

Downtown Lindsay



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Heritage Conservation District Study

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TABLE OF CONTENTS

Users' guide	1
Frequently Asked Questions	1
Executive summary	3
1. Introduction	5
1.1 Study purpose and approach	5
1.2 Study structure	10
2. Identifying Cultural Heritage Resources	13
2.1 Inventory and Research Process	13
3. The evolution of the study area	16
3.1 Beginnings (pre-contact - 1850s)	16
3.2 Fire and Recovery (1860s - WWI)	23
3.3 Stability and Change (1920s - 1950s)	33
3.4 Development and Stasis (1960s - present)	37
3.5 Thematic Framework	42
4. Planning, Administrative and Funding Context	43
4.1 Introduction to Heritage Planning Policy	43
4.2 Federal and Provincial Policy Context	45
4.3 Regional Heritage Policy Context	55
4.4 Local Heritage Policy Context	58
5. Evaluating Heritage Resources	68
5.1 Evaluation Method	68
5.2 Built Heritage Resources	70
5.3 Cultural Heritage Landscapes	72
5.4 Archaeological and Intangible Heritage Resources	76

6. Heritage Character	78
6.1 Defining heritage character.....	78
6.1.1 Common district characteristics and types.....	78
6.1.2 Heritage character of the study area.....	79
7. Meeting the Criteria for Designation.....	81
7.1 Criteria.....	81
7.2 Reasons for Designation.....	81
8. Meeting the Criteria for Establishing a Boundary	82
8.1 Criteria.....	82
8.2 Options Considered	83
8.3 Boundary Option #1: RFP Version.....	85
8.4 Boundary Option #2: Revisions to Add and Subtract Properties.....	86
8.5 Boundary Option #3: Further Boundary Reductions	87
8.5 Proposed Boundary.....	88
9. Conclusions and Recommendations	89
9.1 Conclusions.....	89
9.2 Recommendations.....	90
Appendices	93
A. Planning and Heritage Tools	95
B. Current City of Kawartha Lakes Official Plan Heritage Policies	101
C. Recommended Official Plan Amendments and Policies.....	103
D. Proposed Terms of Reference for Heritage Victoria	111
E. Cultural heritage resource inventory and evaluation	113
F. Acknowledgements and Meetings.....	115
G. Bibliography.....	117

Users' guide

Frequently Asked Questions

What is a Heritage Conservation District?

It is an area of special character, combining older buildings and their settings that, together, make up a district that has an identifiably distinct “sense of place”. The cultural heritage resources within a district include buildings, structures, cultural landscapes, and areas of archaeological potential. The *Ontario Heritage Act* is special legislation allowing district designation and codifying an area’s “heritage character” in order to protect its heritage attributes.

Why was the Downtown Lindsay area selected for study as a Heritage Conservation District?

It is centred on Kent Street, Lindsay’s main street and the core of the community’s downtown. This area has historical links to the founding of Lindsay and to its evolution as an administrative, commercial, institutional and industrial hub for the region. As a main street, Kent Street has continued to serve as the hub of community activities and a place for important ceremonies.

How would District designation impact residents?

Designation allows the City to manage change within the District by specifying the types of changes that will conserve and enhance the character of the District. Designation also celebrates what is special about the District, building community pride and encouraging compatible improvements to both public and private properties. Proposed changes of a major sort are regulated by the City, using guidelines provided in a Heritage Conservation District Plan.

How does District designation affect changes to my property?

Designation entails a municipal requirement for a heritage permit for any significant change to the public face of your property (i.e. front, sides and roof, but usually not the rear). Routine maintenance is not affected, and professional planning staff work with property owners to provide advice on compatible alterations, using policies and guidelines in the District Plan.

Will the value of my property change?

Studies in Canada and the United States have shown that property values in Heritage Conservation Districts either stay the same or increase.

What are the next steps, and how do I get involved?

The final report is submitted to Council and a decision by Council on whether to proceed with the District Plan and guidelines is made. If Council decides to proceed, then the Plan and guidelines study will take approximately another 6 months, after which Council proceeds with designation. Further public meetings will be held to discuss the draft Plan and guidelines and it will be posted on the City's website. You can also contact the City's project manager responsible for this project, Debra Soule, at (705) 324-9411 x 1498.

Executive Summary



Study purpose

The City of Kawartha Lakes recognizes the economic and social benefits of heritage conservation in enhancing local quality of life and attracting investment. An important initiative in this approach is to identify which parts of the municipality have a high concentration of heritage resources and to seek ways of conserving and enhancing these areas, for the benefit of all residents. The City has chosen downtown Lindsay and the Oak Street residential area of Fenelon Falls as the first of these areas to be examined.

Across Ontario, the way to conserve and enhance these areas that has been shown to be most effective is to designate them as a Heritage Conservation District. Using the legislation provided in Part V of the *Ontario Heritage Act*, a municipality can control change in ways that highlight the area's distinct character while encouraging compatible development.

Study method

The City issued a request for proposals in July, 2015 for consulting teams to undertake these two studies. The winning team, led by Bray Heritage of Kingston, Ontario, was retained in September, 2015 and consists of heritage and land use planners, historians, archaeologists, landscape architects and urban designers. Since that time, the team has worked closely with an advisory

committee provided by the City consisting of municipal staff and representatives of Heritage Victoria as well as residents of each community. The working method involved site visits over several months, meetings and interviews with local property owners, historians, and staff of local museums and archives. Information has been posted on the City website and the consulting team has provided the City with regular updates on the study progress.

Study content

The studies follow the format required by the Province for such projects. Each includes an inventory of cultural heritage resources (buildings, landscapes, areas of archaeological potential) followed by an evaluation of the cultural heritage value and significance of these as potential contributors to the area's character. The studies provide a chronology of the area's development, highlighting important characteristics in each era of the area's history. Alongside this research is an analysis of the current planning policy framework and of the municipality's capacity to manage Heritage Conservation Districts. The studies then summarize the cultural heritage significance of each area, provide a rationale for District designation, and propose a boundary.

Conclusions and recommendations

The downtown area of Lindsay flanking Kent Street has been determined to meet the Province's criteria for designation as a Heritage Conservation District. Centred on the town's unusually wide main street and flanked by residential neighbourhoods and the Canal, the area has a distinct urban character with many historical associations that are important in the character of the town as a whole. The study recommends that Council proceed with the next step towards designation which is to instruct staff and the consulting team to prepare a Heritage Conservation District Plan. Following further consultation with the public and staff, the City would prepare a by-law to designate the Downtown Lindsay area as a Heritage Conservation District under Part V of the *Ontario Heritage Act*. Once the by-law is passed, the City manages change in the District using the policies and guidelines provided in the Heritage Conservation District Plan.

1. Introduction



1.1 Study purpose and approach

Why study?

Downtown Lindsay is in a period of transition. Commercially it is evolving from being the main shopping precinct for the town and region to a combination of service and entertainment district. In common with many Ontario towns, Lindsay is attempting to capitalize on its inherent attractions in order to support and improve local businesses. Since these attractions are primarily physical ones in the form of older buildings and public open spaces, finding ways to conserve and enhance this setting is an important step forward in revitalizing Lindsay. And because Lindsay serves as the hub of the larger City of Kawartha Lakes, improvements here benefit the municipality as a whole.

In this context, it is important for local residents and the municipality to be clear as to what they value about the area and to confirm their goals for the ways in which the City should manage any development pressure for changes to the buildings and landscape. The study area's concentration of

high quality 19th and early 20th century commercial and institutional buildings makes it distinctive, as does the famous wide main street. Such an intact setting is vulnerable to change that is at odds with the area's character.

Defining, recognizing and enhancing this character are primary goals of the heritage district designation process.

The mandate for considering district designation comes from several sources. While designation of a Heritage Conservation District would be a first for the City, the value of the area has long been recognized, as is evident from previous revitalization studies commissioned by the municipality. This area is an important local and regional tourism attraction, and fostering cultural tourism is a key recommendation in the City of Kawartha Lake's Heritage Master Plan. That Plan and other, similar, City-sponsored studies show that there is a growing sense within the municipal government that heritage conservation is an important, and necessary, part of planning for the municipality's future.

In addition, the City is in the process of undertaking a wide range of planning studies (corridors, streetscapes, secondary plans) that will influence future development and affect cultural heritage resources. Ensuring that the heritage conservation district study is part of this process avoids duplication and encourages consensus in the preparation of planning policies and design guidelines. As stated in the Request for Proposal for this study (p. 22), "Having the appropriate tools in place in Lindsay's downtown to address design and heritage conservation issues prior to the receipt of applications for change will ensure good planning practice."

Study Terms of Reference

The City's scope of work for this study (found in the Request for Proposal, pp. 21-27) follows closely the Provincial Ministry of Tourism, Culture and Sport's requirements for such studies. The Study is to fulfil the three basic requirements of such efforts, namely, to assess the cultural heritage resources of the study area, judge whether or not such resources qualify the area for designation as a heritage district and, if so, determine a district boundary.

Both the Culture Plan and Heritage Master Plan note the boost heritage conservation gives to municipal efforts to promote economic development. Cultural tourism is a major factor in the competitive success of municipalities

today, not only for the revenue it produces from highlighting a community's unique setting and culture, but also for its ability to raise awareness of such features and thus attract potential residents and investors. Lindsay is already well established as a town with many heritage and cultural resources, but it must continue to both conserve and enhance such resources in order to retain its competitive advantage. Protection of the downtown core's key heritage assets via designation is an essential means of doing so, as is building and maintaining support for conservation amongst the population at large.

But how best to apply such support to a complex and challenging project? The proposed District Study and Plan offer many opportunities for support. There are ways that the project can help local residents to articulate the characteristics of the area they wish to conserve and to utilize their talents in ways that both assist the City and educate those participating. The planning process thus becomes two things: a means of producing protective legislation, and a way to put into words and actions the aspects of the Study area that local people value. In the end, the resulting Plan and guidelines not only provide clear policy direction for the City in planning for the town; they also establish a process that can be emulated in designation studies for future candidate areas such as some of the residential neighbourhoods.

What is a heritage district?

A heritage district is a distinctive urban setting that has significant historical and cultural value. Its special character is often a function of the age of its structures, its pattern of development, the history of its occupation, and the land uses it contains. The boundaries may be sharply defined, as along a waterfront, or blurry, as in mixed use areas. Ontario's Ministry of Tourism, Culture and Sport, the agency responsible for heritage planning, defines districts broadly, from a group of buildings to entire settlements. The key is that the defined area has "a concentration of heritage resources with special character or historical association that distinguishes it from its surroundings" (Ontario Heritage Tool Kit, Heritage Conservation Districts, p. 5).

Heritage districts are not new: they have been widely used in Britain and Europe since the end of WWII, in the United States since the 1950s, and in Canada since the 1970s. They have proven to be effective ways of conserving and enhancing special places while supporting the everyday lives of residents and visitors.

The Tool Kit (op. cit., p. 10) goes on to describe the common characteristics of heritage districts. They are:

- “A concentration of heritage resources” (buildings, sites, structures, landscapes, archaeological sites) that have some common link for reasons of use, aesthetics, socio-cultural or historical association;
- “A framework of structured elements” that provide edges, such as major routes, shorelines, landforms, or land uses;
- “A sense of visual coherence” that is expressed in built form or streetscapes, and;
- “A distinctiveness”, whether tangible or not, that makes the district recognizably different from its surroundings.

Why designate?

The “sense of place” generated by Lindsay’s downtown is determined by the experience of being in and around its physical setting, that is, the buildings and streetscapes that make up the study area. These “cultural heritage resources”, to use the term found in Provincial planning and heritage legislation, are non-renewable and deserve good stewardship. Designation is a means by which local owners, tenants and residents are able to express pride in their property and in the downtown as a whole: it is also a way of promoting public appreciation of local history.

Changes brought about by urban intensification, as well as neglect or natural disaster, can threaten these settings and erode local identity. In response to these threats, District designation is one of the most effective heritage planning tools available to Ontario municipalities. While the *Planning Act* handles most of the land development issues, it makes little reference to matters of community identity and heritage. Except where individual properties have been designated under Part IV of the *Ontario Heritage Act* (such as the Academy Theatre), Kent Street’s buildings and streetscapes have only minimal protection under the current policies in the City’s Official Plan or Zoning By-law. By contrast, the recently updated Provincial Policy Statement and *Ontario Heritage Act* put the onus on municipalities to conserve “significant” cultural heritage resources, and provide policy tools and procedural guidelines with which to do so. Designation of a district under Part V of the *Ontario Heritage Act* is the means by which a municipality puts these tools and guidelines to use, and fills the policy gap left by the *Planning Act*.

Heritage conservation district designation is not necessarily, as the term may seem to imply, a device for *preserving* an existing setting. The main focus of district designation is *change management*. In recognizing the inevitability of change, designation can plan for its best course. Change in an urban setting is the result of conscious action, in the case of renovation or new development, or inaction, in the case of deterioration by neglect. Downtowns can change for the worse, sometimes before people realize it is too late.

The “tipping point” has been reached, and the area’s “carrying capacity” has been exceeded. A district designation can help identify these critical thresholds and provide policy tools to ensure that they are respected.

At the very least, designation can identify the types of changes that are desirable for conserving and enhancing local character, and those that are not. Property owners get the information they need to make informed choices for improvements, and the municipality gets the guidelines and legislative mandate to regulate changes. In practice, change management in a Heritage Conservation District is seldom imposed from above but, rather, involves an ongoing discussion between property owners and municipal staff/heritage advisory committee members, based on policies and guidelines found in the Heritage District Plan, as to what the best course of action will be.

There appears to be public support for designation in Lindsay, but some people are concerned. Common issues are the degree of regulation imposed by designation (e.g. “will the City tell me what colour I can paint my shop front?”), the potential to “gentrify” the area and remove the rental and use mix now present, and the potential effect on property values. In addition, there is a concern that the City may not be able to manage a Heritage Conservation District once it is designated, due to lack of staff, lack of political commitment, or lack of expertise. The study phase of this process does not deal with the actual regulations on property alterations – these come in the next phase, the Heritage Plan and guidelines - but it does comment on the City’s current regulatory process and make recommendations for improvements. The degree and type of regulation is something the Heritage Conservation District Plan and guidelines will address, and is open to discussion. Worries about gentrification and property values can, to some extent, be calmed by reference to the experience of other Ontario municipalities with heritage districts that have maintained diversity and stabilized or improved property values. Concerns about the municipality’s institutional capacity can be addressed through updates to the Heritage Master Plan and through

direction from Council. And at a very basic level, one benefit of designation is often improved enforcement of existing property standards, an ongoing concern for residents and the municipality alike.

1.2 Study structure

Study method

The City's scope of work for this study (found in the Request for Proposal, pp. 21-27) follows closely the Provincial Ministry of Tourism, Culture and Sport's requirements for such studies. The study is to fulfil the three basic requirements of such efforts, namely, to assess the cultural heritage resources of the study area, judge whether or not such resources qualify the area for designation as a heritage district and, if so, determine a district boundary.

The Study consists of the following components:

- an inventory and evaluation of cultural heritage resources (i.e. all properties within the study area, including buildings, streetscapes, landmarks and open spaces), to be found in the appendices;
- an historical overview of the areas' development;
- an assessment of the regulatory policies currently in place, and those available as alternative policy and planning tools;
- a preliminary assessment of the Town's staff and Municipal Heritage Committee's abilities to manage a potential district;
- revisions to the two existing HCD documents, as needed;
- involvement of the public including public meetings and consultations with property owners, and;
- a rationale for designation, and a proposed district boundary.

