0	
Petrolia	City of Toronto	2,615,060	189.0	
	City of London	366,151	90.0	5.9%
	City of Windsor	210,891	153.0	
	City of Toronto	2,615,060	279.0	

Table 29: This table displays each case municipality's proximity from neighbouring large urban and medium population centres. Population figures are derived from the 2011 Census (Statistics Canada, 2012e; 2012h; 2012i; 2012k; 2012m). Proximity is expressed as distance in kilometres, as was derived from conducting measurements using Google Earth.

Many municipalities disprove the association between proximity and population growth, however; indicating that other factors may influence their ability to attract future migrants (Reimer, 2007). Mitchell's (2009) research found that when migrants settle in more isolated locations, they favour communities with significant environmental and recreational assets. These findings reinstate the importance of supporting a diverse range of assets—such as connectivity, and environmental and recreational opportunities—to improve the attractiveness of small population centres.

Population change is also expressed as changes in demographic population profiles; Figure 7 presents each case's demographic profile in terms of three broad age groupings. The findings show that the majority of cases saw a decrease in the 0 to 14 age grouping between the 2006 and 2011 censuses, and all cases saw an increase in the 65 years and older age grouping; these trends reflect the Second Demographic Transition (Van der Kaa, 2002). This finding may also indicate relatively stable dependency ratios (Statistics Canada, 2010), due to a change in the proportions of youth and

older individuals in each community. Niagara-on-the-Lake, Owen Sound and Petrolia saw a decrease in population within the 15 to 65 year age grouping, whereas Orangeville and Aylmer saw an increase in population within this same grouping. In some cases, findings for the 15 to 65 year age grouping, defined as a community’s working age population by Statistics Canada, may indicate a trend of out-migration as individuals search for educational and employment opportunities (Bruce, 2007). Increases in population within the 65 and over age grouping may indicate in-migration of retirees within all of the cases.

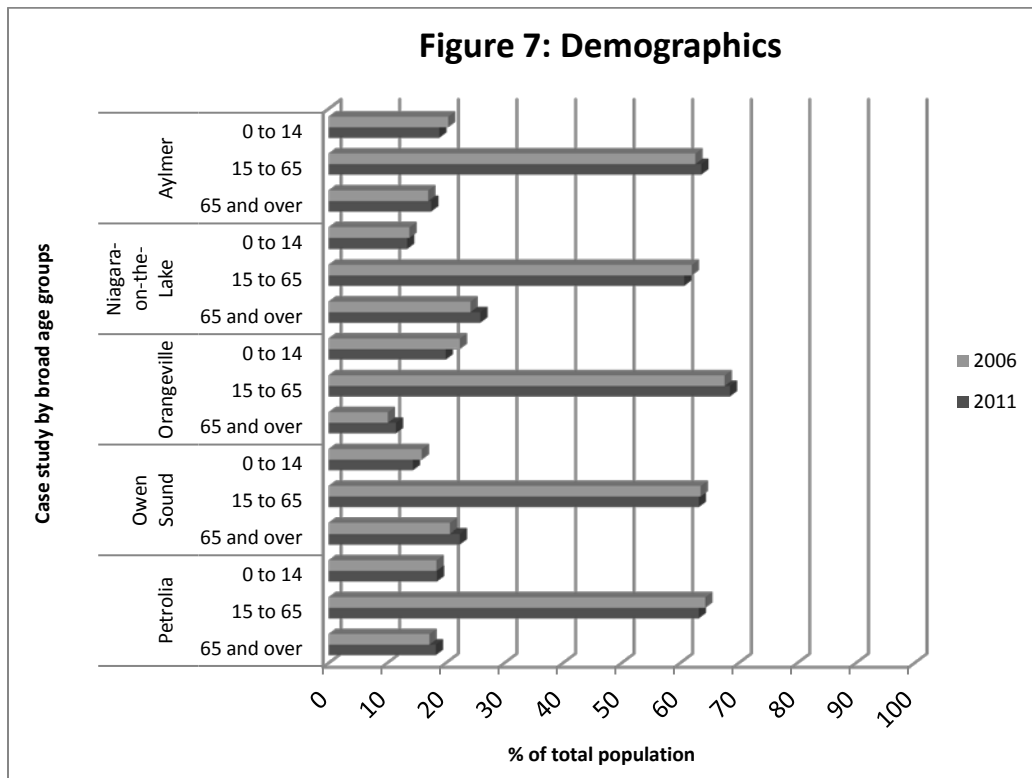


Figure 7: This graph presents data on the demographic population profiles of each case. This graph shows the percentage change between data gathered in the 2006 and 2011 Censuses. The cases are grouped into broad age groups: 0 to 14, 15 to 65, and 65 and over.

Aside from changes in population concentration and demographic profiles, small population centres may be experiencing economic transformation. Economic-based processes, such as industrial sector restructuring, have been identified as major stressors for change (Reimer, 2011). Economic transformation can appear as declines in employment (Zakirova, 2010) within labour force data. Using this metric, Figure 8 shows that all of the cases may be showing signs of economic

transformation; participation and employment rates declined, and unemployment rates increased between the 2006 and 2011 censuses. The slight increase in unemployment rates between 2006 and 2011 across all cases may also be due to the increase of individuals aged 65 years and older represented within each municipality's demographic population profiles. Individuals in this age cohort may not be participants in the labour force, which may influence the decline in participation rates as seen across all cases (Table 28).

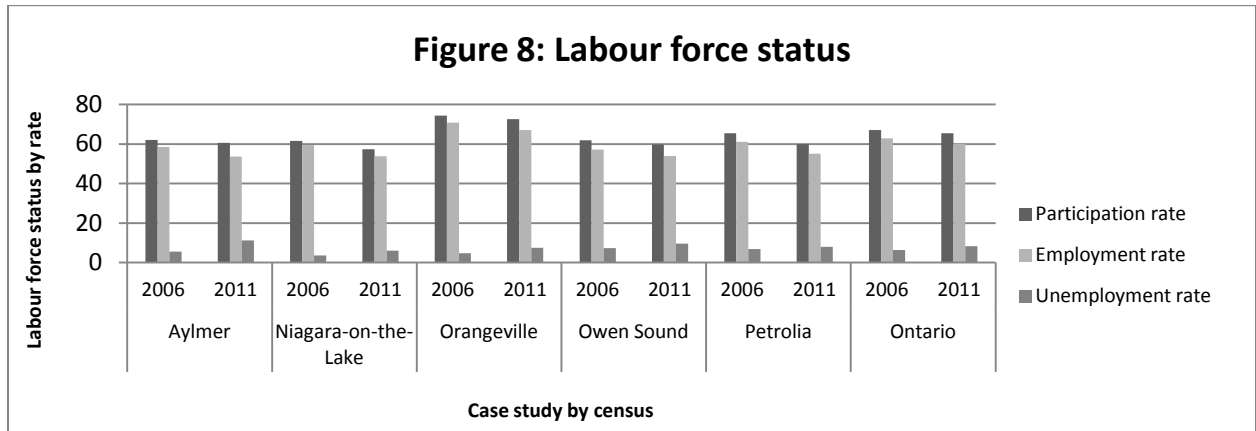


Figure 8: This graph presents data on the labour force status of each case. Data for participation rates, employment rates, and unemployment rates from the 2006 and 2011 Census are compared.

Economic transformation visually materializes as vacant, derelict, or underutilized buildings and infrastructure (Leadbeater, 2009), such as buildings operating with 50 percent tenancy or boarded up storefronts on main streets. The City of Owen Sound's economic profile may indicate transformation as a result of structural change; the community has lost several of its industrial facilities, and experienced a 5.3 percent decline in manufacturing employment between the 2006 and 2011 censuses (Statistics Canada, 2012).

Small population centres need to diversify their economies to mitigate the effects of transformation and support community sustainability (Alasia & Bollman, 2001; Friedland, 2002; Fujita and Krugman, 2004; Woods, 2006; Broadway, 2007; Statistics Canada, 2008). A municipality's ability to support economic diversification is also influenced by geographic location and proximity, and their affect on human resources. In a manner similar to potential migrants, businesses and investors consider a municipality's assets in their location decisions. Businesses aim to position themselves to take advantage of the economic advantages of concentrating their activities, and to enable access to

larger resource pools and strategic assets. These assets include the quality, availability and cost of labour (Markusen & Schrock, 2006), and proximity to and the size of neighbouring urban population centres. Proximity can impact a community's ability to attract and retain the human capital required to encourage investment and move towards economic diversification. Research shows that communities with urban attributes—high population density and proximity to major agglomerations—have a lower probability of labour force participation decline, and the inverse is seen for communities with rural attributes (Alasia & Bollman, 2001).

Businesses tend to base their decisions on anticipated net profits, and so factors such as transportation costs, which are influenced by geographic location, are an important aspect of cost benefit analysis. Municipalities are also investing in their assets to encourage the growth of local tourism industries. Distance and proximity to neighbouring urban centres may impact a small population centre's ability to attract tourists as well, due to their affect on available transportation options. Study cases have a range of access to the regional public transportation network; transportation providers such as Via Rail and Greyhound recently adjusted their routes and reduced service to many communities (SWEA, 2013).

The municipalities analyzed are experiencing changes in their population concentrations, demographic population profiles, and economic bases (Rink et al., 2010). These changes are influencing their ability to maximize ARI contributions towards CD. Labour force data show participation and employment rates declined, and unemployment rates increased for all cases between the 2006 and 2011 censuses. This trend is likely due to the 2008 recession, and it indicates that the recession had a broad economic impact on small population centres, regardless of differences in their municipal characteristics. The factors identified may influence a community's ability to maximize the contributions of ARIs to CD by impacting the monetary, human and investment base available to draw from.

Factors related to the municipal structures which govern a built cultural heritage resource and the resource's physical structure also influence the outcomes of ARIs. Influencing factors that emerged from this study include the municipality's city-wide development strategy, and the building's geographic location in the community, land use and area designations, and its physical structural characteristics. These factors echo findings from research conducted by Bullen and Love (2011) that showed the most significant outcome considerations for ARIs included "convenience of the building

location', 'ability of the building to assimilate future changes' and 'how the building fits in with the streetscape.'" Some of the aforementioned factors are outside of the direct control of municipalities; however others point towards opportunities to create or change municipal strategies and programs to incentivize and support ARIs. As with factors related to a community's profile, opportunities are explored in greater detail within the Recommendations chapter.