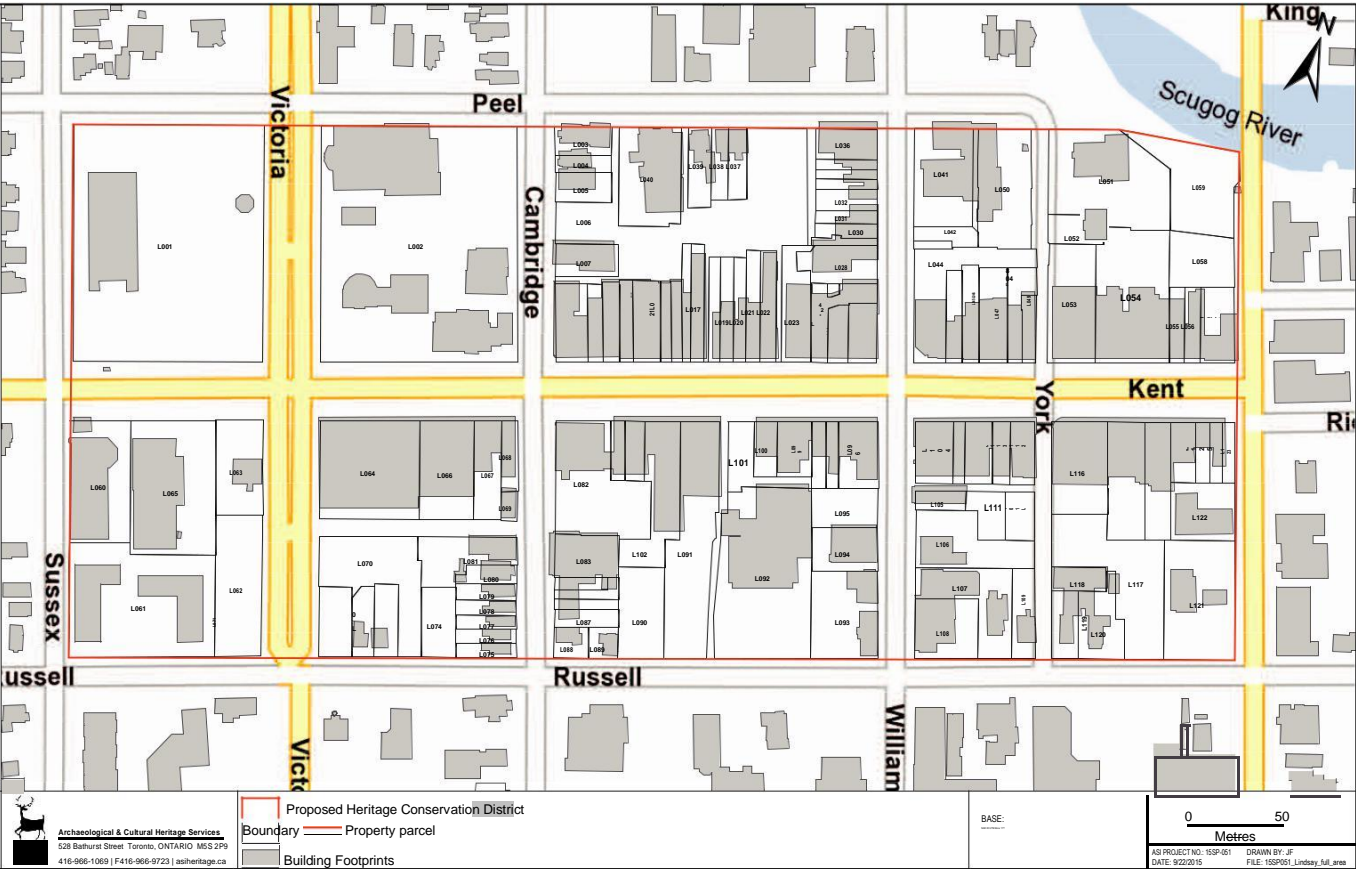
In practice, the study team has addressed each of these requirements. The consultants have provided consultation by working with municipal staff, by conducting personal interviews with individuals and groups who represent each of the many facets of this area, by facilitating public open houses, and by posting the study progress on the City's website and in the local media.

Range of cultural heritage resources studied

The intent of District designation is to see a district as having value for more than the sum of its parts. Rather than assembling a collection of individually fine properties and drawing a boundary around them, a district can - and should – recognize the contribution of both the humble and the grand. Pulling the inventory and evaluation away from a singular focus on buildings is one way to do this. The current *Ontario Heritage Act* and its accompanying Ontario Heritage Tool Kit understand this and open the study scope to include cultural landscapes and archaeological sites. At a more fundamental level, international, federal and Provincial best practices in conservation now address both material and associative values. In other words, the physical setting is seen not only as a valuable artifact but also as a container for culture and a repository of the meanings and values that people have for the places in which they live. As for the history of development in the study area, this report relies on several local histories as well as archival mapping and photographs held in public and private collections.

Study area

The study area shown in the schedule attached to the Request for Proposal includes the properties flanking Kent Street and bounded by Peel Street to the north, Lindsay Street to the east, Russell Street to the south, and Sussex Street to the west. The study area thus includes the three main blocks of the original downtown core.



Study Area

2. Identifying Cultural Heritage Resources



2.1 Inventory and Research Process

The evaluation of a district's heritage significance sets the terms for its conservation and defines its distinctiveness within the context of the larger community of Lindsay and the City of Kawartha Lakes. As in other districts studied, Kent Street's character is a result of its historical evolution, both in terms of the resulting physical setting and the heritage values local residents and visitors have for that setting. If the Kent Street study area is to be

deemed worthy of designation as a Heritage Conservation District, then its components must first be described before their potential heritage value can be assessed.

The Request for Proposal issued by the City for this Study (Section 5.7) provides a standard list of elements within the study area that require description prior to assessment. They include the range of components found within the three major categories of cultural heritage resources outlined in the Provincial Policy Statement: built heritage resources; cultural heritage landscapes; and, areas of archaeological potential. Components within each of these categories that should be assessed are described in the Ontario Heritage Tool Kit within a volume prepared specifically for Heritage Conservation Districts (Step 5). The components required by the City were compiled into fields within an inventory template in a digital format. Each field was contained a drop-down menu of elements to be addressed in each property surveyed. Information entered into each of the fields created the inventory in digital form. Being on a digital platform enabled its use on portable computer tablets suited to field work.

The survey itself involved several team members going property by property entering information into each of the fields on the digital inventory forms. The pedestrian survey took place on the 16th, 17th, and 18th of October 2015, with additional work on the 24th of November 2015. The process entailed a visual appraisal of each individual property within the proposed boundaries of the study area. After each day of fieldwork, the data was uploaded to a cloud-based server and transferred to Archaeological Service's Geomatics Department where it was compiled, organized, and spatially interpreted. The final inventory information included completed survey forms for each property, including photographs of the property as seen from the street. Each property form was compiled into a pdf file and entered on an Excel spreadsheet so that the information was readily available in future. When transferred to a GIS platform for use by the City, the inventory formed part of a geodatabase with inventory information for each property within the study area.

Alongside the field survey was an historical analysis, the purpose of which was to identify historical associations for properties and for the study area as a whole. In the form of a thematic history (see Section 3, below), the review of the area's evolution focused on important periods within that

history in which significant changes were made which influenced the physical setting evident today. A thematic history assesses broad trends rather than specific events in order to describe these important periods. The historical research used a variety of sources. Primary amongst these are local histories, in this case including those compiled for the larger municipality as well as for Lindsay. Most useful were maps and photographs held in local collections. Early mapping from the mid-19th century showed the original subdivision plan. Fire insurance plans dating from the late 19th and early-mid-20th century provided a wealth of detail on the evolving built form and land uses within the study area. Photographs from these periods provided further detail, including indications of landscape treatments, but they were most useful in showing the character of the study area at various periods of its history. Postcard views, as well as those taken by amateur photographers, revealed local values for place through their choice of subject and view. Combining information from all of these sources brought the major periods of change into focus and began to identify the heritage values for the remaining buildings, landscapes and areas of archaeological potential.

3. The evolution of the study area



Kent Street looking east ca. 1900.
Credit: CKLA

The following summary history is based on primary and secondary sources and the consulting team's analysis of historical photography and mapping supplied by Heritage Victoria as well as the Olde Gaol Museum and the City of Kawartha Lakes archives (CKLA). The main secondary sources used were Kirkonnell (1967) and Lindsay Architectural Conservation Advisory Committee (1982). Interviews with local historians added further information.

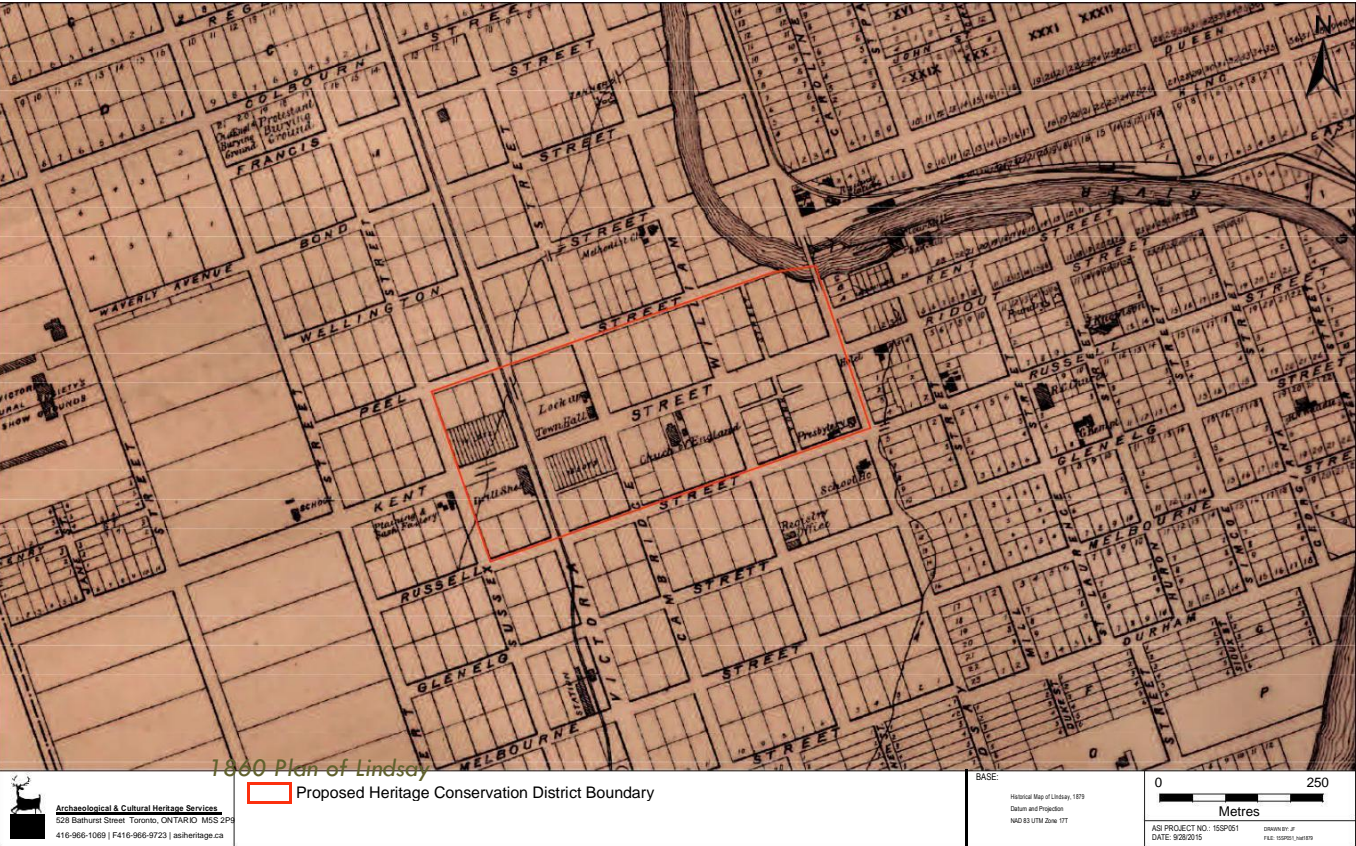
3.1 Beginnings (pre-contact-1850s)

Although the study area contains no known pre-contact archaeological sites, the Trent River system has a well-documented history of occupation by aboriginal groups from at least the 14th century. Huron-Wendat populations were being displaced by Iroquoian groups throughout the region by the late 16th century and, by the mid-17th century, the study area's region was occupied by the Cayuga. Agriculturalist settlements found along Rice Lake indicate typical occupation patterns of that period. Soon afterwards, however, Ojibwa began to displace the Five Nations Iroquois, often occupying the same sites as those established by the groups they replaced. Trade networks were established throughout the region using main waterways such as the Trent.

The arrival of Europeans began as early as 1615 with the visit to the Kawartha region by Samuel de Champlain, but attempts at permanent settlement by Europeans did not begin in earnest until the early 19th century. The Township of Ops was surveyed in 1825 and early settlers, mostly of Irish ancestry, arrived at this time, travelling along trails north from Cobourg to Peterborough and by water from there. Settlement in the Lindsay area began around that time.

The future town began further east from the study area, and was founded by Americans who came north as United Empire Loyalists. The Purdy family dammed the Trent and established a sawmill and grist mill in the late 1820s on a site not far upriver from the study area. Having thus fulfilled their obligations to the colonial government, they were then granted a 400 acre parcel of land in Lots 20 and 21 in the 6th concession, a property that soon became the basis for the new community of Purdy's Mills, established around 1830. It was soon afterwards that the Colonial administration planned the main townsite upon which present day Lindsay is based.

In 1834 a grid of streets and blocks was surveyed on what was then a cedar swamp. Early plans show that the layout used the marginally higher ground available south and west of the river, between two small creeks (the 1860 and 1879 maps still show a creek running under Kent and Victoria and another running along the foot of the escarpment just east of Lindsay Street). As in many other early Upper Canadian settlements, the colonial surveyors showed their fealty to the British Empire by naming the streets within the new townsite after prominent British royals and aristocrats, with royal names found on north-south streets, and aristocratic names on the east-west routes.

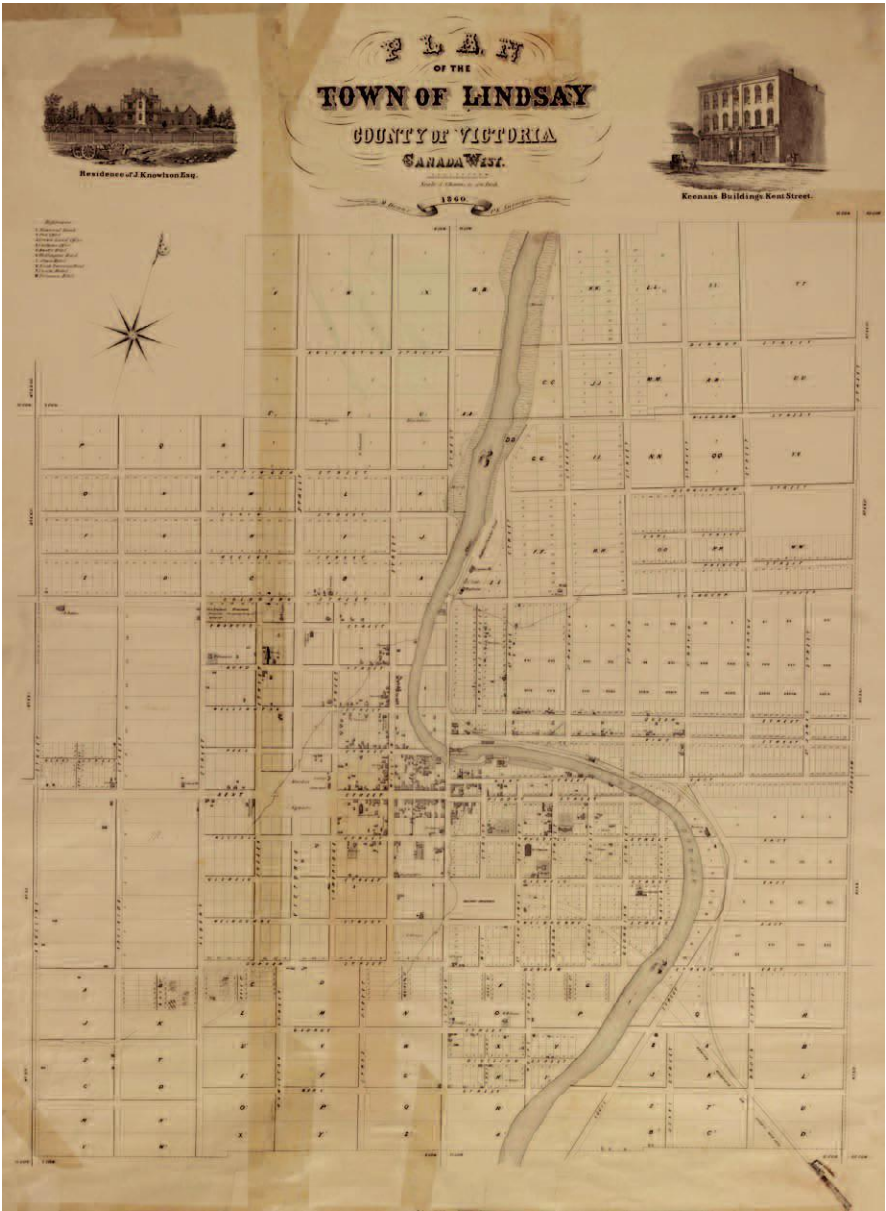


Townsite and Purdy Tract surveys 1879. Credit: CKLA

Bounded by what are now Lindsay, Colborne, Angeline and Durham Streets, this 400 acre parcel had some unusual features, as seen most clearly within the study area. First, the two main streets – Victoria Avenue and Kent Streets – were both laid out at one and a half times the standard 66 foot right-of-way width, presumably to highlight their importance but also to make maneuvering horses and carts that much easier. Second, the four quadrants of that intersection were set aside as “Queen’s Square”, with an implied designation as a formal and public set of spaces for a market and other municipal uses. Third, the Church of England was granted an acre of land on the south side of Kent Street, and the first church of that denomination was built facing onto the main street. Fourth, soon after the original survey and once development began in earnest, each of the three main blocks had a different configuration: square within Queen’s Square (from Sussex to Cambridge), rectangular from Cambridge to William, and an asymmetrical final block cut through with a minor north-south street (York).

Finally, the townsite survey does not link directly with that of the Purdy settlement immediately to the east; rather, it jogs so that Kent Street East is shifted slightly north along Lindsay Street. This appears to be the result of several factors: the different street grid used in the earlier Purdy Mills survey, where square blocks (with small lots) predominate; the need to accommodate the mill and related uses on the south bank of the river, and; the need to respond to the curving alignment of the river itself and to the drop in grade immediately east of Lindsay Street. In this case, the rectangular grid superimposed on the site’s varied topography had to be altered from its ideal pattern.

The study area’s main parameters were established early. Victoria Avenue was far enough west to take advantage of the northward bend of the river, thus avoiding the need for a bridge. The street and Queen’s Square anchored the west end of the new downtown with public uses such as the drill hall, town hall and jail. Lindsay Street, being the main north-south street crossing the river, anchored the east end. While Purdy’s Mills was already a growing hamlet, clearing for development within the study area began in earnest in 1840 and proceeded quickly. Flanking Kent Street were the main commercial properties, beyond which were soon to be found small industries, rear storage and stables, and residences.



1860 Plan of Lindsay. Credit: CKLA

Lindsay was incorporated as a town in 1857, combining the official town site and the Purdy tract, and establishing itself as an important place. By that time it had a combined population of just over one thousand. It was the county seat and the northern terminus of the new railway from Port Hope (later the Midland Railway). It had industries, shops and housing, as well as an institutional framework of churches, schools and municipal buildings. Within the study area, the new town hall was completed in 1864 and a wing added a year later. The 1860 plan of Lindsay shows the town hall and jail on the east side of the market square within which is also the outline of the drill hall. The northern and southern halves of each quadrant of the former Queen's Square have already been subdivided into three large, rectangular lots. While the western end of the study area appears otherwise undeveloped in this plan, the blocks further east show an increasing density of development, concentrated east of the Church of England and most of it built facing Kent Street. This pattern makes sense because the centre of commercial and residential activity was in the Purdy tract and around the mill sites. The first commercial development in the downtown was a tavern established on what is now the site of the Academy Theatre and future growth spread west and south from there.



North side of Kent Street west of Cambridge street 1860s. Credit: CKLA

One aspect of this development distinguishes it from the pattern found outside the downtown. The standard downtown lot size within each block is large when compared to those in the primarily residential blocks further east in the Purdy tract. At least in this early plan, no rear lanes are shown, and the only access within a block is that of York Street, running north-south between William and Lindsay. Rear lanes and pedestrian walkways, both formal and informal, did not develop until later in the nineteenth century, when most of the lots within the study area contained at least some development.

3.2 Fire and Recovery (1860s-WWI)

The focus of growth was now in the official townsite, west of Lindsay Street, where the large lots and broad streets offered better opportunities for commercial construction and expansion, and had room to include ancillary residential, institutional and industrial uses. But there may also have been a subtle cultural shift westward, given that the Purdy tract developed into a largely working class, and predominantly Catholic, area, while the official town site had a predominance of more substantial homes and Protestant churches. Also, as was the case in many communities that developed following the Industrial Revolution, the more desirable residential areas were those located away from the main sources of employment, and upwind from noisome factories, mills, railyards, creameries and livery stables.

Wind played a major role in the devastating fire that swept through the main part of the downtown core in July, 1861. Beginning just south and east of Kent Street, the fire quickly spread northwest, consuming the frame buildings on both sides of that street over to William Street. Within short order four hotels, two mills, the post office, and 83 other buildings were lost, affecting 400 people (almost a quarter of the town population). The property owners rebuilt quickly, however, this time using brick construction instead of wood frame, and created the almost uniform 3 storey commercial blocks that remain essentially unchanged today. It was as a result of the fire that the design vocabulary and pattern of urban form along Kent Street was established.



Aerial view of Lindsay 1875. Credit: CKLA

The speed with which this rebuilding took place, and the extent of development in the decades following the fire, is evident in the aerial view from 1875. Here there are no signs of the fire; instead, the centre of town is densely packed with substantial buildings that support a wide range of commercial, industrial and residential uses. Most of the development is concentrated within the area rebuilt after the fire, but there is a continuous commercial frontage along the north side of Kent from Lindsay to Cambridge. Across Kent development is seamless as far as William but the next block has fewer substantial commercial blocks and several house-form buildings, with the Church of England in the centre. Over to Victoria development is even more sparse, with Kent's north side having only the town hall and a few small buildings on the block east of Cambridge and a row of single storey, gable roofed buildings lining the south side. The final blocks west to Sussex have a small row of structures on the north side of Kent and open space behind, while the Drill Hall is almost the only structure on the south block. Part of the reason for this development pattern in the eastern part of Queen's Square is the lingering presence of the creek that ran diagonally across the southwest corner and the still-undeveloped wetlands in what is now Victoria Park.



View north from Kent Street towards courthouse, showing backyards ca. 1870s. Credit: CKLA

What is also evident in the 1875 view is the intermixing of land uses in very tight quarters. Churches are next to shops, the town hall is next to small factories, and every rear yard is occupied by outbuildings of all kinds that support the main land uses. The riverside properties contain a variety of heavier industries, such as flour mills and (meat)packing houses, but there are also smaller industries interspersed along side streets and in rear lots. And not far away, in the streets immediately outside the downtown core, the development pattern quickly changes to that of small houses on large residential lots, an indication of the need for space around housing for gardens, barns and other outbuildings that helped sustain its occupants.

Urban tree planting and improvements to the public realm were only beginning to be established and would only become more prominent when the community became more established. But some improvements did get made around this time. Aside from the few street trees evident in the 1875 view, the 1879 map shows what is now Victoria Park occupied by a large building labelled “Victoria Skating Rink”. The town hall has generous grounds around it, designed in the formal fashion illustrated in the drawing in the bottom corner of the 1875 aerial. With its religious, municipal and military buildings, the study area was becoming more than simply a place for business: it was becoming the civic heart of the growing community.



View west along Kent with Town Hall on right and the cold storage building, dairy and Sylvester factory on the left.

Credit: CKLA

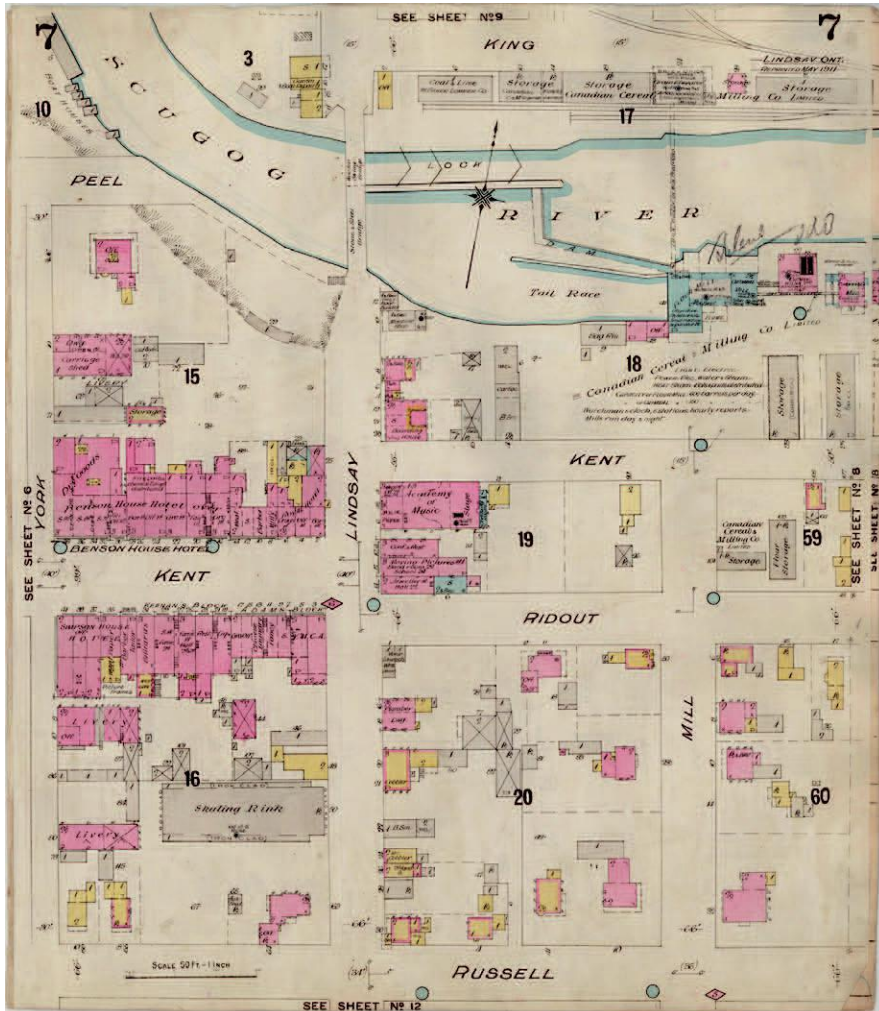
The downtown was also being connected more directly to the outside world than it had been with its river and road access. As part of the recovery from the fire, railways brought in the outside world and, in doing so, became an increasingly important part of the town's economy and society (at their peak employing as many as 350 people). They had a direct impact on the study area when the Victoria Railway acquired a right-of-way through the downtown in the late 1870s, utilizing the broad width of Victoria Avenue as its route. This rail link became part of a network of railways fanning out from Lindsay so that, by the end of the 19th century, Lindsay had become the operational hub of various early railways that were eventually consolidated to become part of the Canadian National Railway.



1889 fire insurance plan
(updated 1911). Credit: CKLA



1889 fire insurance plan
(updated 1911). Credit: CKLA



1889 fire insurance plan
(updated 1911). Credit: CKLA

By the late 1880s, the influence of the railway and the growing importance of Lindsay as the governmental and commercial hub of the region were both evident in the built form. The 1889 fire insurance plan shows that the properties flanking the Victoria Avenue railway route have become heavily industrialized. Aside from the new park and, to the east, the new library, town hall and fire hall on the south half of the northwest quadrant, the former Queen's Square now has the Sylvester implement works factory on the southwest quadrant and the Flavelle creamery under construction across the street (the cold storage building next door was complete in 1917). Further north, behind the town hall, is a carriage factory and marble works. And just north of the study area, on the northwest corner of Peel Street and Victoria Avenue, is the large Victoria Mills factory complex. Railways also fostered commercial and recreational travel, hence the profusion of hotels along the rest of Kent Street and around the corners of William and Lindsay Streets.

Another aspect of the downtown that established the town's character and set Lindsay apart from other Ontario towns of the time was the expanded presence of the military. The early town plan showed a drill hall in the southwest quadrant of Queen's Square, a structure that appears to have survived into the early 20th century. There had been an active militia in Lindsay from the early days, involved in local skirmishes as well as more far-flung conflicts such as the NorthWest Rebellion and the Boer War. However, it was not until just before WWI that Lindsay gained its Armoury and became the centre of military activity in the region. The driving force for this was local MP Sir Sam Hughes, Minister of Militia in the federal government from 1911 to 1916, and the person responsible for a program of armoury construction across Canada. From its base in Lindsay, the militia of Victoria County contributed to subsequent global conflicts in WWI, WWII and Korea. Military parades down Kent Street were a feature of these years.

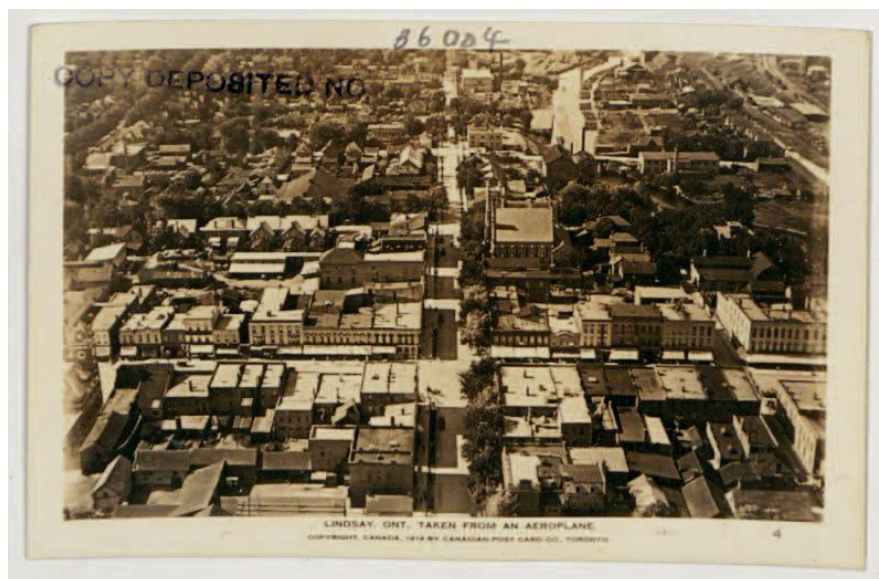


Also evident in the 1889 plan (updated to 1911) are indications of the broadening of cultural and social life in Lindsay. While the plan of the block east of Cambridge shows that Church of England has left for a bigger site further south, to be replaced by the post office (built in 1888), there is now a Foresters' Club hall above the shops on the Cambridge Street corner, a newspaper office north on William, and bowling alleys and a business college on the south side of Kent. East of William the block now has a YMCA at the Lindsay corner, a new skating rink south of that and, across the street, the new Academy of Music (with a piano showroom on the corner) and a building containing a band room, school and "moving pictures". Clearly Lindsay was acquiring many aspects of urban life also found in much larger centres.