This study aimed to assess the relationship between ARIs and the municipal structures that govern the ARIs host community. Investigation explored whether a relationship existed between increased references to 'heritage' or the four pillars of CD in municipal development strategies and increased contributions of ARIs to CD; essentially would municipalities put their efforts where their intentions are. To evaluate the impact of each case's development strategy, this section includes a comparative analysis of these findings. To ensure the cases were compared on an equal footing, incidence counts from area- or topic-specific plans, such as Community Improvement and Municipal Cultural plans, were not included in this cross-case synthesis.

Table 30: Presence of CD Pillars in City-wide Vision Statements & Objectives

CASE STUDY	[En]	[E]	[S]	[C]	Total
Town of Aylmer	1	2.5	3.5	3.5	10.5
Town of Niagara-on-the-Lake	4	6	7	5.5	22.5
Town of Orangeville	2	2.5	3	4	11.5
City of Owen Sound	3	2.5	4.5	2.5	12.5
Town of Petrolia	2	3.5	5	5	15.5
TOTAL	12	17	23	21.5	

[En] = environmental, [E] = economic, [S] = social, [C] = cultural

Incidence of data related to CD Pillars

0	1-2	3-4	5-6	7+
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Table 30: Presence of the pillars of CD in case municipality's vision statements and objectives, as found within Official Plans and/or Strategic Plans.

Table 30 displays synthesized data about the presence of CD pillars as expressed within Official and Strategic Plan documents. The researcher combined the incidence counts derived from the vision statements and objectives of each community, and grouped counts into ranges, to provide an overall impression of the community's emphasis on each pillar of CD. One commonality that emerged amongst the five case studies is that they made reference to all four pillars of CD. It was concluded that Aylmer, Orangeville, and Owen Sound included a moderate degree of references, whereas Niagara-on-the-Lake and Petrolia included a high degree of references to CD pillars within their municipal documents. Differences emerged when the researcher analyzed the incidence of references

to each pillar individually. All of the five cases placed a strong emphasis on the social pillar of CD; visions and objectives included references to quality of life, community participation, mutual respect, and opportunities for residents of all ages, backgrounds and abilities. References to the economic pillar were also incorporated within each case’s vision statements and objectives; however, Niagara-on-the-Lake placed the strongest emphasis on this aspect of CD. In its community vision statement, for instance, Niagara-on-the-Lake referred to itself as "economically empowered" and as a "resilient, distinctive and dynamic town in which to live, work and learn (Town of Niagara-on-the-Lake, 2004)." Four out of five cases also placed a strong emphasis on the cultural pillar of CD. Cases made reference to cultural outcomes such as the celebration and preservation of cultural heritage and historical character, the creation of entertainment, cultural and recreational activities, and respect for cultural diversity. In three out of five cases the environmental pillar received less emphasis, especially in the Town of Aylmer's vision statement and objectives.

The incidence of ‘heritage’ and related terminology within municipal documents was also evaluated. Findings indicate that the cases integrated direct and indirect references into municipal documents to different degrees. The incidence counts in Table 31 show that Niagara-on-the-Lake

Table 31: Direct and Indirect References to ‘Heritage’ in Municipal Documents			
CASE STUDY	Document	Type of Reference	
		Direct	Indirect
Town of Aylmer	OP	1	1
	CIP	2	11
Town of Niagara-on-the-Lake	SP	15	16
Town of Orangeville	OP	4	3
	MCP	0	9
City of Owen Sound	SP	0	1
	OP	7	14
	CIP	4	5
Town of Petrolia	SP	4	5

Table 31: Incidence of direct and indirect references to the term ‘heritage’ and related terminology within vision statements and objectives of Official Plan (OP), Strategic Plan (SP), Community Improvement Plan (CIP), and Municipal Cultural Plan (MCP) documents.

made more direct and indirect references compared to the other cases. The relatively high incidence counts show that heritage is a guiding feature of the Town’s development strategy. Data in Table 31 also show that the City of Owen Sound makes a high number of direct and indirect references to ‘heritage’ and related terminology within its Official Plan. The Towns of Aylmer, Orangeville, and Petrolia also made direct and indirect references to heritage and related terminology within their development strategies, but to a lesser degree. Development strategies within Official and Strategic Plan documents aim

to guide growth and ensure consideration for community aspirations and needs. All five cases made references to the four pillars of CD, with the strongest emphasis placed on social and cultural aspirations. Niagara-on-the-Lake and Owen Sound made the most references towards ‘heritage’ and related terminology. Comparing the case municipalities’ development strategies showed that the five cases stated a commitment to ensuring that future growth has social and cultural outcomes, and that heritage is included as a key asset within development.

As discussed within Shipley, Utz and Parsons’ article, *Does Adaptive Reuse Pay?* (2006), location is often an important consideration prior to undertaking a heritage development project. Geographic location can impact the visibility of and access to an adapted historic building, and has been identified as an important consideration in ARIs (Bullen & Love, 2011). This study found a positive correlation between centrally located buildings and maximized contributions of ARIs to CD. Four out of five of the built cultural heritage resources examined are in prominent locations along main streets. Each building is a visual landmark in the community due to its central location, massing, and scale. The only building that is not located along a main street is the Old Grey County Courthouse in Owen Sound—the least successful case study.

The character of an historic building’s surrounding neighbourhood can also impact the adapted building’s market opportunity (Shipley et al, 2006). For instance, a building located in a neighbourhood perceived to be established and desirable can attract a different range of users and potentially demand higher user fees than a building located in an economically depressed area with a perceived lack of health or safety. In this study, the Old Grey County Courthouse intervention’s outputs and outcomes were limited by this factor, because its surrounding neighbourhood has a history of being economically depressed. Municipalities can mitigate the impacts of neighbourhood character and access through land use planning tools at their disposal.

In Ontario’s planning framework, land use planning policies guide future development and have direct and indirect implications for heritage conservation projects (Fram, 2003). Land uses for built cultural heritage resources and adjacent properties are prescribed by implementation tools including Zoning By-Laws and area designations. These tools can impact the outputs and outcomes of ARIs by shaping perception of an historic building and its surrounding neighbourhood, and determining uses allowed within the adapted building. In this study, all of the subject properties had some form of commercial zoning and most had similar uses over time. The Old Grey County Courthouse site

recently hosted a provincial incarceration facility. The presence of the active jail complex undoubtedly affected public perception due to negative associations with jails and incarceration activities, and a perceived reduction in safety within and around the building. The other cases sustained non-controversial uses such as public sector service provision, and arts and entertainment activities.

Adjacency is also an important aspect of land use; findings reflected a positive relationship between adjacency to commercial and/or public green spaces, and maximized contributions to CD. In four out of five cases, successful or partially successful ARIs were adjacent to commercial and/or public green spaces. Area designations applied to an ARI's surrounding neighbourhood can also influence land uses and available financial incentives. In terms of area designations, most of the properties were located within CBDs, with the exception of the Old Grey County Courthouse. The Courthouse was formally excluded from the boundaries of the central downtown area within Schedule-B1 of Owen Sound's Official Plan (2006). The building's exclusion reduces its prominence in the community, and restricts its access to Downtown-focused investment.

As Mark Fram (2003) stated, the many types and styles of heritage values present opportunities and challenges for conservation efforts and demand tailor-made solutions. In some cases, the physical characteristics of built heritage can limit adaptive reuse strategies, and the integration of contemporary uses. All of the buildings investigated were constructed from the mid to late 1800s, and are representative of monumental public architecture due to their scale and massing. The types, sizes and number of spaces present both challenges and opportunities for adaptive reuse. The buildings have a range of total square footages, and present a large amount of square footage to be managed. Building floor plans are not always conducive to contemporary uses, and adaptation can be constrained due to physical characteristics, such as the location of load-bearing walls. The Old Grey County Courthouse has a unique challenge—it is physically attached to a Governor's House and a jail complex. The attached complex has a mixture of spaces including a courtroom, gymnasium, commercial kitchen, administrative offices and jail cells. The increased square footage increases the dollar value of capital investments required to implement an ARI.

In general, most, if not all, built cultural heritage resources were constructed without consideration for physical accessibility needs, as defined by modern legislation. As of January 1, 2015, an amendment to Ontario's 2012 Building Code that outlines accessibility standards for the design of

new construction and extensive renovations to existing structures came into effect. It may be technically difficult or financially infeasible to adapt an historic building to meet amended Building Code requirements due to its physical structure, construction techniques, etc. Four out of the five cases have already addressed the first standard of the 2015 Building Code amendment, that being the provision of elevators. The other design standards outlined present fiscal challenges for both existing and new ARIs, but investments can improve access for a greater diversity of users.

The cases analyzed in this study show that external factors related to the municipal context of an ARI, and an adapted building's structural characteristics, impact the outputs and outcomes of interventions. These factors include the municipality's development strategy, and land use and area designations, as well as the geographic location of the adapted building within the community and its physical characteristics. Each of these factors is analyzed and discussed to determine its influence on maximizing the contributions of ARIs towards CD. Analysis of development strategies showed no relationship between maximizing the contributions of ARIs towards CD, and a higher number of references towards heritage and related terminology and towards the four pillars of CD. Municipal land use planning tools and area designations were shown to impact interventions by prescribing allowable uses and determining the availability of targeted investment incentive programs. An adapted building's geographic location within its community can influence ARI outcomes by reducing visibility and access to the building. It was identified that location also impacts an intervention through the character of a building's surrounding neighbourhood; neighbourhood character influences perception of an area, and therefore market opportunity for an adapted resource. While each of the external factors influence the successful maximization of an ARI's contributions towards CD, the physical structure of an adapted building is identified as the strongest determinant of perception and usage. Study cases are all examples of monumental architecture; these structures present many challenges to reuse interventions due to their large total square footages, the different types, sizes and numbers of spaces within buildings, and the capital investment required to adapt spaces for contemporary uses.

5.3.3 Evidence of the Influence of Internal & External Factors

The impacts of internal and external influencing factors are most clearly represented in the least successful case—the case of Owen Sound. The Old Grey County Courthouse ARI differs from the other cases in several ways. The intervention began as a result of community instigation and with

collaboration between the Grey Bruce Arts Council and the City of Owen Sound, who assumed responsibility for the project. The partnership was short-lived because the Arts Council became insolvent. The facility's lack of a primary tenant translated into restricted access, in terms of physical and financial access to the building, and the duration of visits permitted by this arrangement. The responsible agency was also unable to secure provincial or federal government program funding or grants for the initial intervention, which resulted in a lack of investment in the property. Ashworth (2011) contends that a building that is partly renovated is unlikely to see a return proportionate to the investment; the case of Owen Sound provides evidence of this claim. If the responsible agency had secured upper level government funding, additional interior renovations such as physically accessibility-related improvements could have enabled the building to accommodate a greater number and diversity of users. Internal factors were compounded by external factors related to the contextual and structural characteristics of the case municipality and intervention.