Local military band posed in front of Armoury and Victoria Park ca. WWI
Credit: CKLA

Part of this urbanizing trend was the series of civic improvements made in the late 19th and early 20th century. The Town installed a municipal water supply in 1892 and completed the sewage system by the end of the century. Streets were paved by the end of WWI. Electric streetlights were in place by 1900. Tree planting began in the early 1880s with provincial and municipal funding and included street trees along the side streets within the study area. Victoria Park was created on the south half of the northwest quadrant of Queen's Square in 1901, and expanded when the owner of the carriage works, Mr. Sylvester, whose house stood opposite the block on Peel Street, sold the north half of the block to the Town in 1907. The rest of the northwest block was purchased by the Town five years later and the next year it constructed the Lindsay Armoury on the southwest corner. Meanwhile, the Town Hall property was rehabilitated with a new fire hall (1901) to the north and a new public library (1904) to the west, replacing the former registry office.

Aerial view of downtown Lindsay
in 1919 showing Kent Street from
the Armoury to Lindsay Street.
Credit: CKLA





Aerial view of downtown Lindsay in 1919 showing Kent Street at Lindsay Street looking north to the Canal.

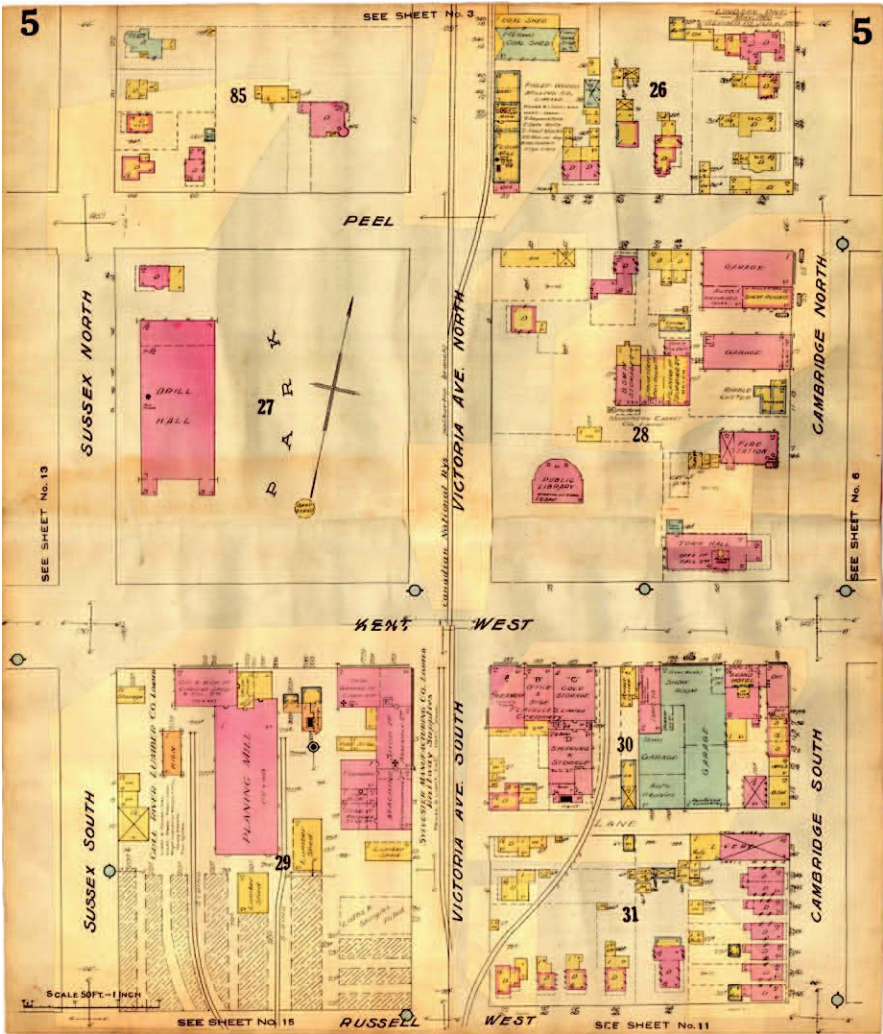
Credit: CKLA

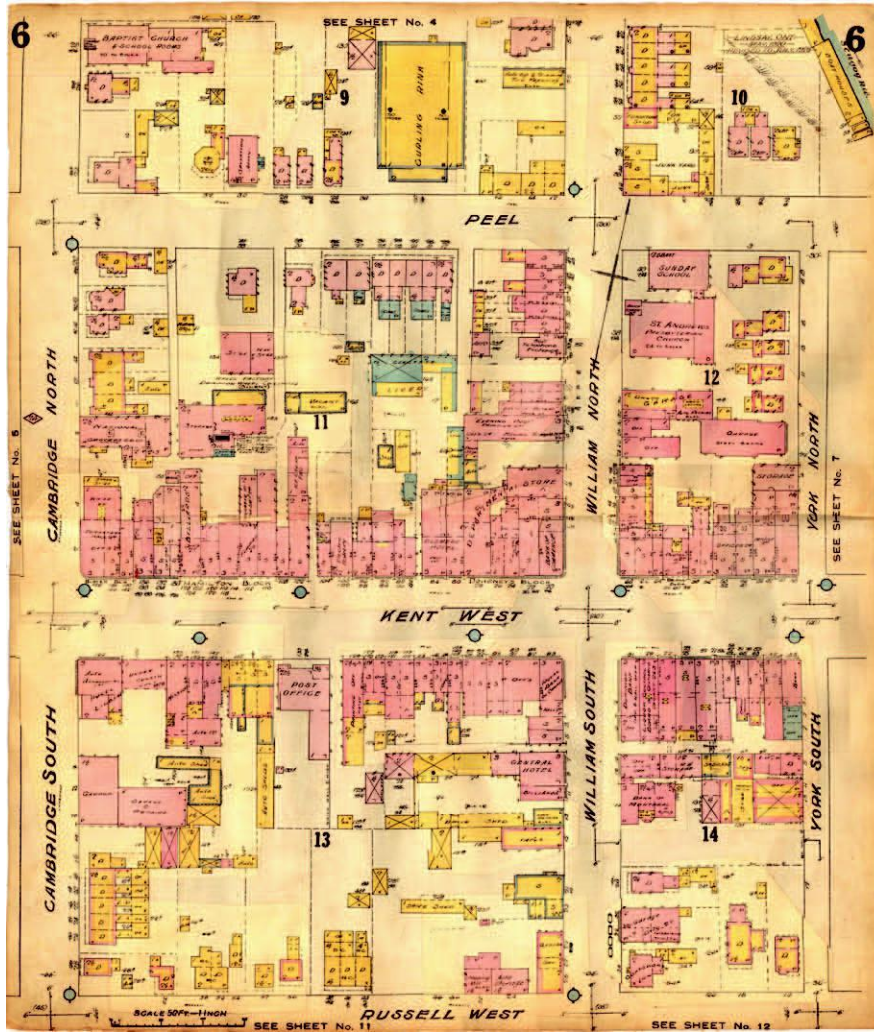
3.3 Stability and Change (1920s-1950s)

The pace of development in the downtown slowed during WWI but revived in the 1920s. The 1920 fire insurance plan (revised in 1928) shows the downtown on the cusp of the automobile age. The railway still dominates the west end of the study area, with a new spur line serving the enlarged creamery operation at the southeast corner of Victoria Avenue and Kent Street. But immediately east of that, in concrete block and poured concrete (the new types of building materials) is a large automobile showroom and garage. Livery stables in rear lots now have automobile parking inside parts of the structure. On the east side of Cambridge Street is an “auto accessories” shop on the corner, behind which are service garages and “auto sheds”.

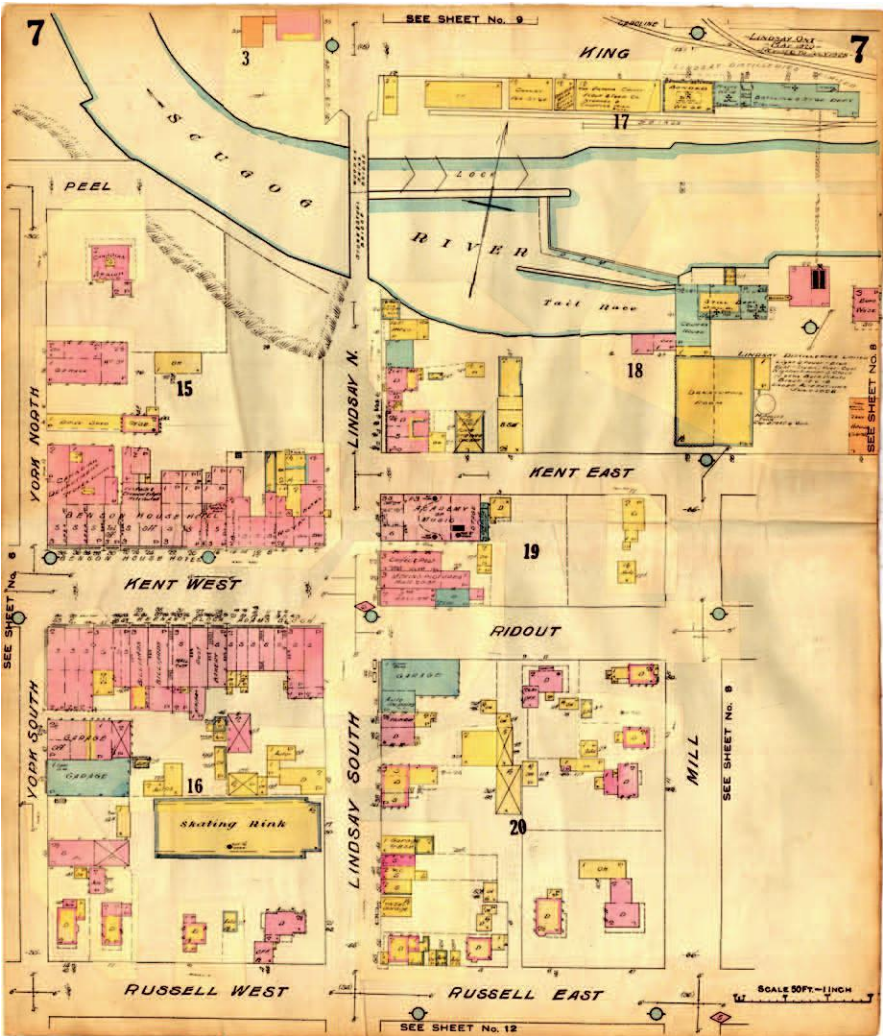
There is a similar pattern in the adjacent blocks to the east, north and south of Kent, where livery stables and drive sheds are beginning to be replaced by automobile-related sales, repair and storage buildings. And there are other important indications of shifting social and economic trends. There is a telephone exchange north of the newspaper offices, large grocery and department stores on sites just north on Cambridge and William Streets and, perhaps most striking of all, a distillery instead of a mill on the riverbank just north and west of the study area (this was during Prohibition in the USA).

1928 Fire Insurance Plan.
Credit: CKLA





1928 Fire Insurance Plan.
Credit: CKLA



1928 Fire Insurance Plan.
Credit: CKLA

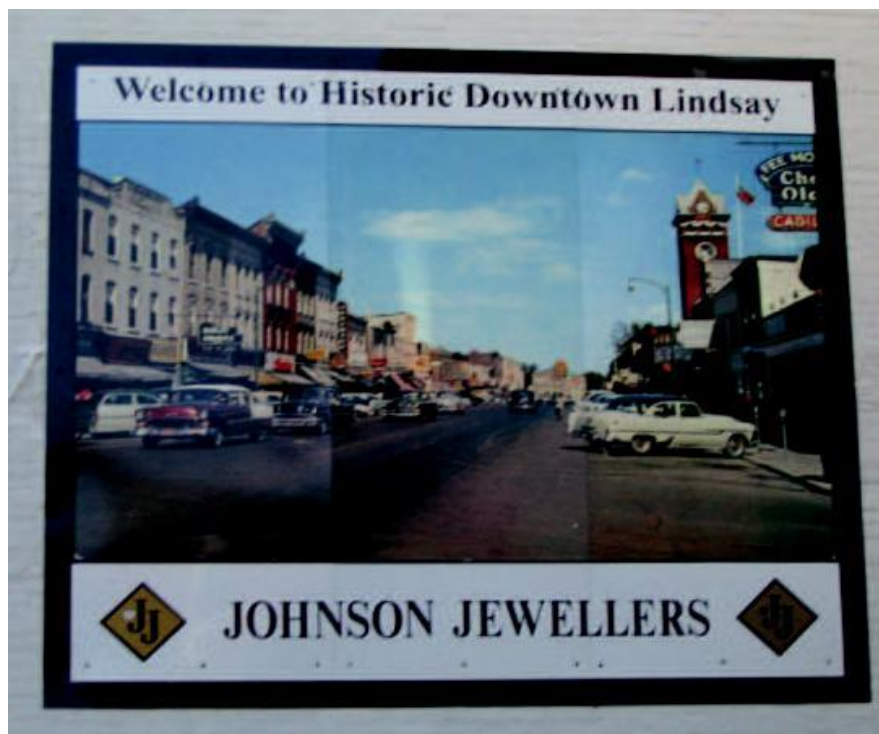
The 1930s and the war years that followed curtailed growth in the downtown but activity resumed following World War Two. The 1949 fire insurance plan of the study area shows the extent to which automobiles, and the more urban and mobile lifestyle they supported, have altered the physical fabric of the downtown. The former implement works has now been largely replaced by a variety of smaller industrial and commercial enterprises occupying portions of the former factory. The Lindsay Creamery still has a large garage and auto show room next door (Fee Motors), and there is a bus terminal south on Cambridge. Further east, the jumble of livery stables, and drive sheds, even those converted to garages, has largely been removed and replaced with surface parking. The arena on Russell

Street has been rebuilt after the 1945 fire. Service stations and garages now line Lindsay Street south of Kent (the Catholic school was replaced by a gas station in 1954). However, a few aspects of the past linger on: a cattle pen behind the town hall; a wagon shed behind the creamery, and; a series of hotels along both sides of Kent Street.

3.4. Development and Stasis (1960s-present)

These physical remnants of the times when downtown Lindsay had close economic ties to its immediate region were gradually removed in the decades to follow, although Lindsay continued to play an important role as a regional hub. Perhaps the most obvious changes were the removal of the railway from Victoria Avenue (completed in the 1980s) and a series of demolitions, beginning in the early 1960s and continuing into the next century. The departure of the railway was only one signal of the nationwide shift in transportation modes from rail to road. With the railway gone, Victoria Avenue reverted to a wide thoroughfare and the former railbed became a landscaped centre median. But the end of the railway also signaled the end of industry in the downtown. High-paying jobs in the GM plant in Oshawa attracted many away from the area as local farms consolidated and local industries withered from national and international competition. The creamery (later Silverwoods Dairy) and cold storage building were replaced by an office and retail complex and a strip mall replaced the former factory buildings across the street. No industry remained in the block north of the Town Hall, nor in the blocks further east.

And the houses on the perimeter of the blocks flanking Kent Street were being converted to commercial use, so that few residential units remained. The downtown streetscape that had remained largely intact since the late 19th century now saw changes that had a major impact on its appearance.



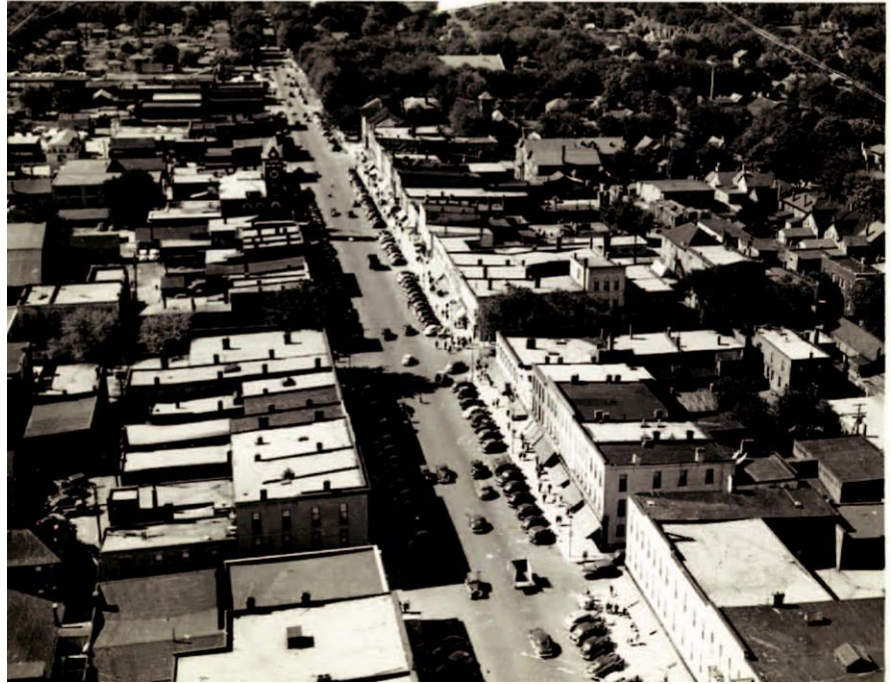
Kent Street looking north ca. 1960s

Further erosion of economic ties to the surrounding region accelerated in the 1960s, aided by major shifts in the operations of banks, stores and public agencies, all of which affected the physical setting. In the 1960s and early 1970s, all of the major national banks demolished their corner properties and built new, incongruous Modernist structures: so too did the Bank of Montreal on William Street South. The sale of the Victoria & Grey Trust to the Bank of Nova Scotia not only resulted in the diminution of a key local business and pillar of the community, it also coincided with the emergence of national chain stores and franchise operations, to the detriment of locally owned businesses. Auto-focused businesses such as strip malls and gas stations proliferated around the edges of downtown. All of these trends reflected an increasing need for more parking, hence the ongoing demolition of rear outbuildings and their replacement by surface parking lots. Demolitions here often removed the few remaining houses and stables that had formerly flanked the lateral and boundary streets in the study area. Overall, the downtown became more commercial, more open on its fringes, and more dominated by cars while also becoming less controlled by locally-owned enterprises.

One of the most jarring was the demolition of the federal post office in the early 1960s. Since its construction in the 1880s it had been a landmark on Kent Street, occupying the former site of the Church of England in the centre of the downtown. Its image appears in almost every photograph of the downtown from the late 19th to the mid-20th century. Its architectural quality was exemplary, its clock tower was visible up and down the street, and its function brought people together every day, from within town and from the surrounding rural areas. Its loss was thus not only an aesthetic one; it also removed an essential social element from the downtown core (the replacement post office is located outside the downtown core, to the south).

Institutional uses stabilized and expanded, however. The library, town hall, police and fire stations all gained major additions, as did the Presbyterian Church. The Legion continued to enlarge its converted mansion overlooking the river and the Academy Theatre got a new lease on life through the efforts of local citizens. The armoury was renovated, a market established on the Victoria Avenue right-of-way and the riverside enhanced with a linear walkway and park system. Kent Street gained new sidewalks, street furniture and lighting. But some demolitions continued into the new century: Claxton's department store replaced by a pharmacy, and the old hotel on William Street South lost to a fire.

Also evident from looking at historic photos is a progressive loss of urban detail. Street trees and floral planters disappear from side streets. The continuous shelter of roll-out canvas awnings, with their decorative colours and signage, is gone. So are the signs, some overhanging the sidewalk, some emblazoned on the fronts or sides of buildings. The jaunty finials and urns, flagpoles and parapets adorning rooftops are trimmed off. And aside from the loss of visual detail, there has been a loss of richness for the other senses too. The complex warren of small outbuildings arrayed behind the main street buildings no longer exist. To a person walking through them at the time, they would have given a sense of compression and enclosure that would then be released by emerging out into the very wide main street flanked by two and three storey buildings. The many and various sounds (and smells!) emanating from livery stables, factories, creameries have been replaced by the sounds and smells of vehicles. In general, the intensely urban experience formerly possible along and next to Kent Street has been diminished since the mid-20th century.



Kent Street looking west from Lindsay Street ca. 1930s. Credit: CKLA

Today, the study area still contains much along Kent Street that has remained evident since the early 20th century, but to the rear, the urban pattern has almost completely changed. Thanks to its wide main street, downtown Lindsay has accommodated on-street parking without adversely impacting the streetscape, but parking demand has removed buildings behind. Upper storey facades have few alterations but have lost architectural details while the ground floor shopfronts have almost entirely changed, including signage and lighting. New infill development within the study area has been generally of a lower scale (1-2 storeys) instead of predominant 2-3 storeys and less detailed than 19th and early 20th century buildings. Overall, the detail and variety evident in historical photographs is missing.

That said, the three storey massing remains dominant along Kent Street, and the view east still terminates in the historic buildings along Lindsay Street. The Town Hall, Armoury, fire station and library still dominate as public buildings on the main street, and Victoria Park and the Market Square still provide a natural contrast to the dominant built setting and are an evolution of early Queen's Square. As a result, and with the exception of the former church/post office site, the key components of the original townsite plan are still evident.

Also present is the continuing role that Kent Street plays in local life. From the early days of its development, Lindsay's main street has been an essential part of the community's sense of place and identity. It is still the primary processional route and, despite competition from commercial development on the town's outskirts, it remains an important shopping district. More important, it remains the social and cultural centre of town, home of the key theatres and places of entertainment. The military history of Lindsay and area is still represented in the physical form of the armoury and the cenotaph. And the core institutions of municipal government, law, order and safety are concentrated here also. In essence, Kent Street and its immediate environs encapsulate the essential elements of Lindsay's history.



Parade on Kent Street ca. 1890s.

Credit: CKLA

3.5 Thematic Framework

These observations can be placed within an interpretive framework of themes and sub-themes that can form the basis for a cultural tourism development strategy, providing the stories that portray the study area, and downtown Lindsay, in ways that reflect local people's perceptions as well as those of visitors.

The themes, and their associated sub-themes, can be summarized as follows:

- Early days
 - Purdy tract
 - Townsite survey
 - First phases of development
- The great fire
 - Rebuilding
 - Mixed uses, packed together
 - Parks and street trees
 - Growing military presence
- Railways and industry
 - Railway tracks on a main street
 - Factories downtown
- Kent Street's apotheosis
 - Parade route
 - Commercial, institutional, social and cultural hub
 - Architectural expressions of civic pride
- Influence of the automobile
 - Livery stables to parking lots
 - Shifting local economy
- Change and Renewal
 - Losses and gains

In summary, the arc of history has come almost full circle with the renewed pride in downtown Lindsay and current efforts to revitalize the main street. With many of the key elements of the physical setting still intact, and the main institutions still present, the framework for revitalization is there. Telling the stories of the downtown's history can guide these efforts.

4. Planning, Administrative and Funding Context



4.1 Introduction to Heritage Planning Policy

A heritage planning policy and process review is a critical part of a Heritage Conservation District Study. This information helps to identify the existing processes and policies; to identify any strengths or deficiencies of those policies and process; and helps to determine if the existing framework can support designation of a HCD. Second, this review considers how the local policy context has shaped the Study Area and identifies and illustrates any distinct planning patterns.

It is also important to recognize that over the last twenty years, there have been some significant changes in how cultural heritage resources are considered and/ or addressed. Emerging out of the Nara Document on Authenticity (1994), there was a growing recognition that many taken for granted concepts that informed heritage conservation practice (such as authenticity and integrity) needed to be understood as dynamic and context specific terms. The traditional focus on architecture has been questioned by research on cultural landscapes, intangible heritage, and the concepts of community value and identity. Works exemplifying these trends include: the Getty Institute's research project on the Values of Heritage (1998–2005), the adoption of the 1999 Burra Charter (revised 2013); and the growing recognition of the importance of integrated and holistic models of heritage

management such as Parks Canada's CRM Policy and the Cultural Heritage Integrated Management Plan (CHIMP) developed by HerO (Heritage as Opportunity). Today, it is understood that cultural heritage resources are a critical aspect of community identity and sense of place, and contribute to sustainable, resilient, and healthy communities.

Within Ontario, cultural heritage conservation is a matter of Provincial interest. This status is reflected not only by its inclusion in Section 2 of the *Planning Act*, but also through the inclusion of cultural heritage requirements in other Provincial legislation and policies including (but not limited to) the *Provincial Policy Statement* (2014), the *Ontario Heritage Act*, the *Funeral, Burial and Cremation Services Act*, and the *Environmental Assessment Act*. Since 2002, there have also been a number of changes in Provincial legislation to reinforce the values-based approach to heritage conservation, including 2002 changes to the *Government Efficiency Act*, and 2005 changes to the *Ontario Heritage Act*. The purpose of this change was to shift from the traditional architecture-based models of many heritage programs, and embrace a more holistic definition of cultural heritage.

The period has also seen a growing litigiousness associated with heritage conservation. Conservation Review Board (CRB) hearings have become more charged, and more cultural heritage issues can be appealed to the Ontario Municipal Board (OMB). There is a need to ensure that evidence presented in support of cultural heritage identification and protection meets applicable tests of rigour and content. While the Supreme Court of Canada and several lower courts have repeatedly reaffirmed the right of municipalities to protect cultural heritage resources (see *St. Peter's Evangelical Lutheran Church v. Ottawa*, [1982] 2 S.C.R. 616, File No.: 16445; *Toronto College Street Centre Ltd v. Toronto (City)* 1986 (Court of Appeal for Ontario); *Tremblay v. Lakeshore*, 2003 (Divisional Court for Ontario)), municipalities have to ensure that their own processes are fair and transparent. For example, an OMB case in Toronto (*Ontario Municipal Board O.M.B. File No. PL081065 (M. C. Denhez)*) highlighted the importance of consistent definitions. While all OMB cases are technically *de novo*, these cases must interpret the law consistently and in this case the member's comments are relevant.

Don't "conservation, protection and preservation" all mean the same hands-off, frozen-in time approach – akin to "conservation of nature", or even "conservation of food" (what the Applicant's Counsel called "Saran-wrap" and "pickling in formaldehyde")?

No. The Board already advised the Parties, in its PHC Decision of June 18, 2009 that distinctions were to be inferred between “conservation, protection and preservation”... If those three words were intended to be synonymous, there would be no need for all three to be in the Act. As a general rule, different words are presumed to have different meanings.

This finding was subsequently upheld in a judicial appeal.

Under the *Ontario Heritage Act*, a municipality has the authority for Heritage Conservation District designation pursuant to Section 41, Part V of the *Ontario Heritage Act*. Owners' consent is not required to create a heritage conservation district and there is no requirement for a specific level of community support; still, it is nonetheless good practice to actively engage with the community during the process. It should be noted, however, the *Ontario Heritage Act* is only one tool for heritage conservation, and there is a growing recognition reinforced by findings from various Provincial boards (OMB, CRB) that *Ontario Heritage Act* designation cannot be used to regulate use. Attached as Appendix A is a table illustrating some of the possible tools that can be used for cultural heritage conservation drawing upon different sections of provincial legislation and policy.

4.2 Federal and Provincial Policy Context

The following provides a brief overview of the key applicable Provincial legislation and policies as they apply to heritage conservation districts. It also addresses Parks Canada's management of lands adjacent to the Study Area. It should be noted that the below does not cover all possible legislation with cultural heritage provisions.

Parks Canada

The Trent-Severn Waterway, which is immediately adjacent to the Study Area, was designated a National Historic Site of Canada in 1929. This is in addition to serving as an active canal system. Parks Canada has specific policy and process requirements for the conservation of cultural heritage resources including its *Guiding Principles and Operational Policies*, *Cultural Resource Management Policy*, and *Guidelines for the Management of Archaeological Resources*. It also has developed a *Management Plan* for the National Historic Site. As part of its management of canal as an active

waterway, it has also developed Policies for *In-water and Shoreline Work and Related Activities* (2007). In addition, the waterway underwent a review overseen by the Panel on the Future of the Trent-Severn Waterway (TSW). On April 28, 2008, the Panel submitted a report to the Minister of the Environment outlining 26 recommendations for the future of the Waterway. Parks Canada was directed to take a leadership role in working with all stakeholders to implement the substantive recommendations of the panel to fruition; as of 2015, the process was still ongoing. Being under federal jurisdiction, the municipality has no control over Parks Canada decisions, but being a National Historic Site of Canada, the municipality must ensure that the identified heritage attributes of the site are conserved.

The Municipal Act

The Municipal Act authorizes municipalities to pass by-laws, including by-laws relating to cultural heritage (Section 11 (3) 5.). This is with the understanding that any by-law passed by the municipality cannot be used to frustrate the purpose of any other Act or approval process. As Section 14 (2) states:

14. (1) A by-law is without effect to the extent of any conflict with,
- (a) a provincial or federal Act or a regulation made under such an Act; or
 - (b) an instrument of a legislative nature, including an order, licence or approval, made or issued under a provincial or federal Act or regulation. 2001, c. 25, s. 14.

This is a key policy for the development of Heritage Conservation District Studies and Plans. In essence, it reinforces the importance of ensuring that the focus of a heritage conservation district process is the conservation of cultural heritage values and heritage attributes rather than other matters addressed by other legislation and processes. Put another way, a heritage conservation district process cannot be used to address matters best left to other legislation, such as *Planning Act* or Environmental Assessment processes. It cannot legislate land use and should not be used as a way to oppose land use planning decisions.

The *Municipal Act* also enables a municipality to establish a program to provide tax incentives for an eligible heritage property (Section 365.2 (1)). This is an important enabling tool for municipalities to develop incentives as part of an overall heritage conservation program. The specifics on developing such as program can be reviewed as part of the Ministry of Tourism, Culture, and Sport publication Heritage Property Tax relief, which is available at: <http://www.mtc.gov.on.ca/en/publications/taxguide-e.pdf>

Ontario Heritage Act

One of the key pieces of legislation for heritage conservation in Ontario is the *Ontario Heritage Act*. The Act addresses a variety of different cultural heritage resources, including individual properties, heritage conservation districts, and archaeological resources. It also identifies appeal processes and provisions for enforcement. It provides a variety of tools for the protection of cultural heritage resources, including the following:

- Heritage easements on the property through the Ontario Heritage Trust under Part II Section 10 of the *Ontario Heritage Act*
- Listing a property on a municipal heritage register under Part IV Section 27 of the *Ontario Heritage Act*
- Designation of an individual property under Part IV Section 29 of the *Ontario Heritage Act* by Municipal Council
- Designation of an individual property under Part IV Section 34.5 of the *Ontario Heritage Act* by the Minister of Tourism, Culture and Sport
- Municipal or third party easement on a property under Part IV Section 37 of the *Ontario Heritage Act*
- Designation of a HCD under Part V of the *Ontario Heritage Act*
- Designation of a property for archaeological significance under Part VI Section 52 of the *Ontario Heritage Act* by the Minister of Tourism, Culture and Sport.

Its regulations provide the clarity on what constitutes local and Provincial criteria for designation, what constitutes an archaeological site, archaeological licensing, what properties fall under Provincial jurisdiction, what properties are Provincial historic sites, and grants for museums and historical societies.