The City of Owen Sound's geographic location, and recent changes within its population concentration, demographic population and economic profile, may explain why it was constrained in its ability to maximize the contributions of the Old Grey County Courthouse ARI. Owen Sound is geographically isolated relative to the other cases, in terms of its location and proximity to neighbouring urban population centres. It also lacks access to connective infrastructure such as regional transportation networks, which could be used as a way to mitigate population, demographic and economic challenges. Findings reflect a decrease in population concentration between 2006 and 2011, and in terms of its demographic population profile, the municipality saw declines in the 15 to 65 age cohort, and increases in the 65 and older age cohort during this same period. These changes are indicative of the Second Demographic Transition, which may result in increased demand for services, amenities and social support and an increase in costs incurred at the municipal level. An aging and more diverse population may also require different types of services and social supports, placing further stress on municipalities to meet the needs of their populations. Their overall decrease in population may also represent out-migration of younger demographics in search of opportunities; an occurrence experienced by several small population centres around the province. Accordingly, Owen Sound's labour force status and economic activity experienced negative changes during the same time period (Statistics Canada, 2012k), which may indicate economic transformation. Owen Sound's labour force status shows a decline in participation and employment rates, and an increase in unemployment rates between 2006 and 2011, and it experienced a 5.3 percent decline in

manufacturing employment during the same period. Changes in population, demographic and economic conditions could just as easily be due to the City's increased proportion of individuals aged 65 and over, but regardless of the specific cause each of these conditions put additional strain on limited municipal resources. The Old Grey County Courthouse's underutilization visually indicates the transformation underway. The success of the Old Grey County Courthouse ARI was also challenged by the building's geographic location within the municipality and physical characteristics. The ARI's geographic location physically isolates it from major commercial centres and the building was excluded within boundaries associated with downtown incentive programs. The structure is the only building amongst the cases to be attached to a larger jail complex as well, which significantly increases its square footage, and therefore associated capital, maintenance and operation costs. The courthouse complex presents a significant opportunity for the City of Owen Sound, or a community-based organization working alongside the municipality, to take a leadership role in adapting this currently underutilized building. With adequate investment, the complex could be transformed into a focal point for economic, social, and cultural activities in the community. Successful reuse of the complex could also demonstrate the municipality's commitment to celebrating its cultural heritage and protecting significant built heritage features.

5.4 Summary

This chapter fulfilled the second and third steps of the summative evaluation process by illuminating factors that program outputs and outcomes can plausibly be attributed to, and determining the impact of identified factors beyond target objectives. Study Objectives 3 and 4; to outline the contributions of ARIs to CD, and to explain variations in ARI outputs and outcomes were fulfilled through analysis and discussion. Objectives 3 and 4 pose the following research questions:

- Do ARI outputs and outcomes include contributions towards city-wide CD, in terms of economic, social, environmental and cultural outcomes?
- Is there a relationship between ARI inputs, outputs and outcomes, the characteristics of the community and its development strategy, and the venue of an ARI?

Cross-case synthesis allowed for determinations of which cases were most successful in maximizing the contributions of ARIs to CD to be developed. Four interventions (Aylmer, Niagara-on-the-Lake,

Orangeville and Petrolia) were determined to be successful, and one intervention (Owen Sound) was unsuccessful.

Cross-case comparison illuminated factors that may influence the contributions of ARIs to CD by drawing attention to similarities and differences amongst internal factors including ARI inputs, outputs and outcomes, and external factors such as case municipality profiles. In terms of similarities, each of the ARIs were initiated by residents of the community between the 1970s to 1990s, and each case municipality assumed the role of the agency responsible for undertaking the intervention. The strongest commonality between ARI outputs is that each adapted building is used as a multi-purpose facility and houses functions related to the Arts, Entertainment and Recreation industry. Each building generated environmental, economic, cultural, and social outcomes for their case municipality as well, to varying degrees. Four out of five buildings also share other similarities, including being fully tenanted, occupied by the building owner or primary tenants, and hosting a civic function. The internal influencing factors that emerged from cross-case synthesis are interrelated; some internal factors can influence the attainment of other resources that are important components of ARI inputs and outputs. Human and financial resources in particular are important for successful ARIs; CD literature supports this finding as human and financial resources are referenced as required for CD processes. Human resources participate in ARI inputs and outputs and exert great influence on the success of interventions through their actions. People can instigate adaptive reuse, collaborate to strengthen project execution, secure necessary project funding, activate adapted buildings, and ensure that accessibility is supported within building operations.

Other factors that were not explicitly addressed within this study's measures can also impact the maximization of an ARI's contributions to CD. ARIs can be influenced by external factors related to an ARI's municipal context, and an historic building's physical structure and the municipal structures which govern it. These contextual and structural factors include a community's geographic location, labour force status and development strategy, and an adapted building's physical structure or the municipal structures which govern it.

Contextual factors related to a municipality's profile can have a large influence on ARI outcomes. Geographic location and proximity to neighbouring medium- and large-urban population centres affect the ability of potential visitors and residents to access the community. Proximity to, and the population size of, neighbouring population centres can also impact a community's ability to attract

and retain people and talent, who can in turn attract business and investment. These factors are then compounded by inadequate regional transportation network connections, which challenge revitalization efforts, and hamper a community's ability to maintain, if not improve, quality of life. Findings indicate that the case municipalities demonstrate their commitment to reusing their built cultural heritage resources within their development strategies. All of the cases analyzed reference heritage and related terminology in their guiding planning documents, albeit to varying degrees. The comparison of incidence counts to ARI input, output and outcome data showed that a higher incidence of references did not necessarily translate into a more successful ARI. Similarly, there was no clear correlation between the incidence of references to the four pillars of CD and maximized contributions to CD; even though all of the cases integrated the four pillars of CD at either a high or moderate degree. All of the ARIs made contributions towards CD, but cross-case comparison revealed differences in the levels and types of contributions, and whether or not they were maximized.

While the visions and objectives that municipalities articulate in their planning documents are important guides for future growth and development, an ARI's inputs, outputs and outcomes are more predictive determinants of its potential to contribute to CD. The physical structure of an historic building is an important aspect of an ARI's inputs. Structural characteristics such as total square footage and floor plan emerged as the strongest determinant of a building's usage and perception of its suitability and value. Large scale buildings require a fair amount of up-front capital, and their floor plans can constrain renovations. Factors external to a building, such as perception of its surrounding neighbourhood, land use designations, or its inclusion or exclusion within area designations also impact ARI outcomes.

All of the case municipalities were impacted by influencing factors to some degree, regardless of how successful each case was in maximizing its ARI's contributions to CD. The Old Grey County Courthouse ARI in particular points to the importance of human and financial resources in program inputs and outputs, including the support and interaction of stakeholders, and stable and diversified funding sources. Information generated from this analysis facilitated the creation of a logic model, which visualizes ARI inputs, activities, outputs and outcomes, and the relationships between these factors. The Recommendations chapter provides a detailed description of this model, and highlights opportunities to address the impacts of external influencing factors that have been identified.

Chapter 6

Recommendations & Conclusion

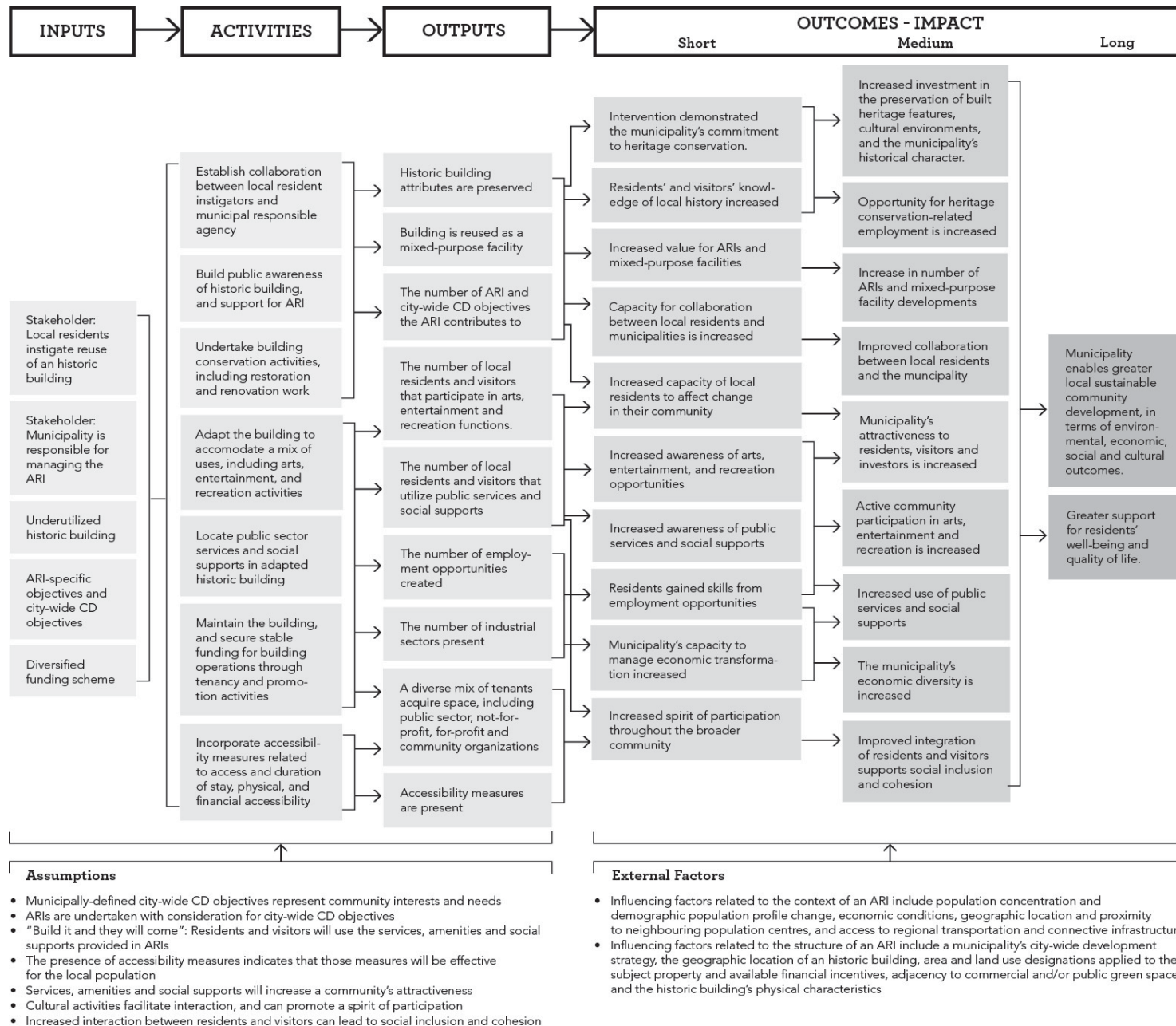
The goal of this study was to explore how an adaptive reuse intervention (ARI) can be undertaken to maximize its contributions to community development (CD). This goal was addressed through five research objectives: (1) To describe ARIs in five communities, (2) To describe CD in five communities, (3) To outline the contributions of ARIs to CD, (4) To explain variations in ARI outputs and outcomes, and (5) To create a model for maximizing an ARI's contributions to CD. The study entailed conducting case studies of ARIs in five small population centres located in southern Ontario. Case studies involved collecting and analyzing data about the inputs and outputs of each ARI through observation, questionnaires and secondary research. Data about the presence of 'heritage' and the four pillars of CD within municipal planning documents were also collected and analyzed. The data were considered in the context of the relevant literature, and a cross-case synthesis was conducted to determine the most successful strategy amongst the cases. Objectives one through four were addressed within the Findings, and Analysis and Discussion chapters. This chapter primarily addresses the fifth objective of this study: to create a model for maximizing an ARI's contributions to CD. The following section provides a logic model and accompanying description that can be used by entities undertaking ARIs, which is based on variables derived from the characteristics of successful cases. The chapter concludes by identifying study limitations and offering suggestions for future research.