HCDs are designated under Part V of the *Ontario Heritage Act*. This section of the *Ontario Heritage Act* states what steps must be taken, and outlines the basic information required for both a HCD Study and Plan. For example, a HCD Study must:

- Examine the character and appearance of the area that is the subject of the study, including buildings, structures and other property features of the area, to determine if the area should be conserved as a HCD;
- Examine and make recommendations as to the geographic boundaries of the Study Area;

- Consider and make recommendations as to the objectives of the designation and the content of the HCD Plan required under Section 41 (1) of the *Ontario Heritage Act*; and,
- Make recommendations as to any changes that will be required to the official plan and to any municipal bylaws, including any zoning bylaws (Section 40 (1) (2) of the *Ontario Heritage Act*).

There are no prescribed Provincial criteria in the evaluation of a potential HCD, nor is there any requirement for a minimum level of community support.

Provided that a municipality has the necessary enabling provisions within its Official Plan, it may designate by by-law the area defined as a HCD and adopt a HCD Plan to guide its change management. The *Ontario Heritage Act* requires a HCD Plan to include:

- A statement of objectives to be achieved in designating the area as a HCD;
- A statement explaining the cultural heritage value or interest of the HCD;
- A description of the heritage attributes of the HCD and of properties in the HCD;
- Policy statements, guidelines and procedures for achieving the stated objectives and managing change in the HCD; and,
- A description of alterations or classes of alterations that are minor in nature and that the owner of a property in the HCD may carry out or permit to be carried out on any part of the property, other than the interior of any structure or building on the property, without obtaining municipal consent (*Ontario Heritage Act* Section 41.1(5)).

As part of the implementation of a plan, although not required, often additional OP, Zoning, and policy changes are recommended.

The requirement of statutory public meetings must also be satisfied before a HCD may be designated (*Ontario Heritage Act*, Section 41.1(6)). An objection to the designation of a HCD may be appealed to the Ontario Municipal Board within 30 days of notice of intention to designate served to property owners and published in a local newspaper (*Ontario Heritage Act* Section 41(4)). The final decision of the Ontario Municipal Board is binding.

A property that is individually designated (pursuant to Part IV, Section 29 of the *Ontario Heritage Act*) may be included within a HCD. The policies of the HCD Plan would prevail with respect to alterations or interventions on the exterior of the property; interior alterations or interventions, if applicable, would remain under the authority of the individual designation. Additionally, in the event of a conflict between the HCD Plan and another municipal by-law that affects the HCD, the HCD Plan shall prevail to the extent of the conflict (*Ontario Heritage Act* Section 41.2(2)).

No owner of property located within a HCD may alter, without obtaining the applicable permission of the designating municipality, or permit to the alteration, of any part of the property (with the exception of the interior of any structure or building on the property), or erect, demolish or remove any building or structure on the property or permit the erection, demolition or removal of such a building or structure (*Ontario Heritage Act* Section 41(1)). The decision of the Council of a municipality or its delegate regarding a Heritage Alteration Permit application must be received within 90 days; Council may consent to the application, consent with conditions, or refuse the application (*Ontario Heritage Act* Section 42(4)). Property owners have the ability to object to or appeal the refusal or the terms and conditions of a Heritage Alteration Permit. Property owners with property designated pursuant to Part V, Section 41 of the *Ontario Heritage Act* may appeal the refusal to the Ontario Municipal Board.

If a municipality has established a municipal heritage committee, there are specific requirements concerning such a committee's role in the study and management of a potential heritage conservation district. Under the *Ontario Heritage Act*, a municipality may establish a Municipal Heritage Committee to advise and assist the Council on matters relating to the *Ontario Heritage Act* and other such heritage matters as the Council may specify in a by-law or Terms of Reference for the Municipal Heritage Committee (*Ontario Heritage Act* Section 28). A Municipal Heritage Committee may be consulted as part of the application review process in heritage conservation district, although the Act only requires consultation on demolitions and removals. Still, the review of applications on properties designated under Part V may be permissible if included specifically on a municipality's municipal heritage committee Terms of Reference (TOR).

It is important to note that HCD designations under Part V of the *Ontario Heritage Act* require the adoption by by-law of the Council of a municipality supported by clear policy direction in a Municipality's Official Plan. The *Ontario Heritage Act* states in Section 39.1.1 (1) that the policies of Part V of the *Ontario Heritage Act* do not apply to properties owned or occupied (with right of alteration) by the Provincial Crown or a Prescribed Public Body.

6.1.1 It is also noted the *Ontario Heritage Act* in Section 39.2.1 (2) states the following:

(2) If a property described in clause 25.2 (2) (b) is included in a heritage conservation study area designated under section 40.1 or in a heritage conservation district designated under section 41, and if there is a conflict between a provision of the heritage standards and guidelines prepared under Part III.1 and a provision in Part V as they apply to that property, the provision in Part V prevails. 2005, c. 6. s. 28.

These contradictory provisions raise key questions concerning the inclusion of properties under the jurisdiction of other levels of government. To this end, in the absence of clear direction, federal and Provincial properties should be considered as being excluded from any HCD, and were possible, excluded from any District boundary mapping.

The Planning Act

The *Planning Act* is the enabling document for municipal and Provincial land use planning and is the authority (Section 3.1) for the Provincial Policy Statement (PPS). The *Planning Act*, combined with the PPS, also provides policy direction on matters of Provincial Interest. The *Planning Act* identifies matters of Provincial interest as including "the conservation of features of significant architectural, cultural, historical, archaeological or scientific interest"

(*Planning Act* Part I [2, d]). The adoption of a Community Improvement Area under Section 28 has been used by some municipalities to help conserve its cultural heritage resources. The *Planning Act* also addresses archaeological resources in Section 34 (1) 3.3 where it authorizes municipalities to pass by-laws that prohibit the use of land and the erecting, locating or using of any class or classes of buildings or structures on land that is the site of a significant archaeological resource; in addition to archaeology, this provision has been used as part of a planning justification in some municipalities to protect a broader range of cultural heritage resources.

Under Section 36, the council of a local municipality may, by the use of the holding symbol “H” (or “h”), specify the use to which lands, buildings or structures may be put at such time in the future as the holding symbol is removed by amendment to the by-law providing there are the appropriate OP provisions. Section 37 of the *Planning Act* authorizes a municipality with appropriate Official Plan provisions to pass Zoning By-laws involving increases in the height or density that would otherwise permitted, in return for the provision of community benefits by the owner. Benefits identified by different municipalities have included heritage conservation (individual properties or studies), public art, affordable housing, recreation centres, child care facilities, park improvements, space for non-profits, and streetscape improvements.

Provincial Policy Statement (2014)

Policies in the PPS set out the Province’s land use vision for Ontario. It states that Ontario’s long-term prosperity, environmental health, and social well-being is dependent on protecting its resources, including its cultural heritage and archaeological resources. All aspects of development and planning throughout the province are required to use approaches that include; managing and promoting growth, economic development, infrastructure, natural heritage and cultural heritage.

Section 2.6 of the PPS specifically addresses cultural heritage and archaeology. As with any other planning-related implementation policies or practices, any recommended changes must be consistent with policies in section 2.6:

- 2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.
- 2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
- 2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

- 2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.
- 2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.

There are several key terms within these policies, including “significance” and “adjacency”. A municipality, in determining significance, shall use tools developed by the Ministry of Tourism, Culture and Sport or as outlined in applicable legislation; however municipal approaches that achieve or exceed the same objectives may also be used. In this instance, a HCD Study is an accepted method of identifying and inventorying cultural heritage resources.

In addition, there are additional policies that would be applicable to the Study area. These include Section 1.5, which recognizes the importance of public spaces, recreational uses, parks, trails and open spaces in achieving healthy, active communities. In addition, Section 1.7 addresses long term economic prosperity, which states that long-term economic prosperity can be supported including: “encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.”

Environmental Assessment Act

The *Environmental Assessment Act* aims to provide for the protection, conservation and wise management of Ontario’s environment. It applies to public activities including projects undertaken by municipalities, public utilities and conservation authorities. An analysis of the environment through an Environmental Assessment includes evaluation of “cultural conditions that include the life of humans or a community” and “any building, structure, machine or other device or thing made by humans” which includes artifacts, places, buildings and structures considered to be potential cultural heritage resources. Where municipal projects such as transportation, water, or sewer infrastructure projects under Municipal Class Environmental Assessment, may impact heritage structures, cultural landscapes or archaeological sites, these cultural heritage resources are to be identified, assessed and protected from impact.

Conservation Authorities Act

In Ontario, conservation authorities are public sector organizations with the specific mandate to develop and deliver resource management programs that safeguard watersheds. They are governed by the *Conservation Authorities Act*, which is administered by the Ministry of Natural Resources and Forestry. Conservation Authorities may make regulations on lands they own regarding construction, reconstruction, erection or placing of a building or structure and may make regulations over changes to buildings or structures that will have the effect of changing the use or potential use of the building or structure. Conservation Authorities may also make regulations about development on hazardous lands under their jurisdiction. Regulations made by a Conservation Authority may impact property designated under the *Ontario Heritage Act*, however in the event of a conflict the *Ontario Heritage Act* prevails. A section of the Study Area is land under the jurisdiction of the Kawartha Conservation Authority.

Ontario Building Code

Under the Ontario Building Code (OBC), the *Ontario Heritage Act* is considered to be applicable law. In particular, the Chief Building Official cannot issue a permit if it is contrary to applicable law (Section 8 (2) and Section 10(2)) and can issue a conditional permit that does not meet the OBC if it meets applicable law and additional OBC requirements (Section 8 (3)). Regulation 332/12, within its definition of applicable law, includes the following as examples of where the *Ontario Heritage Act* or the conservation of cultural heritage would need to be taken into account:

1.4.1.3. Definition of Applicable Law

(1) For the purposes of clause 8 (2) (a) of the Act, applicable law means,
(a) the statutory requirements in the following provisions with respect to the following matters;

- (xiii) subsection 30 (2) of the *Ontario Heritage Act* with respect to a consent of the council of a municipality to the alteration or demolition of a building where the council of the municipality has given a notice of intent to designate the building under subsection 29 (3) of that Act,
- (xiv) section 33 of the *Ontario Heritage Act* with respect to the consent of the council of a municipality for the alteration of property,

- (xv) section 34 of the *Ontario Heritage Act* with respect to the consent of the council of a municipality for the demolition of a building,
 - (xvi) section 34.5 of the *Ontario Heritage Act* with respect to the consent of the Minister to the alteration or demolition of a designated building,
 - (xvii) subsection 34.7 (2) of the *Ontario Heritage Act* with respect to a consent of the Minister to the alteration or demolition of a building where the Minister has given a notice of intent to designate the building under section 34.6 of that Act,
 - (xviii) section 42 of the *Ontario Heritage Act* with respect to the permit given by the council of a municipality for the erection, alteration or demolition of a building,
- (b) the following provisions of Acts and regulations:
- (vii) subsection 27 (3) of the *Ontario Heritage Act*,
 - (c) regulations made by a conservation authority under clause 28 (1) (c) of the Conservation Authorities Act with respect to permission of the authority for the construction of a building or structure if, in the opinion of the authority, the control of flooding, erosion, dynamic beaches or pollution or the conservation of land may be affected by the development,
 - (e) by-laws made under section 40.1 of the *Ontario Heritage Act*,
 - (k) by-laws made under any private Act that prohibit the proposed construction or demolition of the building unless the by-law is complied with.

Ultimately, the OBC recognizes that the provisions of the *Ontario Heritage Act* as applicable law, including the OHA sections relating to HCDs. However, some municipalities do not regulate all interventions (such as doors and windows) or the demolition of agricultural buildings. To address such cases, some municipalities have linked existing permitting software with their Section 27 Register of Heritage Properties to ensure that no properties are missed.

Funeral, Burial and Cremation Services Act

The Funeral, Burial and Cremation Services Act addresses heritage by stating that it prevails over Part VI of the *Ontario Heritage Act* (Part XI S. 105) and outlines the role of the registrar in declaring an aboriginal peoples' burial ground. This act addresses other aspects of heritage including heritage cemeteries through Regulation 30/11.

Regulation 30/11 under the Funeral, Burial and Cremation Services Act addresses cultural heritage by requiring consent from the Registrar for applications to establish, alter or increase new or existing cemeteries; by requiring notice be given for applications to close cemeteries that are designated under the *Ontario Heritage Act*; and by requiring a professionally licenced archaeologist under the *Ontario Heritage Act* to investigate the origin of a burial site.

4.3 Regional Heritage Policy Context

Growth Plan for the Greater Golden Horseshoe (2006)

The “Growth Plan” is premised on the assumption that urban growth in the future will proceed with a greater focus on intensification rather than through a pattern of continued greenfield expansion. The intent is to create a more cost-effective form of life cycle costing, create compact and liveable communities, and make efficient use of infrastructure while conserving prime agricultural farmland and natural systems. For each component community the Growth Plan identifies a Built Boundary within which intensification will occur and which must be reflected in all municipal planning documents.

The Growth Plan affects the City of Kawartha Lakes because the City is considered to be part of the outer ring of the Growth Plan area of development pressure. While not part of the inner ring closer to Toronto, the outer ring municipalities are still expected to experience growth over the next two decades. The premise of the Growth Plan is that all municipalities in the inner and outer rings must accommodate their share of development in accordance with Provincial growth projections. As a result, the City of Kawartha Lakes has been granted a reduced target by the Province of its residential development within the Built Boundary (note: the original amount was 40% by 2015, but this was reduced by the Province). The implication for the City of Kawartha Lakes is that, over time, the supply of vacant or underutilized properties within the Built Boundary will become exhausted and development pressure will be put on low density residential neighbourhoods, especially those close to the downtown core. Should this pressure be manifested, there would be land assemblies of existing residential properties and redevelopment for higher density residential land uses. This could also result in demolition pressures being placed on lower rise heritage building stock for intensification purposes.

Juxtaposed with the policy requirements of the Growth Plan are those of the 2014 Provincial Policy Statement (PPS) in which the conservation of significant cultural heritage resources is mandated for all Ontario municipalities. Striking a balance between cultural heritage conservation and intensification requires careful consideration. There must be a clear articulation in municipal planning documents of the areas within the Built Boundary that are suitable for intensification and those areas that are not. In other words, there will be parts of the municipality, particularly those in the older downtown neighbourhoods and mixed use core, where intensification is either not suitable or must be undertaken in ways that conserve and enhance the existing setting and, especially, its significant cultural heritage resources.

The City of Kawartha Lakes has the opportunity to identify these areas and to provide planning policies and guidelines using two current initiatives: the Secondary Plans and Heritage Conservation District Plans. In the context of the current HCD Studies it is important for intensification to be addressed so that the subsequent HCD Plan can direct development in ways that are compatible with the historic setting and which conserve and enhance the cultural heritage resources within the HCD.

Within the Downtown Lindsay study area, intensification should not entail demolition or significant alteration that will have a negative impact on the identified heritage values and attributes. The parts of the downtown adjacent to the Downtown Lindsay HCD Study Area already have low density development or open parking lots that are suitable infill sites. Within the HCD Study Area there is also space that does not impinge upon the existing buildings. The current development pattern of a consistent street wall of buildings and open parking lots behind provides ample opportunities for infill development that is located behind the existing buildings, either as additions to these structures or as separate developments related to them. Development as additions to the rear of existing buildings also allows the newly renovated and expanded structure to meet the requirements of the Ontario Building Code without causing disruptive interventions to the streetscapes and the fabric of existing buildings that contribute to the HCD. The municipality could also explore upper storey interior conversions to existing building stock as an option for intensification. Using these approaches, the proposed Heritage Conservation District can achieve the balance between infill and conservation that will satisfy both the Growth Plan and the PPS. The HCD Plan will provide policies for infill development and supply design guidelines indicating the location and type of development most suited to conserving and enhancing the heritage attributes of the District.