6.1 A Model for Success

Through analyzing five cases of adaptive reuse it became apparent that interventions that were most successful at maximizing their contributions towards CD shared several characteristics. These characteristics included the inputs utilized in each ARI, activities that occur, and the outputs and outcomes realized. The following section presents a model of how to maximize the contributions of ARIs to CD that is drawn from a synthesis of shared characteristics from the most successful cases. A logic model is provided to visualize inputs, activities, outputs and outcomes and the logical relationships between these variables. The types of inputs presented in the logic model echo the resources initially discussed in the Literature Review as being essential components of CD processes. The logic model and accompanying description is provided as a planning tool that can be utilized by

entities considering or undertaking ARIs. This framework can be tailored to an individual community's conditions and objectives, and expanded upon and verified through further research.

A logic model is a tool used in program development and evaluation to graphically show the interrelationships between the inputs, activities, outputs and outcomes of a program. The structure of the logic model depicted in this study is based on the University of Wisconsin's interactive online course, *Enhancing Program Performance with Logic Models* (2010). As defined through course materials, inputs are resources that are invested in a program (2010), and outputs are the direct products of activities that take place. Program outcomes are the direct results experienced for individuals, communities, organizations or systems, and are expressed in relation to time—short and medium term. Short term refers to knowledge, skills or value outcomes, and medium term refers to behavioural change or action. The long term impacts of a program are also stated in a logic model; long term impacts are the effects or changes that occur as a result of a program. This study's logic model (Figure 9) also states the assumptions that informed the inputs, activities, and outputs identified, and external factors that may influence an intervention's outcomes and impacts.



The inputs identified in the logic model include built resources, and echo resources that are important for CD; these resources are human and financial in nature. Built resources are important components of an ARI, as its purpose is to adapt and reuse an existing structure. Accordingly, the logic model's inputs include underutilized historic buildings. ARIs are motivated by people, also referred to as human resources (Taylor, 2007); people are a key component of any type of project. Within the theory of CD, people are the impetus for improving the conditions of a community. Similarly ARIs, as CD processes, are often driven by a desire to address an existing or anticipated need within a community, or a building's underutilization. In all of the cases analyzed, community needs and aspirations were identified and incorporated into ARI-specific objectives, and city-wide CD objectives, and so the existence of these objectives is included as an input in the logic model.

In CD, people can engage in decision-making processes aimed at fulfilling CD objectives (Matarrita-Cascante & Brennan, 2012). In an ARI, human resources are identified as the stakeholders involved in the project. A stakeholder is defined as an individual with an interest or concern in something ("stakeholder," 2015). In the case of an ARI, a stakeholder can be defined as a participant that has an interest in the intervention's success. Stakeholders can implement, facilitate or receive capacities that allow other resources to be mobilized for CD. Capacity, defined as the ability to do or understand something ("capacity," 2015), can be built during CD through engaging local action and encouraging collaboration to foster successful processes (Baker, 1994).

In the cases analyzed, stakeholders took on four roles, which are organized into two categories: stakeholders who contribute toward the inputs of an ARI, and those who contribute toward the outputs of an ARI. Each of the stakeholders identified—project instigators, responsible agencies, building managers and tenants—play important roles in an ARI and can influence maximization of an ARI's contributions to CD. The stakeholders identified in the logic model's inputs include local resident project instigators and municipal agencies responsible for project implementation. The reputation of both types of stakeholders may hinge on successful execution of the ARI, and so both parties likely have an interest in the success of the project. In all cases, local citizens took action and instigated adaptive reuse, and in four cases local instigators. In most cases, local citizen instigators formed official bodies with which to lobby council, and to coordinate preservation and renovation efforts, which evolved to become not-for-profit organizations often at arm's length to the municipality. In two cases the municipality collaborated with local citizens to instigate reuse.

Engagement of local action and collaboration between stakeholders may strengthen a case municipality's capacity (Baker, 1994) to foster a successful ARI, and so both variables are included in the logic model's inputs and activities. The logic model identifies collaboration between instigators and responsible agencies as an important aspect of ARIs. In study cases, collaboration between at least two consistent entities produced the best results in terms of maximizing the contributions of ARIs. Service contracts and leasehold arrangements were employed to stabilize and support collaborations between municipalities and cultural organizations.

The individual capacities and identities of each stakeholder can also influence their ability to foster successful interventions. In all of the cases analyzed the municipality was the agency responsible for project implementation, regardless of which party instigated the ARI. Responsible agencies that have the capacity to be strong and effective leaders can encourage more focused project planning and successful implementation. Strong and effective leaders can help an ARI acquire the necessary ingredients for success, including securing human resources to support project implementation and building operation. When a municipality is responsible for an ARI, there is also an underlying assumption that projects are undertaken with respect to community needs and interests, and higher expectations may be placed on the intervention's results. Members of the community are likely to expect effective project management and efficient use of community resources throughout the ARI, due to their indirect investment in the project through annual contributions such as property taxes. A logical consequence of these expectations would be that the municipality seeks to maximize the ARI's environmental, economic, social, and cultural contributions.

The skills, insights and capacities of human resources and collaborations between the parties involved may also be used to access and secure financial resources to support project implementation. ARIs, like any development project, require a fair amount of upfront capital investment. Several historic buildings have been demolished due to claims of high costs; without adequate investment many adaptive reuse projects are simply unfeasible. Diversified funding streams are identified as an input in the logic model; amongst the cases analyzed diversified funding streams led to more successful ARIs due to increased levels of monetary and in kind investment. Securing federal and/or provincial government funding for ARIs, as a complement to municipal funding, and organizational and individual donations, was the most common approach. Municipal funding is especially important, as it demonstrates confidence in a project at a local level.

Next, the logic model presents the activities and outputs of ARIs. As a starting point, adaptive reuse interventions result in the preservation of historic buildings. Stakeholders play an important role in supporting building conservation, which includes both preservation and reuse. The stakeholders involved after project implementation include building managers and tenants. Building managers are responsible for items such as maintenance, cleanliness and operations, and are a crucial factor in ensuring the continued sustainability of ARIs. The financial incentive provided to building manager through stable employment most likely acts as a motivation to ensure that interventions are successful, at least in terms of building operations. In some ARIs, Building Owners or Municipalities participate in building management.

The skills, insights and capacities of building management can ensure human and financial resources needed to support building operation are secured as well. The management of adapted resources also incurs high and continuous costs for maintenance, tenancy and promotion (Ashworth, 2011). In terms of building operations, additional and diversified funding streams can allow more activities to be introduced to an ARI, which, in turn, can enable an intervention to meet more CD objectives. In all study cases the adapted buildings were managed by the municipality, who was also the building owner, with varying degrees of success. As reflected in the logic model's activities and outputs, building managers that invest an adequate amount of effort into building maintenance, renovations, and tenancy can ensure that built cultural resources are used efficiently by securing funding, and maximizing building usage through effective promotion and tenancy activities.

In all cases, adapted building activities included adapting the building to accommodate a mixture of arts, entertainment and recreation, and public sector functions. In most cases, the process of identifying existing and anticipated community needs pointed towards the need to support these functions, and therefore they were incorporated into ARI-specific and city-wide CD objectives as well. Participants that supported the existence of these functions include building owners, municipalities, and building managers. As noted in the logic model's activities, these participants engaged in ARIs in several ways, such as by undertaking conservation activities, locating public sector services in buildings, and maintaining the building and securing stable funding through tenancy and promotion activities.

Tenant stakeholders, and local residents and visitors play a role in several ARI outputs identified in the logic model. If the activities identified in the logic model are undertaken, outputs related to

tenants can include that tenants acquire space in adapted buildings, the number of employment opportunities created, and the number of local residents and visitors that participate in arts, entertainment and recreation functions. A tenant may be interested in the success of an ARI because the building provides a venue for their activities, and vibrant and accessible spaces can improve the success of their activities by drawing clients and participants. Two types of tenant stakeholders are included in the logic model, primary tenants and occasional tenants. All of the successful ARIs had primary tenants with stable leasehold arrangements. The attainment of primary tenants is dependent on another type of stakeholder, building managers; building managers that engage in adequate maintenance can attract potential tenants by minimizing risks and future costs for building occupants. Offering stable annual leasehold arrangements can also be an important for attracting and retaining primary tenants, and encouraging investment in the building. Annual leasehold arrangements offer tenants stability, and enable them to plan for the future and to realize the benefits of investing in their space. Study cases showed that ARIs may be more effective at maximizing contributions to CD if the agency responsible also intends to inhabit the building as a tenant. Findings from three out of five cases showed increased contributions to CD when buildings were owner-occupied; in all three cases the municipality owned the building. Whether or not primary tenants are building owners or leaseholding tenants, study results underscore their importance in supporting an ARI's continued success. Occasional tenants are also important participants in ARI outputs; in all successful study cases, stable leasehold arrangements were complemented with occasional space rentals to enable productive and consistent use of the building.

Building managers and tenants can support the provision of a range of accessibility measures within ARIs, which can in turn encourage a more diverse mix of tenants in the building. In this study, accessibility is defined in three ways: the frequency and duration of access to the building; financial access to the building's functions and activities; and the building's physical accessibility. As Reimer (2009) purports, access is a determinant of the effectiveness of services, amenities and social supports. Study findings support this claim; and show that accessibility can influence ARI outcomes. Secondary data and observations of activity levels within each building showed that frequency and duration of access varied amongst the cases. There was a positive relationship between consistent weekly access, and increased contributions to CD. Primary tenants with stable occupancy can provide consistent weekly access to an adapted building. The most successful interventions hosted municipal functions that operated year-round and provided weekday access. These buildings also offered

occasional rentals to provide space for cultural groups that enabled evening and weekend access on a year-round, seasonal or occasional basis. The financial accessibility of an adapted building's functions also influences its ability to meet CD objectives. Financial accessibility options can increase a facility's user base, and support community cohesion between a greater diversity of people. Most of the cases provided some form of free access to their adapted buildings; access was often to common spaces such as entranceways and hallways, but was also to gallery spaces and performance venues when not in use. Most of the cultural functions within each ARI provided discounted ticketing for performances as well, although discounts varied greatly from case to case. In Ontario, Primary Tenants that are public sector entities may also make investments to increase physical accessibility within the building, which is important for enabling an adapted building to promote inclusivity. Ontario recently introduced *Accessibility Standards for the Built Environment* that focus on removing barriers in buildings and public spaces (MEDEI, 2015). The most successful cases in this study have already implemented the first standard of the 2015 Ontario Building Code requirements, which is the provision of elevators. Standards for physical accessibility aim to increase equity in public space provision by allowing a wider range of users to access adapted buildings. The access provided can encourage a more inclusive range of local residents and visitors to participate in and utilize the adapted building. Local residents and visitors are participants in ARI outputs due to their participation in arts, entertainment and recreation functions, use of public services and social supports, and engagement in employment opportunities within adapted spaces.

The outcomes included in the logic model are stated as being short and medium term; short term outcomes are more immediate, and medium term outcomes occur as a result of short term outcomes. The stakeholders included within the model's inputs, activities, and outputs participate in and benefit from short term outcomes. These outcomes include an increase in residents' and visitors' knowledge of local history, and demonstration of a municipality's commitment to heritage conservation, an increased awareness of arts, entertainment and recreation opportunities, skills gained through employment opportunities, and an increased spirit of participation in the overall community. Medium term outcomes refer to changes that occur within individuals and systems; the medium term outcomes stated in the logic model were drawn from study cases and literature that discusses the outcomes of CD processes and ARIs. These outcomes include the preservation of cultural environments and historical character, and a positive increase in the perception of a municipality's attractiveness to residents, visitors and investors. The final column included in the logic model states the long term

impacts of ARIs, the goal of which is to change existing conditions. The impacts of utilizing this model are that ARIs can enable greater local sustainable community development, which supports residents' well-being and quality of life. Contributions extend to all four pillars of CD, resulting in environmental, economic, social and cultural outcomes, and include long term outcomes such as the preservation of building qualities like reusability and embodied energy, improved labour force status, city centre revitalization, increased social integration, and the fostering of local identity and sense of place.

The inputs, activities, outputs and outcomes identified in the logic model are underpinned by a number of assumptions on the part of the researcher. This study compared ARI outputs and outcomes to municipally-defined CD objectives to determine whether or not contributions towards CD were maximized. Ideally municipal objectives are informed by public opinion gathered through participatory planning processes, and so it is assumed that CD objectives represent the interests and needs of community members. Following this thread, it is also assumed that development projects with municipal involvement would be undertaken with consideration for city-wide CD objectives. Since development projects, such as ARIs, are implemented with community interests and needs in mind, the third assumption referenced in the logic model is based on the adage "build it and they will come." It is assumed that residents and visitors will use the services, amenities and social supports provided within adapted buildings, since ARIs led by municipal responsible agencies aim to serve existing and potential community interests and needs. The remaining assumptions referenced in the logic model focus on the effectiveness of an ARI's outputs and outcomes. For instance, the model assumes that the presence of accessibility measures makes a venue accessible, in terms of the level of access enabled and duration of stay encouraged by those measures, and the building's financial and physical accessibility. Similarly, outcomes related to increasing a community's attractiveness, promoting a spirit of participation, and supporting social inclusion and cohesion depend on a number of external factors that influence the effectiveness of building functions and activities.

The logic model also includes external factors that were discussed in depth in the Analysis & Discussion chapter. These factors are contextual and structural in nature; contextual factors are related to a community's profile and existing conditions, and structural factors are related to the historic building's physical structure and municipal structures that govern it. External factors range from a municipality's proximity to other urban centres to the physical characteristics of an historic

building such as its location within its geographic community, and can impact an ARI in several ways. For instance, municipalities that have restricted access to connective infrastructure that links them to neighbouring urban population centres, such as regional transportation networks, can be at a disadvantage for attracting residents, visitors and investors, relative to other municipalities. An adapted building's location within its geographic community can influence how people perceive the resulting mixed-purpose facility and its market opportunity, due to potential decreased visibility and physical access to the site, and the character of the surrounding neighbourhood. While some external factors are outside of the direct control of municipalities and agencies responsible for implementing ARIs, they should be considered when determining the outcomes of ARIs.

6.1.1 Conclusion

The model as presented answers this study's main research question, that being "How can an ARI be undertaken to maximize its contributions to CD?" The logic model graphically shows that relationships exist between the inputs, activities, outputs and outcomes of ARIs; several elements within the model can influence the attainment of another, and participants play an important role in ensuring outputs and outcomes are realized. The involvement of municipalities and local citizens in implementing ARIs can build a community's capacity for collaboration, and influence an ARI's potential to address local interests and needs. Additional expectations placed on responsible municipal agencies also encourage the effective use of community resources and maximization of contributions to CD. Municipal project instigators and responsible agencies can also demonstrate confidence in an ARI by providing financial resources. In all successful cases, responsible agencies complemented municipal funding with support from other levels of government, as well as individual and organizational donations to create a diversified funding stream. After an ARI is implemented, Building Managers can influence building usage by securing stable primary tenants and maximizing usage. Human resources, such as stable primary tenants, in combination with adequate financial resources, can, in turn, provide consistent weekly access, financial accessibility, and physical accessibility to an adapted building. Some of the external factors identified in the Analysis & Discussion chapter, and subsequently within the logic model, are outside of the direct control of municipalities; however, municipalities may be able to mitigate their effects at the practical and policy level.

6.2 Opportunities & Implications

This study's conceptual model presents several opportunities for municipalities to advocate for and take action to support heritage conservation activities. Municipalities may be able to maximize the contributions of ARIs to CD by taking actions such as forming partnerships with local citizens and community-based organizations. Broader policy and theoretical implications related to ARIs in urban population centres and the policy frameworks that interact with and shape them have also been identified. Study results highlight the importance of establishing a policy framework that includes references to, and support for, heritage conservation at various levels of government. Support can include mechanisms that encourage financial investment in heritage resources, such as inclusion of heritage resources within area designation boundaries and providing tax incentives. Provincial and Federal governments can encourage conservation at the local level by creating policy that requires municipalities to consider locating activities in historic assets, and by extending current funding programs to include heritage resources. In terms of theoretical implications, the positive results of partnerships seen throughout this study support the theoretical emphasis on using partnerships between the public and private sectors, and community-based stakeholders in heritage conservation projects.

6.2.1 Practical Opportunities

On a practical level, municipalities should demonstrate their interest in heritage conservation, and take action to maximize an ARI's contributions to CD. One way to do this is to support local leaders in spearheading and implementing ARIs by working in partnership. Municipal project partners or building tenants can use legislated requirements for public sector service provision, such as requirements for physical accessibility, to secure project funding from upper levels of government. There are also opportunities to address the impacts of the explanatory variables that were not included as key variables in this study's conceptual model. To mitigate the impacts of geographic location and proximity, municipalities should advocate for improvements and investments in regional transportation networks and connective infrastructure. Improvements in these areas can improve access to communities for potential investors, residents, and visitors, as well as connectivity within communities. While connective infrastructure typically refers to physical infrastructure like roads and ferries, it also extends to broadband networks, and social and cultural infrastructure (Watts, 2012). Connectivity impacts affect every facet of a community's development; inadequate connective

infrastructure and regional transportation networks challenge its ability to maintain sustainability and vitality. The impacts of influencing factors can also be mitigated through policy at the municipal level.

6.2.2 Policy Implications

This study analyzed municipal level policy documents, specifically Official and Strategic Plans, to assess the relationship between references to ‘heritage’ and CD, and adaptive reuse outputs and outcomes. Municipalities that had higher incidences of references to ‘heritage’ and the four pillars of CD did not necessarily maximize contributions of ARIs to CD, but they did receive external recognition for their heritage conservation efforts and assets. Findings confirmed that while it is important for a municipality to express its interest in heritage conservation through policy documents, the success of ARIs is determined by whether or not a municipality takes actions in line with their stated intentions, and if these actions result in meeting a community’s vision. Planning implementation tools, including area designations and Zoning By-Laws, were also analyzed. Municipalities should include large scale architectural assets in community improvement area boundaries to demonstrate their commitment to cultural heritage, as expressed within city-wide CD objectives. There is also wide recognition that conservation needs to be included within development strategies that include mechanisms to encourage financial investment (Macdonald, 2011). Municipalities should encourage property owners and developers to adapt built heritage resources by including incentives such as zoning controls, flexibility in planning or building requirements, and the transfer of development rights.

This study’s findings also point to policy implications at the Provincial and Federal government levels. Government strategy and policy should reflect the change in our understanding of built cultural heritage resources; from static symbols of our collective history, to dynamic physical assets that can contribute to community sustainability by being adapted for contemporary use. Strategy and policy documents should underscore the significance of historic resources, as well as the utility of ARIs. The federal government expresses its value for historic places through the *Historic Sites and Monuments Act* (1953), which enables national historic site designations. Currently, the Act does not include protection mechanisms though, and other federal legislation only serves to protect railway stations and lighthouses (HCNT, 2000). The Province of Ontario has expressed its interest in heritage conservation by providing governments with the tools to preserve heritage through the Ontario

Heritage Act. The federal and provincial governments should also demonstrate their commitment to conserving built heritage by explicitly encouraging federal and provincial agencies, and municipalities to locate public sector activities in historic buildings. Similar measures are recommended at the federal level in the United States. Federal legislation in the United States, the National Historic Preservation Act (NHPA) (2012), mandates that federal agencies are responsible for preserving and using historic properties. The Act states that federal agencies shall use available historic properties to the maximum extent feasible prior to acquiring, leasing or constructing new buildings for agency functions (NHPA, 2012). In Canada, encouragement should take a similar form and include a legislated requirement to disprove the feasibility of locating government functions within built heritage resources, prior to offering them for lease or sale on the market. Funding programs should also reflect our understanding of built heritage as a physical asset that can generate economic vibrancy, and social and cultural benefits (Bull, 2015). Built heritage resources should be included within definitions of physical infrastructure alongside other physical assets like roads, bridges, public transit and water systems, and the maintenance and operation of built heritage resources should be included in existing infrastructure funding envelopes (Bull, 2015).