The Kawartha Region Conservation Authority

The Kawartha Region Conservation Authority (KRCA), which has jurisdiction over part of the study area, adopted its Plan Review and Regulation Policies Manual (2013 revision) as the key document for considering planning and heritage applications. This document provide an overview of the KRCA's planning mandate, as well as its advisory and regulatory responsibilities and requirements.

As the document states:

It is expected that this manual will be used by KRCA staff; municipal planning, building department, public works, engineering, and community services staff; developers and their agents; and, private landowners who may be seeking approval from the Conservation Authority (CA) under the Conservation Authorities Act (CA Act) or seeking approvals from municipalities under the *Planning Act*. (KRCA, 2013, Executive Summary)

Specifically, the manual was developed to achieve the following:

- Articulate KRCA roles and activities by describing KRCA's local resource management program priorities, its delegated responsibilities applied in representing the Provincial Interest on matters related to the natural hazards component of the Provincial Policy Statement (PPS), its contractual role in the provision of land use planning advice to participating watershed municipalities, and its regulatory authority under the CA Act;
- Consolidate all regulatory and watershed plan review policies of KRCA in one place to offer an up-to-date and complete set of policies and provide KRCA staff with a single document against which to review CA Act permit applications provide plan review services to its municipal partners; and,
- Provide watershed municipalities, applicants and their agents, private landowners and special interest groups with a clear understanding of KRCA's role, mandate and responsibilities regarding CA Act permit applications and in the review of and commenting on municipal planning applications. (KRCA, 2013, Executive Summary)

The focus of the document is on the conservation of natural heritage, and there are limited policies concerning cultural heritage, excepting Policy 3.4.1 (VALLEYLANDS). This policies recognizes archaeological resources as an important cultural heritage resources.

In the case of the Trent Severn Waterway, a National Historic Site of Canada that is located immediately adjacent to the Study Area, the document recognizes Parks Canada's Policies for In-water and Shoreline Work and shares regulatory responsibilities with Parks Canada.

4.4 Local Heritage Policy Context

Cultural heritage is important to the City of Kawartha Lakes and its citizens, and the City is taking some key steps to build a robust heritage program. The City has completed several important studies, such as the document *A 10-Year Cultural Master Plan for the City of Kawartha Lakes* (2013); the *Natural Heritage and Cultural Heritage Policy Paper for Kawartha Lakes Community Based Secondary Plans* (2012), the *Heritage Master Plan* (2012), and a *Heritage Building Inventory* (2007). It is also in the process of re-examining its Section 29, Part IV *Ontario Heritage Act* by-laws to ensure compliance with current requirements, has held education sessions, and initiated a heritage conservation district Study process to consider two parts of the City (Oak Street in Fenelon Falls and Downtown Lindsay) as potential heritage conservation districts. The City has developed Official Plan policies for heritage conservation and has established a Terms of Reference for its municipal heritage committee. What follows is a review of this existing framework. However, it should be noted there have also been recent changes to the Provincial Policy Statement in 2014 updating it to international heritage standards, and several key rulings that merit consideration (as discussed above) that also need to be considered as part of this review.

City of Kawartha Lakes Official Plan (2012)

The City of Kawartha Lakes is a single tier, amalgamated municipality. The City's Official Plan is the over-arching planning document for the entire municipality. Five of the individual urban settlement areas also have Secondary Plans, though several of these are under appeal and are not in force. The focus of the City's Official Plan is on the principle that the environment is the base upon which all planning activities take place and that it must be considered in all planning decisions. The City has developed key policies concerning the importance of health, safety, and sustainability to community developments (Policy 2.6). These policies are reinforced by the objectives outlined in Policy 28.2.

As part of the OP, the City has recognized the importance of the separating and buffering of uses, particularly between sensitive uses and to prevent adverse effects (Policy 3.8). To achieve this policy, the City has identified a number of possible measures including: landscaping and screening; access controls; considering the range of permitted uses; and creating restrictions on outside storage (Policy 3.8.5). The policy also recognizes that infill, redevelopment, or transition in a mixed use area may have lesser separation distances if an impact assessment has been developed (Policy 3.8.6). The OP also has specific policies concerning water setback and accessory uses that would apply to the Study Area (Policy 3.11).

The OP also recognizes the importance of tourism and community facilities to the community, and the importance of cultural resources, including cultural heritage resources to both tourism development and as key community focal points. (Policy 6.2 and Policy 7). In addition, the OP identified the need to improve both hard and soft services and facilities to improve and protect the health, safety and living environment of the residents of the City, including opportunity for the maintenance, improvement, rehabilitation and redevelopment of community structure (Policy 9.1). This includes the possible development of Community Improvement Plans (Policy 9.3).

The OP also includes policies on Secondary Plans, including criteria that must be considered as part of their development (Policy 31), Property Standards (Policy 34.4.), and the use of the Holding Provision for Zoning (Policy 34.6). The whole of Kawartha Lakes has been established as a Site Plan Control Area (Policy 34.7) and recognizes that capital and public works must be undertaken in accordance with the OP policies (Policy 34.11).

The OP includes a number of policies on culture and heritage (Policy 10). These have been attached as Appendix B. Ultimately, these policies identify the conservation and enhancement of cultural heritage resources as a City goal. Objectives in support of this goal indicate that the City will seek to:

- Conserve and enhance the City's cultural and heritage resources. Features of particular interest include buildings, structures and significant structural remains, areas of unique or rare composition, landscapes of scenic value, artifacts, archaeological sites, cemeteries and burial grounds;
- Raise public awareness and celebrate the history of the community; and,

- Encourage participation and involvement in preservation and restoration efforts and foster the community's understanding and appreciation of the area's heritage resources (Policy 10.2).

The OP includes specific policies on Archaeological conservation (Policy 10.3); Heritage Victoria (Policy 10.4), and general heritage conservation (Policy 10.5) Appendix A and C include specific provisions for the development of archaeological and heritage studies.

To that end, the Heritage Conservation District Study recommends general OP policies for heritage. In addition, the Ontario Heritage Act requires municipal Official Plans to contain specific policies to enable the creation of Heritage Conservation Districts: these policies cannot be in Secondary Plans (section 41 (1) of the Act refers only to Official Plans).

There is also an existing Official Plan for the Town of Lindsay. Reflective of its time, this document does contain policies for heritage conservation, but many policies need updating and clarifying. Recommended policies have been developed and included as part of this Study.

Appendix C contains draft Official Plan policies for both the City of Kawartha Lakes and the Town of Lindsay OPs. These documents will need to be reviewed by staff and will need to undergo the OPA process prior to their adoption. In addition, specific policy changes have also been recommended are included in Appendix C.

The Natural Heritage and Cultural Heritage Policy Paper for Kawartha Lakes Community Based Secondary Plans (2012)

The *Natural Heritage and Cultural Heritage Policy Paper for Kawartha Lakes Community Based Secondary Plans* (2012), developed by Dillon Consulting, was written as a policy paper in support of the creation of new Secondary Plans for several settlement areas within the City. As the document states:

The Secondary Plans will identify effective and efficient development patterns and opportunities, and will take into account current municipal conditions, reflect Provincial land use planning policy as outlined in the Provincial Policy Statement 2005 (PPS), and coordinate with and implement the policies of the City of Kawartha Lakes Official Plan. (Dillon Consulting, 2012, 1).

In particular, the purpose of this policy paper was review and discuss the relevant legislation and policies, as well as any issues that need to be addressed in the development of the amendment to the City's Official Plan and the Secondary Plans for the communities of Lindsay, Bobcaygeon, Fenelon Falls, Omemee and Woodville. The paper provided several key recommendations:

- Policy Direction #10: That the Secondary Plans contain policies on the establishment of Heritage Conservation Districts and on the retention of cultural heritage resources, whenever possible. The Districts would also contain policies encouraging and supporting the revitalization of downtowns. Policies should support the inclusion of the input from landowners when designating the Districts.
- Policy Direction #11: The Official Plan and Secondary Plans should encourage the listing and designation of cultural heritage resources as a means of protection and conservation, which is permitted under the *Ontario Heritage Act*.
- Policy Direction #12: That the Secondary Plans include policies preventing the demolition, destruction, inappropriate alteration or use of designated heritage properties.
- Policy Direction #13: That the Secondary Plans bring forward the recommendations of the Heritage Master Plan for the City of Kawartha Lakes which apply to the Settlement Areas.
- Policy Direction #14: That the Official Plan and Secondary Plans contain policies on the preparation of heritage impact assessments. The Plans should provide guidance to staff and Council when reviewing applications or development on or adjacent to a property with a heritage designation or located within a Heritage District. The policies should indicate when the assessments are required, who is qualified to prepare it, the scope of the assessment and the inclusion of the recommendations of the assessment on the development proposal.
- Policy Direction #15: That the Official Plan and Secondary Plans contain policies on the inclusion of mitigative measures and/or alternative development approaches in development applications, when the development or site alteration is on or adjacent to a heritage property.

The paper also includes Community specific policies:

Lindsay

Policy Directions #10 to #15: In Lindsay, these policy directions will focus on the creation of a Heritage Conservation District in the downtown area. The City should develop a business plan and an action plan in collaboration with the property owners, Heritage Victoria and other volunteer organizations in order to encourage the preservation and protection of the rich cultural heritage resources in the community. The City should also work with Parks Canada in order to enhance the park area surrounding the Trent Severn Waterway, to improve the existing and/or create additional accommodations for residents and visitors (i.e. comfort stations, benches, trail connections, dockings, etc.).

This document was created to support the Official Plan update in 2012 and many of its recommendations are still relevant. However, since that time, there have been changes to the Provincial Policy Statement that mandate greater protection for cultural heritage resources. The current Heritage Conservation District Study addresses these changes.

Secondary Plans

As mentioned previously, Secondary Plans have been created for several communities, including Lindsay and Fenelon Falls (City of Kawartha Lakes Official Plan Amendments No. 016 (Lindsay Secondary Plan) and City of Kawartha Lakes Official Plan Amendments No. 015 (Fenelon Falls Secondary Plan)). As of the date of this HCD Study, these secondary plans in their entirety are under appeal at the Ontario Municipal Board. This Study does not contain an analysis of the proposed Secondary Plan for Downtown Lindsay because any specific recommendations would need to stem from the Heritage Conservation District Plan and be supported by updated heritage policies in the City's Official Plan.

Zoning

The current zoning for the Study Area in Lindsay has been hereto attached as Appendix CCCCC. In reviewing this zoning, several points of concern emerged. The first involves the current parking requirements. In general, they are not written to support the conservation of heritage character in that

they require a considerable amount of on-site parking for both commercial and residential uses. Consideration should be given to either lessening, or even waiving, parking requirements in circumstances where they would have a negative impact on the heritage character of the area (as determined in the Heritage Conservation Plan and guidelines). The current reliance on surface parking in public and private properties appears to meet current needs but further development within the study area may generate more demand and necessitate strategies for accommodating parking in ways that are compatible with the HCD.

Height is another issue. The current maximum height is 15m, or up to 5 commercial or residential storeys, with the caveat that height is based on the average height of adjacent buildings, whichever is greater. Since most buildings in the study area are lower than this maximum height, being more in the range of 3-4 storeys in current commercial floor-to-floor heights, this height limit may have to be reduced or step-backs may be necessary at upper floors in order to retain the current 2-4 storey streetscape. Similarly, the lot coverage and front and sideyard setback requirements do not suit an existing setting of closely packed buildings constructed abutting the sidewalk.

There will need to be specific OP policies to address variances that may be required to conserve the heritage character of the area.

Finally, there appears to be the ability to construct an apartment building within the area, with a height limit of up to 18m, or approximately 6 commercial or residential storeys. This type of development would have to be carefully considered and, if continued to be permitted, would need to be located in parts of the area that would not overshadow the existing development along the study area streets. And if several lots were combined, then the resulting property could be seen as a possible location for a much larger development, with similar issues of impact on the existing setting.

Streetscape Design Guidelines

The Streetscape and Façade Design Guidelines for Lindsay were approved by Council at the January 26th, 2016 meeting. The Guidelines would need to be considered as part of any HCD Plan and Guidelines to ensure consistency.

Heritage Master Plan

The 2012 City of Kawartha Lakes Heritage Master Plan was developed to “foster and promote the intrinsic value of local heritage” (Fortin, 2012, 3).

In particular, the plan identified several objectives:

- Defining and profiling the cultural heritage assets of the City of Kawartha Lakes to create a “starting point” or baseline on which to build a sense of place and an effective strategy
- Developing a “scorecard” for the current management of these assets, measured against federal and Provincial guidelines
- Creating a long term strategy to “identify, research, collect, protect, conserve and promote” built and cultural heritage
- Determining the most effective organizational format within the City and the volunteer sector to guide this long term strategy
- Evaluating how this Heritage Master Plan fits within the overall municipal planning framework and how it relates to other plans
- Connecting the Heritage Master Plan to long-term community and economic goals

This document, while received by the Municipality, was not formally adopted. Given that much of its content and many of its recommendations remain relevant, Council should adopt this Plan.

A 10-Year Cultural Master Plan for the City of Kawartha Lakes

The City’s Cultural Master Plan was developed with the overarching goal of engaging community residents, partners and stakeholders in the process of cultural assets identification and management. (City of Kawartha Lakes, 2013, 3)

Specific objectives for the Plan include:

- Implementing a process that engages the community broadly in identifying and profiling cultural assets as well as helping identify future cultural needs and opportunities
- Completing an inventory of cultural assets
- Identifying the strengths, weaknesses, opportunities and challenges affecting cultural development in Kawartha Lakes
- Ensuring the effective integration of the Cultural Master Plan with key City strategies and missions

- Building capacity to integrate culture into ongoing Municipal planning and decision-making
- Developing a strong implementation plan that will ensure the success of the project and deliver the desired economic and community outcomes (City of Kawartha Lakes, 2013, 3-4)

The plan included specific implementation recommendations. This document, while received by the Municipality, was not formally adopted. As with the Heritage Master Plan, the Cultural Master Plan should also be adopted by Council.

Integrated Community Sustainability Plan (2014)

In 2014, the City of Kawartha Lakes completed its Integrated Community Sustainability Plan (ICSP). The purpose of the plan was to develop key actions to help transform the City into a more successful, desirable, and sustainable place. Cultural heritage was identified as a key component of making the City as sustainable community, as exemplified by its Cultural and Heritage Vision:

The City of Kawartha Lakes is a community where the arts, culture and heritage of its citizens will be recognized, preserved, honoured and celebrated. The vision will be supported by the municipality through policies, procedures, financial and other resources. Without history and culture to touch, to understand, to appreciate, we don't have a future (Kawartha Lakes, 2014, 73).

In support of this vision, three goals were identified, as were specific actions. In terms of the goals, the following were recommended:

- establish a strategic approach to identify, research, collect, protect, conserve and promote the cultural assets of the City
- develop a plan to leverage these assets in ways that help grow the economy and enhance quality of life
- strengthen networking and collaboration among cultural organizations and activities. (Kawartha Lakes, 2014, 75).

Particularly germane to this HCD Study, the plan also recommended the hiring of full time staff for the cultural sector (including heritage) as an essential action ((Kawartha Lakes, 2014, 76).

Property Standards

The City has two by-laws that address property standards issues. These include BY-LAW 2002 - 119: A By-law to Regulate and Govern the Standards for Maintaining and Occupying property within Kawartha Lakes and BY-LAW 2014-026 : By-law to require the Owners of Yards within Kawartha Lakes to Clean and Clear Them. As permitted under the *Ontario Heritage Act*, there should be specific wording for each of these by-laws that supports conservation of cultural heritage resources.