6.2.3 Theoretical Implications

It is generally accepted that cultural heritage resource conservation projects require the involvement of public, private and nongovernmental stakeholders (Macdonald, 2011) in project inputs, outputs and outcomes. Partnerships for physical infrastructure projects, referred to as PPPs, allow for continued municipal ownership and accountability, long-term private sector commitments to operations, management or maintenance responsibilities, and representation of community knowledge, concerns and interests. Study cases reinforce the utility of this theoretical perspective, and point to how partnerships may look in practice. As identified in the logic model inputs, partnerships play an important role in ARIs; none of the cases used the PPP model as described, but public sector, and community-based individuals and organizations were involved in each project. Partnerships between different types of organizations have a distinct advantage for acquiring diversified project funding. Funding programs may seek to provide support for legislated municipal requirements, incentivize investment from individuals and the private sector, or support capital projects and the operations of not-for-profit organizations.

6.3 Study Limitations & Future Research

Despite efforts to be comprehensive, the scope of this study was narrowed to ensure the project was feasible. Due to this restricted scope, study conclusions are limited in a number of ways. Since this study exclusively focuses on former public sector buildings, results may not be generalized to all cases of adaptive reuse. Case studies of ARIs with different characteristics should be undertaken, including interventions where the subject building is not municipally owned, and/or where a community organization or private sector stakeholder is the agency responsible for the intervention.

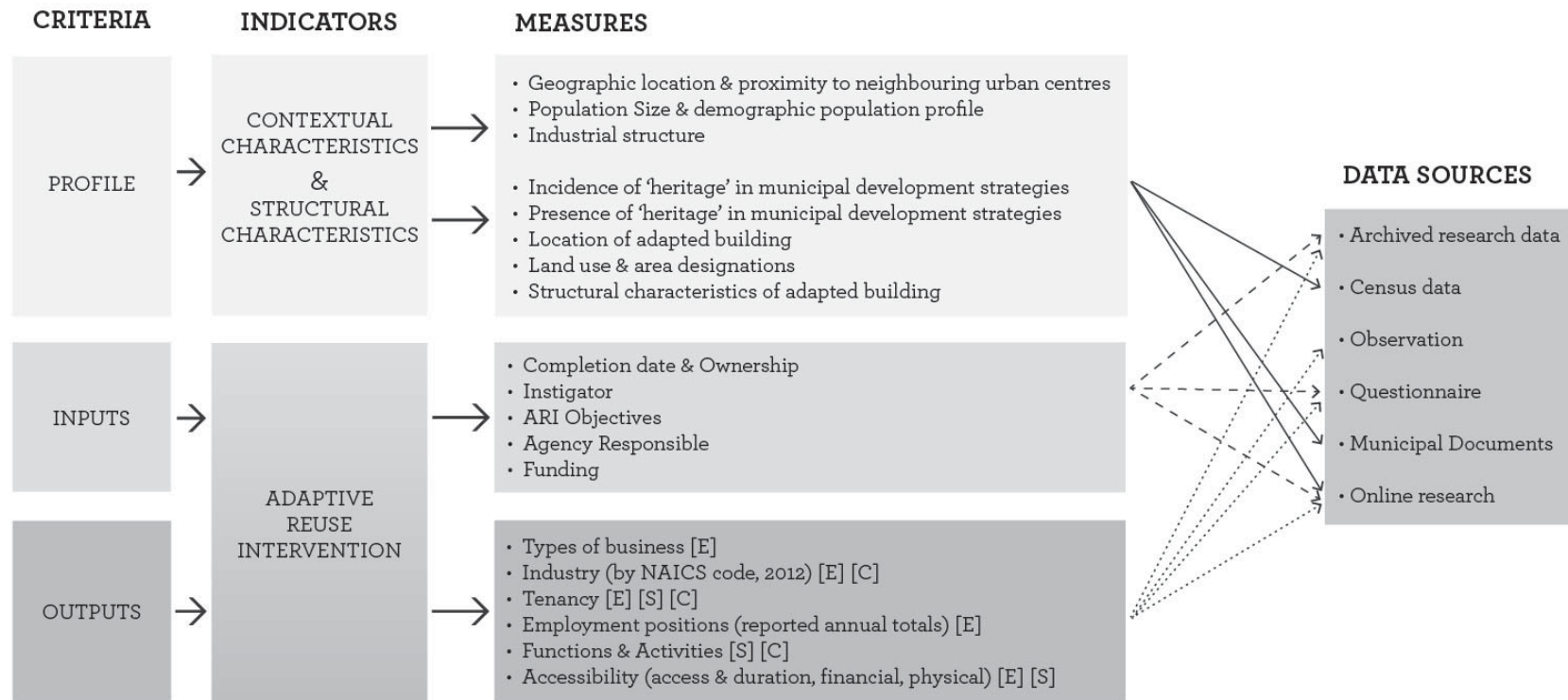
Another potential limitation is referred to in the logic model's assumptions: the study evaluates how ARI outputs and outcomes address CD objectives that are articulated by the municipality. Future research that explores the perspectives of local residents is recommended as a complement to this study. Future study should follow a process of asset-based CD, where local resident participation in establishing CD objectives is an essential part of the development process (Mathie & Cunningham, 2003). Resulting CD objectives would be defined by the residents living within each case municipality, and could be compared with the outputs and outcomes of the five ARIs. This study also did not assess community perception of ARIs; however, positive public perception may lead to increased usage of building facilities by residents, which then, in turn, may increase an intervention's economic, social and cultural contributions towards CD. A participatory longitudinal study of residents' perceptions of the outputs and outcomes of each ARI should be undertaken. This longitudinal study could borrow its methodology from Reeve and Shipley's (2012) study on public perceptions and attitudes towards heritage townscapes, and the impacts of investment on these perceptions and attitudes. This study took place over a ten year period, and household surveys were administered at three points during this period. Undertaking a study that places a greater or equal emphasis on data generated by local residents than by external researchers can also address issues that can arise when external researchers evaluate results independent of community input. Using an inclusive research design can provide a more holistic view of how to maximize the contributions of ARIs to CD.

Using city-wide CD objectives expressed through Official and Strategic Plans may also not be an equitable form of cross-case comparison. Each case municipality in this study has a different number of objectives that are organized in a different way. CD objectives in some cases were vague, such as Aylmer's (2008) objective to "make the town attractive", and others were more specific such as

Niagara-on-the-Lake's (2004) objective to be "a thriving international destination for culture and heritage with a variety of recreation choices." This underscores the importance of conducting participatory research to establish a set of objectives for each case that are informed by local residents and developed using the same process. This participatory process could also specify a total number of objectives each community can create to ensure that the cases are evaluated on an equal footing.

The study's evaluation of accessibility amongst the ARIs is also limited, in light of the importance of access in determining the effectiveness of services, amenities and social support (Reimer, 2009). The concept of accessibility is nuanced; simply noting the presence of accessibility measures, such as weekend building operation hours, discounted performance tickets and elevator provision, does not indicate their effectiveness given the local population. Specific measures to evaluate accessibility beyond simply determining the presence of basic forms are not included in the study research design. Further study should be undertaken to evaluate the effectiveness of accessibility measures, and to determine the relative importance of accessibility in light of the inputs and external factors identified in the logic model.

Appendix A Research Design



Study criteria, indicators, and measures, and the data sources that inform each category of criteria. Lettered notations are applied to measures related to outputs to identify the CD pillar that each category contributes to, these notations are: [E] = economic, [S] = social and [C] = cultural.

Appendix B Services Producing Industries

41-91 - Services-producing industries	
Code	Title
41	Wholesale trade
44-45	Retail trade
48-49	Transportation and warehousing
51	Information and cultural industries
52	Finance and insurance
53	Real estate and rental and leasing
54	Professional, scientific and technical services
55	Management of companies and enterprises
56	Administrative and support, waste management and remediation services
61	Educational services
62	Health care and social assistance
71	Arts, entertainment and recreation
72	Accommodation and food services
81	Other services (except public administration)
91	Public administration

Services Producing Industries identified by two-digit NAICS 2012 code.

Appendix C

Recreation 325/425 Project Outline

Project outline for the course, *Recreation 325/425: Community & Heritage*, that generated the collection of archived research data utilized in this research.

Project # 2 Students will chose one of the two following topics:

A case study of an adaptive re-use of a heritage building in your community.

Select an old building which was put to new use. Interview people associated with the conversion and present use of the building (owners, architects). Examine zoning and planning problems encountered; economics of the project; impact on the neighbourhood or community. Accompany with photographs, copies of documents, press clippings, etc.

Family history: people, time, lifestyles (story, interviews and photographs).

Examine family history as a reflection of changing times and life-styles. Could be coupled with a brief history of the community in which the family resided. Based on interviews with living members of the family. Accompanied by photographs, properly referenced photocopied documents, and where applicable bibliographic references.

Based on their research, students will make a brief presentation to the class summarizing their findings. Students will chose July 8, 15, 22 or 29 for their presentations. These presentations are usually accompanied with overheads, slides, etc. They will be evaluated by the professor and students present in the class on the basis of: (a) amount and interest of information presented; (b) clarity and organization of the presentation; (c) effective use of audio-visual means, where applicable. The length of the class presentation should not exceed 8 to 10 minutes, unless there is a special reason for this (video; presence of an invited person, etc.), in which case an extension of the time limit should be sought **in advance**.

A detailed paper based on students' research should be submitted by July 29, 1998 (last day of classes). The "**net**" size of this typewritten assignment is expected to be 15 pages (double-spaced). Bibliographic references, appendices, photocopied materials, etc. come "on top" of the 15 pages. Students shall not be penalized for longer papers if the topic warrants lengthier analyses.

Appendix D

Public Sector Building Reports Breakdown

This table presents the total number of reports that focus on one specific original building use, as represented in the public sector buildings category of archived research data. The reports have been divided by statistical population size classifications of small, medium and large urban population centres. The final column denotes the final section of archived research data used within this study.

Original Use: <i>Public Sector</i>	Total # of Reports	Pop. size			Final Selection
		<i>small</i>	<i>medium</i>	<i>large</i>	
courthouse	4	1	1	2	1
courthouse & jail	2		2		
courthouse, jail & registry office	1		1		
courthouse, jail & governor's house	1	1			1
fire hall	2	2			
jail	5		2	3	
land registry office	1	1			
post office	2		1	1	
Post office, customs & excise, government departments	1	1			
town hall	2		2		
town hall & opera house	3	3			3
TOTAL	25	10	9	6	5

Appendix E

Questionnaires

The following questionnaires were used to gather qualitative and quantitative data about each case's adaptive reuse intervention and municipal development strategy. To gather this information four types of participants were targeted; participants included municipal planning staff and municipal heritage committee members, and the owners and tenants of the adapted built cultural heritage resources under investigation.



What can Conservation do for Community?

PARTICIPANT QUESTIONNAIRE

HERITAGE & CULTURE

Participant Name:

Position title:

Date:

Former Public Building

1. What was the original use of the building?

2. What has the building been used for throughout its lifetime?

3. What was the vision for the building's reuse, in terms of its use and how it might contribute to the community?
 - a. When was the building renovated and/or restored for its current use?
 - b. Who initiated renovation and/restoration of the building?
 - c. Why was the building renovated and/or restored?
 - d. How was the adaptive reuse intervention funded and which parties were involved?

11. Is the historical, architectural or contextual value of the building communicated to the public? If so, in which ways (ie. visual communication tools such as on-site signage)?

12. Does this building appear or is it mentioned in promotional or educational materials used to advertise your community? If so, in which document(s); does the building appear in online or print materials?

3. What was the vision for the building's reuse, in terms of its use and how it might contribute to the community?
 - a. When was the building renovated and/or restored for its current use?
 - b. Who initiated renovation and/restoration of the building?
 - c. Why was the building renovated and/or restored?
 - d. How was the adaptive reuse intervention funded and which parties were involved?

OWNERSHIP

4. When did you take ownership of the building?
 - a. What is your annual mortgage expense for this building?
 - b. What additional costs for the building do you incur and what is their value (taxes, maintenance, insurance, etc.)?
 - c. How much rental income do you take in annually?

5. Are all usable spaces within the building occupied? What proportion of the building's usable space is rented?



What can Conservation do for Community?

PARTICIPANT QUESTIONNAIRE

TENANTS

Participant Name:

Organization title:

Date:

Former Public Building

1. Who is the owner of this building?
2. What is the building currently used for, and what kinds of activities or events occur in the space?
3. Which businesses, organizations and individuals are located in this building and what types of tenants inhabit the space (please include if the tenants are leasing space, subleasing from other tenants, or occasional users)?

Appendix F

Site Visit Observations

Old Town Hall and Opera House, Aylmer, Ontario

- The Old Town Hall and Opera House is adjacent to an alley way, John Street, a parking lot at to the rear of the building and a public park;
- Unobstructed views were available from all sides of the building;
- Signage at the John Street entrance of the building describes its function;
- Small plaques affixed to brickwork around the entrance demarcate the building's status as a Municipally Designated Building and a Heritage Conservation Easement Site;
- Informative panels were affixed to the walls in the foyer of the building and along the staircase to the Opera House; these panels indicate the history of the building, describe the adaptive reuse intervention and acknowledge Heritage Aylmer, funders and individual donors, and members of the building and restoration committees;
- The Aylmer Old Town Hall Library was open and in use, however operating hours posted at the facility indicated that the space is not open every day of the week;
- Visitors can ascend the stairs to the entrance of the Opera House, however physical access to the venue and upstairs lobby was inhibited by a locked entrance;
- Promotional materials for the Aylmer Performing Arts Council were available at the Old Town Hall, and materials promoting Aylmer and arts and culture in the Town itself and Elgin County were available at the Elgin County Tourism Office and Town of Aylmer; and
- In the public park beside the building, a poster demarcates the Old Town Hall as a site included in the Settlement Stories Quilt Trail project.

Niagara District Court House, Niagara-on-the-Lake, Ontario

- The Niagara District Court House is neighboured by commercial buildings on both sides which are separated by a walkway around the building, the building fronts onto Queen Street where a prominent clock tower on a traffic island sits directly in front of the building, a parking lot sits to the rear;
- Unobstructed views of the Niagara District Court House are available from all sides of the building;
- Information panels about the Niagara-on-the-Lake historic district are displayed in front of the building facing Queen Street;
- Signage affixed to the building's façade indicates the date of construction, cultural heritage interest or value, and that the site houses Parks Canada administrative offices;

- A plaque indicating that the building is a heritage conservation easement site is affixed to the interior of the building near the entrance;
- The building was open and in use; however the it was very quiet, all doorways along the central corridor that led towards Parks Canada offices were closed, and there was no activity in the hallways;
- Upstairs theatre, event spaces and kitchen were unlocked with wide open doors, and fully accessible to the public; and
- Materials about the theatrical performance and event space rental were available at the Visitor & Convention Bureau located in the basement of the building, and at the Town of Niagara-on-the-Lake's municipal headquarters in Virgil.

Orangeville Town Hall and Opera House, Orangeville, Ontario

- The Orangeville Town Hall fronts onto Broadway, and is neighbored by Second Street, a driveway and commercial structures, and Alexandra Park to the rear of the building;
- A plaque is affixed to the facade of the building fronting onto Broadway Avenue which states its date of construction, the name of building, and that it is designated under the OHA;
- Prominent signage designates the Broadway entrance as an access point to the theatre and box office;
- The original Town Hall building has a large addition to the rear, constructed using sympathetic styling and materials to the original building;
- Visitors to the Town Hall can access the building through the entrances facing Broadway and Second Street and can wander through all main corridors, however offices and meeting rooms were inaccessible;
- The building was in active use during the site visit, and access to the upstairs Opera House was restricted due to theatrical production set-up activities;
- Promotional materials for Theatre Orangeville were available in the lobby of the theatre venue and in the Orangeville Visitor Information Centre, and materials about the Town of Aylmer were available at the Town's Economic Development Desk within the Town Hall expansion; and
- Signage was affixed to the exterior wall of the original Town Hall building, which is enveloped by the expansion. Signage included a large plaque that commemorates the restoration and expansion of the Orangeville Town Hall, and a mounted letter from the Government of Ontario which commemorates its official re-opening, signed by The Honourable Bob Rae in 1994.

Old Grey County Courthouse, Owen Sound, Ontario

- The Old Grey County Courthouse has a large parking lot directly in front of it and faces onto 3rd Avenue E. The building is neighbored by a residential building to the NW and the Grey County EMS to the SW. To the rear of the Courthouse, sits a registry office building that faces SE and fronts onto 4th Avenue E;
- The rear of the Courthouse faces SE and is attached to a jail building. A governor's house is also affixed to the NE side of the building;
- A prominent painted sign that states the building is called the "Old Grey County Courthouse Arts Building" is situated on a boulevard along 3rd Avenue East. Other signage with the same titling is affixed near entrances to the building;
- The researcher did not see exterior signage notifying the public of the building's designation under the Ontario Heritage Act (although a questionnaire respondent confirmed existence of one);
- Visitors to the Courthouse cannot access the building without notifying the city or current tenants;
- The building was in use during the site visit, however most interior doors were closed and locked;
- Promotional materials about tourism were available in an off-site Tourism Information Office and described summer activities, arts and culture, and the history and heritage present in Owen Sound. Promotional offerings also included pamphlets for the Grey Roots Museum & Archives, the Owen Sound Artist's Co-op Inc., and The Roxy Theatre. No specific materials for the Old Grey County Courthouse were available; and
- Notices from the City of Owen Sound were affixed to both entrances stating that a Public Meeting is to occur on May 3rd and tenants will be given proper notice before they need to vacate the building.

Victoria Hall/Petrolia Town Hall, Petrolia, Ontario

- Victoria Hall/Petrolia Town Hall faces east and fronts onto Greenfield Street in the centre of Petrolia's downtown, the building is neighbored by Victoria Park to the north, Parks and Recreation Hall to the south, a parking lot and Wingfield Street to the west of the building;
- Unobstructed views were available from all sides of the building;
- Plaques affixed to stone pedestals are located to the north and south of the building, and describe the its designation, history and cultural heritage value, and acknowledge government funding which enabled the building's restoration;

- Photographic albums and photographs of the buildings history are located in the foyer, including a framed hand-drawn picture of five iterations of Victoria Hall throughout different time periods (including during the fire);
- Victoria Hall was open and in active use: municipal staff were working in the Town Hall's offices and staff members were hanging artwork in the building's main floor gallery;
- Visitors can wander through the main floor of the building; the doors to council chambers were unlocked and the gallery space/theatre foyer was outfitted with tables and chairs. Visitors can also ascend the stairs of the building to the playhouse, and physical access is facilitated through the elevator and other modern provisions;
- Promotional materials for Victoria Hall were available in the building's foyer, and described the Town of Petrolia, Victoria Playhouse Petrolia (VPP) membership opportunities and current news within the town. A VPP brochure outlining 2014 theatrical offerings was available at the local tourism information centre as well, located in Sarnia; and
- Two large signs in Victoria Park, which is situated along Petrolia line – the main street in town, announce the location of Victoria Hall. One sign refers directly to Victoria Park and acknowledges its sponsors, and the other boldly states the title 'Victoria Hall' and includes dates of Victoria Playhouse Petrolia's theatre season.

Appendix G

Vision Statements & City-Wide CD Objectives

CORPORATION OF THE TOWN OF AYLMER, ONTARIO

Document: Town of Aylmer. (2008). 2.1 Strategic Direction of Plan (Mission Statement). Section 2: Municipal Development Strategy. Official Plan: Office Consolidation 2008.

Vision Statement: “Aylmer will be a vibrant market centre for East Elgin. To ensure and enhance our small town atmosphere we will:”

Objectives:

1. Ensure the quality of life and safety of families and neighbourhoods;
2. Encourage and facilitate enterprise in business;
3. Preserve our heritage and the natural environment;
4. Strive for economic diversity;
5. Respect cultural diversity;
6. Ensure planned, orderly growth;
7. Make the Town attractive; and
8. Promote spirit of community participation.

Document: Town of Aylmer. (2012). By-law No. 35-12. Appendix B: Community Improvement Plan.

Objectives:

1. Identify opportunities for the BIA, Chamber of Commerce and the Main Street program to continue their excellent efforts in the beautification of a vibrant downtown core and the preservation and restoration of heritage assets.
2. Maintain and enhance the historic charm, character and atmosphere of the Downtown.
3. Identify opportunities to spur residential development on upper floors of commercial buildings to increase the number of persons residing in the Downtown to further bolster the local economy and support downtown activities after hours and on weekends.
4. Provide opportunity for combining innovative funding through the Community Improvement Plan with other programs such as the Canada Mortgage and Housing Corporation Residential Rehabilitation Assistance Program to provide increased incentives to improve housing in designated areas.

5. Provide a catalyst for the development of urban design guidelines for the Town to guide private investment in the renovation of existing buildings, the design and development of new buildings and to guide public investment in the streetscape and signage.
6. Ensure planned, orderly growth;
7. Make the Town attractive; and
8. Promote spirit of community participation.

CORPORATION OF THE TOWN OF NIAGARA-ON-THE-LAKE, ONTARIO

Document: Town of Niagara-on-the-Lake. (2014). Official Plan Review: Background Report.

Vision Statement: “Niagara-on-the-Lake is a fiercely independent, economically empowered town offering a rich tapestry of recreational, historical, cultural, and educational opportunities, public green spaces and a uniquely valuable agricultural area. Our stunning landscape offers a rich experience where the journey equals the destination.

We are a community for everyone. We are a resilient, distinctive and dynamic town in which to live, work and learn. Through responsible stewardship we preserve the balance of values that makes us a world-class destination. Although we dream big, we stay true to our small town roots”

Objectives:

1. A prosperous and diverse economy;
2. Strong environmental stewardship;
3. An inclusive, integrated, healthy town;
4. A centre for culture, heritage, and recreation;
5. Mobility choices;
6. A well planned built environment;
7. A prosperous and sustainable agriculture sector; and
8. Well managed municipal finances.

Document: Town of Niagara-on-the-Lake. (2014). Official Plan Review: Background Report.

Vision Statement: “Niagara-on-the-Lake is a fiercely independent, economically empowered town offering a rich tapestry of recreational, historical, cultural, and educational opportunities, public green spaces and a uniquely valuable agricultural area. Our stunning landscape offers a rich experience where the journey equals the destination. We are a community for everyone. We are a resilient, distinctive and dynamic town in which to live, work and learn. Through responsible stewardship we

preserve the balance of values that makes us a world-class destination. Although we dream big, we stay true to our small town roots”

Objectives:

1. A globally competitive, resilient town with a strong and diverse economy; a town that offers attractive employment opportunities, where people want to live, work and conduct business.
2. A town that protects its environment for present and future generations through creative stewardship of land, water and air.
3. A welcoming town built on mutual respect that nurtures people of all ages, backgrounds and abilities; a community where accessible health care, housing, education, and other lifestyle services support overall health and well-being.
4. A thriving international destination for culture and heritage with a variety of recreation choices.
5. A town with viable, safe and accessible transportation options.
6. A beautiful town that respects its unique rural and historical character and manages growth in a balanced manner meeting resident and business needs.
7. A premiere agricultural area where agriculture and farming thrive.
8. A fiscally responsible, financially resilient town prepared to flourish over the long-term.

CORPORATION OF THE TOWN OF ORANGEVILLE, ONTARIO

Document: Town of Orangeville. (2013). **Official Plan: Office Consolidation.**

Vision Statement: “Orangeville will sustain and enhance its strong economic, community, cultural and environmental well-being by focusing on the following key areas of importance:”

Objectives:

1. The maintenance and enhancement of Orangeville’s overall quality of life and small town appeal;
2. The protection of heritage, cultural and natural environments;
3. A growth management strategy that balances opportunities for residential and employment growth while maintaining the community’s natural and historic character;
4. Providing an economic development strategy that supports the retention and expansion of local businesses and seeks new opportunities;
5. The support of an equitable, efficient and accountable municipal service delivery system that allows for regular public consultation.

Document: Town of Orangeville. (2013). D6.1 Downtown: Goals. Official Plan: Office Consolidation.

Objectives:

1. To maintain and enhance a vibrant mixed use environment in Downtown Orangeville, by establishing a long-term program of community improvement projects, and a strategy for implementing improvement in a planned and co-ordinated manner.
2. To support Downtown's long-term marketplace success, employment opportunities, tax revenue, increased residential use and its role as the Town's main focus of commercial, office and institutional activity.
3. To maintain and enhance the primacy and character of the Downtown as the historic core of Orangeville, through heritage conservation and streetscape improvements, and by ensuring the compatibility of new development within and adjacent to the Downtown.

Document: Culture Capital. (2014). Orangeville's Cultural Advantage: Municipal Culture Plan and Cultural Map.

Vision Statement: "A creative community and vibrant destination for arts and culture."

Objectives:

1. Identity: Orangeville's arts, culture and heritage will be showcased to promote the Town's unique identity.
2. Inclusion: Accessibility, diversity and cultural opportunities for all residents of all ages will be pursued to enhance the Town's quality of life.
3. Collaboration and Community: Partnerships and cooperation between cultural groups and the Town will be cultivated and cultural initiatives that build, coalesce and connect communities, both within Orangeville and throughout the region, will be fostered.
4. Economy: Strategies to enhance the creative sector's contribution to economic vitality, drawing tourists and attracting and retaining businesses, will be nurtured.
5. Inspiration: The Town will provide leadership to encourage innovation and creative excellence in its cultural programs and in the cultural sector.
6. Capacity: The Town will fully develop its cultural assets and will enhance capacity in keeping with the growth and aspiration of its community.
7. Accountability: Benchmarks to chart progress and monitoring of municipal resources will be put in place to ensure resources invested in arts and culture and in heritage are effective, efficient and sustainable.

CORPORATION OF THE CITY OF OWEN SOUND, ONTARIO

Document: The City of Owen Sound. (2012). Strategic Plan Vision & Mission. City of Owen Sound Strategic Plan.

Vision Statement: “The City of Owen Sound: where you want to live. To provide progressive leadership for education, culture, recreation, health, social and economic opportunities that benefits the city and the region.”

Document: The City of Owen Sound. (2014). 3: Goals and Objectives. Owen Sound Official Plan: Office Consolidation.

Objectives:

1. To protect and enhance the quality of the natural environment through a planning framework that maintains and improves the diversity and connectivity of the natural forms, features and functions of the City’s natural heritage, surface water and ground water resources and that minimizes and mitigates the impacts of development on these features.
2. To foster a vital and diverse local and regional economy.
3. To create a planning framework that promotes and encourages the growth and development of the City, addressing residential, business, employment, industrial, government, institutional, office, entertainment, cultural, recreational, health, and social service activities.
4. To be a community that celebrates its cultural heritage and offers an exceptionally supportive, healthy environment, providing leadership as the social, cultural, health and wellness, and recreational focus for the community’s inhabitants and visitors.
5. To be a welcoming, safe, supportive community that is equitable in providing for the diverse needs of all its residents and visitors.
6. To enhance the exceptional natural setting and built heritage of the City by ensuring quality urban design and protecting significant features.
7. To improve, maintain and expand infrastructure including transportation, water and sewage infrastructure, stormwater management, waste management, telecommunications and other public utilities in order to better serve existing and future residents, businesses and visitors.

Document: The City of Owen Sound. (2010). 3.1: Goals and Objectives. City of Owen Sound Community Improvement Plan.

Vision Statement: “The goals of the Community Improvement Plan are to protect and enhance the quality of the natural environment, foster a vital and diverse local and regional economy, promote and encourage the growth and development of the City, and to enhance the natural setting and built heritage of the City.”

Objectives:

1. Facilitate and promote community economic development;
2. Improve social, community and environmental conditions throughout the City;
3. Increase affordable housing opportunities throughout the City through the utilization of grant or loan programs in coordination with the County of Grey;
4. Encourage the construction of a range of housing types;
5. Encourage the preservation, restoration, adaptive reuse and improvement of buildings exhibiting significant heritage or architectural elements;
6. Offer tax assistance for properties designated under the Ontario Heritage Act through the development of a Heritage Property Tax Relief Program;
7. Encourage and support the remediation and clean-up of environmentally contaminated lands or ‘brownfields’, through the Environmental Study Grant and Brownfields Financial Tax Incentive Program;
8. Encourage off-street parking and provide municipal parking facilities where feasible and appropriate;
9. Focus redevelopment, infill, mixed-use and higher density development in suitable locations in the Downtown and Harbour Areas in accordance with the Official Plan (Schedule B);
10. Promote the ongoing viability and revitalization of the Downtown and Harbour areas as the focus of pedestrian oriented retail, commercial, office, civic, cultural, entertainment and government uses;
11. Encourage the redevelopment of abandoned industrial sites to uses compatible with surrounding land uses and applicable policies and regulations;
12. Maintain and improve public access to the waterfront while minimizing potential impacts to human health, aquatic ecosystems and natural features;
13. Offer a tax assistance program for vacant lots within the Downtown and Harbour Areas;
14. Provide funds for development charges for eligible residential development within the Downtown and Harbour Areas.

CORPORATION OF THE TOWN OF PETROLIA, ONTARIO

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Mission Statement: “Our Mission is to sustain the Town of Petrolia’s outstanding quality of life for current and future generations. To accomplish this we will serve the public interest through leadership, innovation and a focus on community strengths and priorities.”

Goals:

1. Sustainable Community
2. Economic Development
3. Continuous Improvement
4. Accountability and Transparency
5. Customer Service Excellence

Vision: “Celebrating our Heritage. Investing in our Future.”

Objectives:

1. The preservation of the Town’s history which supports a quality of life that energizes its residents and inspires its visitors;
2. A sustainable economy capitalizing on Petrolia’s heritage;
3. The effective use and development of all community resources;
4. Ensuring the Town’s infrastructure will support future growth and development;
5. Opportunities for residents of all ages to be active participants in the Town;
6. Residents of all ages having access to physical, recreational, leisure and cultural activities;
7. Supporting our existing businesses to ensure their retention and growth;
8. Continuous progress within our Council and Administration;
9. Accountability and transparency in decisions that affect the Town through a strong communication strategy and citizen engagement.

Appendix H

Glossary

ARI	“Adaptive reuse intervention”
Capacity	The ability to do or understand something (Oxford Dictionaries, 2015e)
CD	“Community Development”
City Clerk	Public officers responsible for recording a city’s official proceedings and Statistics (Merriam-Webster Dictionary, 2013)
Impact	The effects or changes that occur as a result of a program (University of Wisconsin, 2010)
Input	Resources that are invested in a program (University of Wisconsin, 2010)
Outcome	Direct results experienced for individuals, communities, organizations or systems (University of Wisconsin, 2010)
Output	Activities that take place in a program, and the participants that engage in those activities (University of Wisconsin, 2010)
Productive	Achieving a significant amount or result (Oxford Dictionaries, 2015c)
Productivity	The effectiveness of productive effort as demonstrated by the rate of output per unit of input (Oxford Dictionaries, 2014)
Reliability	Consistently of high quality and able to be trusted (Oxford Dictionaries, 2015)
Stakeholder	An individual with an interest or concern in something (Oxford Dictionaries, 2015d)
Validity	A specific quality of information, the quality of being logically or factually sound (Oxford Dictionaries, 2015b)

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