Heritage Victoria

The City has established a municipal heritage committee under the authority of the Ontario Heritage Act to advise Council on heritage matters. The committee, known as Heritage Victoria, is currently addressing a backlog of listings and designation by-laws and is contributing to the advisory committee on the Heritage Conservation District Study. Given the many heritage-related initiatives the City is undertaking, the committee will need training in the use and interpretation of the Provincial heritage legislation and in the various tasks mandated to the heritage committee, such as listing and designating properties and review of such documents as heritage permit applications and heritage impact statements. In addition, the committee's terms of reference should be updated to meet Provincial requirements. To this end, recommended wording has been included as Appendix D.

Heritage Staffing

Currently there is one FTE contract position addressing cultural heritage issues and that person operates within the Economic Development Division.

The person in this position is also responsible for working with Heritage Victoria and for policy development. This position has technical support from the Planning Division for specific issues. In terms of the municipality's ability to manage heritage conservation, it will be important in future to ensure that the City has sufficient heritage staff to manage the anticipated workload generated by the various heritage-related policy initiatives it is currently undertaking. At the very least, the FTE contract position should be made permanent and that person should be given additional support (e.g. by seasonal contract staff) to undertake such important tasks as inventory, research and updating of the Heritage Register. The Heritage Master Plan provides a number of recommendations relating to the City's institutional capacity for managing heritage: these should be reviewed and, where still applicable, implemented.

Implementation Framework

Currently the City does not have an *Ontario Heritage Act* Permit Process, or Heritage Impact Assessment requirements, or a delegated authority by-law for heritage approvals, or heritage funding and grants for property owners. All of these management tools must be established as soon as possible. As for funding, at the very least, the City should establish a façade grant program, initially under a Community Improvement Plan. Also under a Community Improvement Plan are incentives for heritage conservation such as relief of property taxes for an initial period while conservation work is being undertaken on the property. Although there are no current sources of heritage conservation funding from either the Provincial or federal governments, municipalities are able establish grants and loans for work on designated heritage properties. In the current funding context, however, much of the work undertaken on heritage properties is funded primarily by the property owner, aided wherever possible by the municipality, but the intent is to enhance property values and support the character of the neighbourhood.

5. Evaluating Heritage Resources



5.1 Evaluation Method

The study area contains over 100 properties (131 to be precise), most of which date from the late-19th century. Of these, nine properties have been designated under Part IV of the *Ontario Heritage Act*. The inventory conducted for this HCD Study has shown that there are other properties that may also have heritage significance on their own if they meet Provincial criteria for individual property designation. However, the point of a District Study is to assess the significance of the whole ensemble of buildings, not just individual ones.

The evaluation is not an arbitrary process. It uses the definitions of cultural heritage resources found in the Provincial Policy Statement (2014). These are quoted below:

Built heritage resource: means a building, structure, monument, installation or any manufactured remnant that contributes to a property's cultural heritage value or interest as defined by a community, including

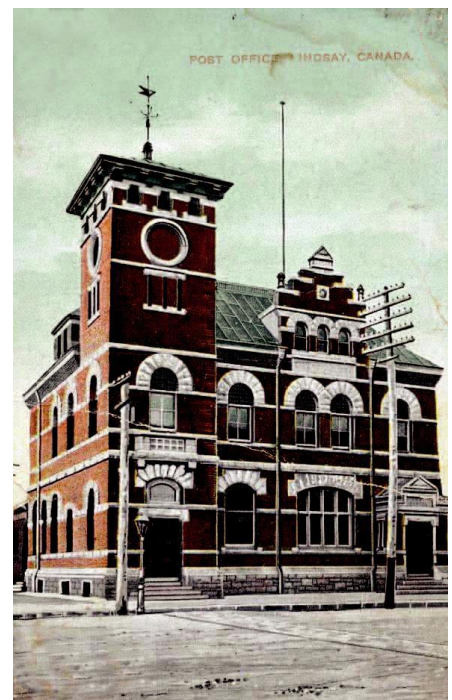
an Aboriginal community. Built heritage resources are generally located on property that has been designated under Parts IV or V of the *Ontario Heritage Act*, or included on local, provincial and/or federal registers.

Cultural heritage landscape: means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the *Ontario Heritage Act*; villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities (e.g. a National Historic Site or District designation, or a UNESCO World Heritage Site).

Areas of archaeological potential: means areas with the likelihood to contain *archaeological resources*. Methods to identify archaeological potential are established by the Province, but municipal approaches which achieve the same objectives may also be used. The *Ontario Heritage Act* requires archaeological potential to be confirmed through archaeological fieldwork.

Added to this set of definitions is another, related, category: intangible heritage resources. This category highlights the non-material, associative heritage resources that arise from values integral with human experience of a place. While often spiritual in character, such as a cemetery or church, they are also common to locations used for traditional community events and ceremonies, and relate to other ways in which subjective aspects of heritage attributes are described.

With these definitions in mind, the evaluation process assesses these resources under the categories provided by the Provincial Ministry of Tourism, Culture and Sport. These are listed in the Ontario Heritage Tool Kit volume for Heritage Conservation Districts, Section 3, Step 5. Using information gathered in the first part of the Study, the following is a summary evaluation of the cultural heritage resources of the study area.



Former post office. Credit: CKLA



North side of Kent at William Street



Former livery stable on York Street South



*Kent Street between York Street North
and Lindsay Street*

5.2 Built Heritage Resources

Historical association

The study area forms the core of the original townsite and thus is associated with the early history of Lindsay, in the first development period following the establishment of Purdy's Mills. The building groupings going east from William Street were built following the 1861 fire and thus are associated with that event. The Academy Theatre is associated with ongoing community initiatives to support and develop cultural activities: it is also on the site of the first building constructed in the original townsite (a tavern). The vacant lot in the centre of the block between William Street South and Cambridge Street South is associated with two important public buildings that formerly existed there: the first Church of England in Lindsay and the federal Post Office. The Town Hall, Fire Hall and Library are located on the original Queen's Square and are associated with their ongoing role in supporting government, essential services and education. The Armoury is associated with the rich military history of Lindsay and Kawartha Lakes and with its founder, Sir Sam Hughes. The more modern bank and commercial structures are associated with the redevelopment period of the 1950s-70s and with the loss of industry in the downtown.

Architecture

The rebuilding and expansion of the study area following the 1861 fire happened quickly and resulted in a generally uniform architectural style for the commercial blocks. The Italianate style popular at the time influenced the design of almost every commercial building and examples of that style's decorative details survive throughout the study area. Other commercial buildings show examples of a variety of popular 19th century styles such as Second Empire (Grand Hotel) and Renaissance Revival (Olympia restaurant/Remedys). Public and institutional building styles were different, deliberately so. The Presbyterian Church displays Romanesque Revival influences, while the Town Hall is more Regency and the library Beaux Arts Classical, while the Armoury is an eclectic mix of Italianate, Gothic, Classical and Romanesque Revival styles. The Academy Theatre is also an eclectic design with mostly Edwardian Classical influences, and there are examples of Art Deco/Moderne influences too (such as Ward's Lawyers). Overall, the study area includes good examples of the dominant regional and, in the case of the Carnegie Library and Armoury, national and international architectural styles of the mid-19th to early 20th century. Yellow brick masonry, with some red brick, is the dominant cladding and wall structural material, providing unity along the streets.

Evidence of later architectural styles is also found there. Modernist-influenced banks and commercial buildings from the mid-late 20th century echo popular national and international styles of that time period and show new materials such as concrete and steel that were common then. Examples include Contemporary (banks) and Brutalist (Kent Place) with new construction such as the Rexall building perhaps more of a Post-Modernist style. Missing due to demolitions are further examples of important stylistic trends, such as the former late 19th century industrial buildings, the former Bank of Montreal with its combination of neo-Classical and Second Empire styles, the former Post Office with its exuberant Beaux Arts treatment, and the early Modern designs of the former Claxton building.

Vernacular design

Except for some of the public buildings, most commercial and residential buildings in the study area are vernacular interpretations of prevailing fashions of the time (e.g. Italianate) rather than architect-designed structures. Local forms are evident in the surviving masonry livery stables behind the Kent Street buildings.

Integrity

In terms of what characterized the streetscapes for the first three quarters of the 20th century, most of the main blocks remain intact along Kent and the branching streets, but almost nothing is left in the property behind. Similarly, the removal of the industries, railway, Post Office and corner banks has eroded the earlier 20th century character and cohesion of the study area streetscape. Individual buildings have lost architectural details through removal or covering with siding, and original shopfronts have largely been replaced with more modern versions.

Architectural details

Photographic images from the late 19th century into the mid-20th century show that the streetscape along Kent featured a variety of architectural details appropriate to the predominant Italianate style. These included finials and sculpture on parapets and brick dentils along cornice lines.

Unfortunately, the years since WWII have seen a trend away from local expressions of architectural interest. Metal siding has covered some of the decorative masonry facades, lack of maintenance has claimed decorative



Brickwork and window details



View of Anglican Church from parkette on Kent Street

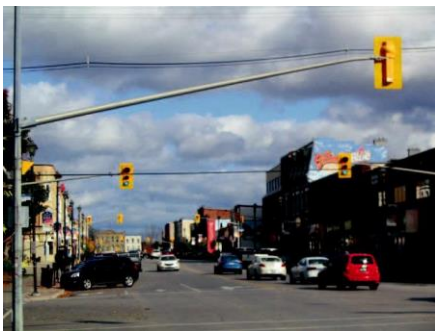


skyline features, and mass-produced signage has replaced locally crafted signs, although some merchants are now reversing this trend. A few incised datestones and building names remain on the upper portions of building facades and decorative window surrounds and band courses remain on most of the second and third storey facades. At the first floor, much of the original decorative signage on windows has been replaced and the ubiquitous awnings have largely disappeared. There have been some upper storeys where a common colour scheme has been painted onto the brick to unify a building group. Otherwise, the widespread use of yellow brick ties together much of the remaining streetscape.

Landmark status or group value

The public buildings mentioned above are landmarks by virtue of their distinctive architectural styles that differentiate them from the predominant Italianate style in the commercial blocks. As a result, the Armoury, library/town hall/fire hall, Academy Theatre and Presbyterian Church on a side

Queen's Square street (William) stand out and are visible from many parts of the study area. Other church spires on streets flanking the study area project above the skyline and are also visible from within the study area. Judging from historical photographs, the former Post Office was the main landmark within the study area, although former buildings such as banks, industries, the Y and Claxton's also stood out by virtue of their location on prominent streetcorners. As for group value, the cluster of institutional buildings on the west end of the study area is important as is the trio of Academy Theatre and commercial buildings that close the vista looking east along Kent. Between these, the almost uniform commercial street wall along Kent also has group value.



Kent Street looking west to Lindsay Street



William Street North

5.3 Cultural Heritage Landscapes

Landscape and public open spaces

Victoria Park contains mature trees, lawn, a gazebo and decorative plantings and also provides a foreground to the Armoury. Similarly, the hard and soft landscape around the library and town hall provide a distinct setting for these public buildings. There is floral planting in season along the median in Victoria Avenue that visually ties these two landscapes together. A war memorial, sculptures and plaques commemorating local history, and a decorative horse trough are site furnishings in the library and town hall forecourts. Within the commercial core, recently planted street trees along Kent and the side streets are re-establishing some of the enclosure once provided by mature street

trees and linear planting beds located on Cambridge and William Streets. Just outside the study area to the north is the linear park system along the Trent-Severn Canal with its trees, shrubs and site furnishings.

Overall spatial pattern

There is a distinctive spatial pattern in the study area resulting from the differing sizes of the component blocks. The former Queen's Square on the west end has four square blocks around the intersection of Victoria Avenue and Kent Street. Between Cambridge and William Street is a long rectangular block while the final block over to Lindsay Street is asymmetrical and sub-divided by a narrow side street (York). In addition to this unusual set of blocks, the overall subdivision pattern of the original townsite differs from that of the older Purdy tract settlement immediately east of Lindsay Street. The two subdivision plans do not align – Kent Street East is located north of the Academy Theatre for example – creating the visual terminus of the theatre and commercial buildings that characterizes the view east along Kent Street. Also, within the original townsite blocks and those in the Purdy tract, individual property parcels are a different size: larger in the townsite, smaller in the tract. In addition, the original townsite was located on level ground between two former creeks and east of a small escarpment, flanking the south bank of the river. This placement has influenced the layout and length of the blocks within the study area.

Land use

The concentration of Institutional uses on north half of Queen's Square (flanking Victoria Avenue) and the tight concentration of commercial uses flanking Kent Street and first block of the side streets characterize the distribution of land uses within the study area and reflect historical patterns. Institutional uses such as the Presbyterian Church and the Academy Theatre are insertions within this predominant pattern.

Circulation network and pattern

The original cruciform street layout of Kent Street and Victoria Avenue defines the majority of the study area, while the eastern edge is defined by the major north-south route along Lindsay Street. The street widths of Kent and Victoria are one-and-a-half times larger than normal street rights-of-way and are unique to downtown Lindsay. The intersecting and boundary streets are of regular width with the exception of York Street which is essentially a



York Street South and North



York Street North at top of river bank

lane (it is one-way access). As a result, the study area contains three different types of public roadway circulation patterns, from the very wide to the very narrow. To the rear of Kent Street are several remnant rear lanes but there is no continuous laneway system (nor does it appear that there ever was, according to historical maps). There are two pedestrian passageways on the north side of Kent Street in the block between Cambridge and William Streets and one to the south. Within the study area, the primary vehicular circulation pattern is Lindsay Street and Victoria Avenue as major entry points from north and south and Kent Street as the main east-west route. The boundary streets of Peel and Russell are secondary east-west routes, as are the north-south streets intersecting Kent (Sussex, Cambridge and William).

Boundary and other linear features

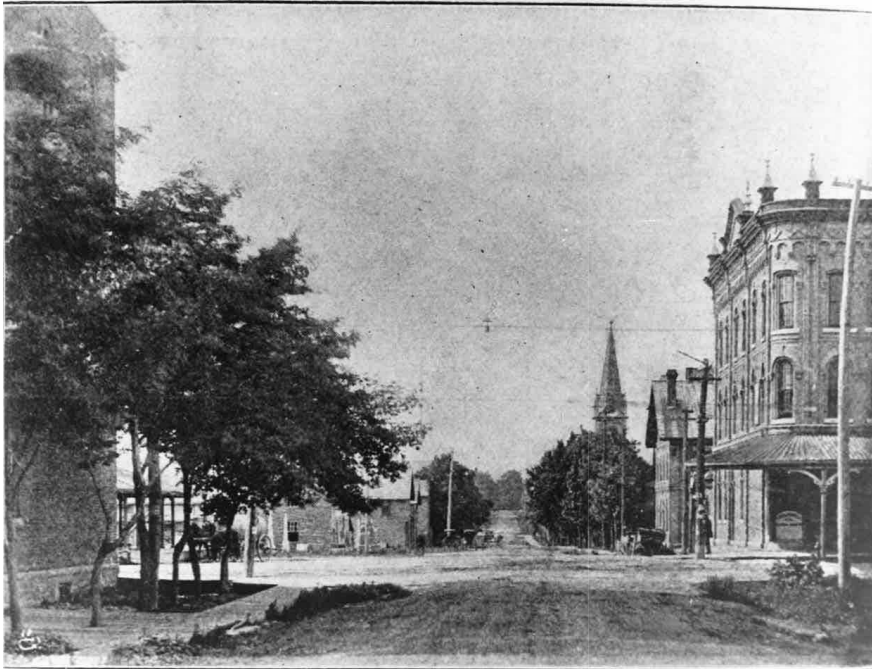
Aside from the boundary streets that are part of the original townsite plan (Sussex, Peel, Lindsay and Russell), there are defining natural features that influenced that townsite plan. Two creeks, one that ran diagonally across Kent and Victoria on the west and another that ran just beyond Lindsay to the east, flank the main study area. An escarpment just east of Lindsay Street that wraps around Kent Street East forms another natural boundary alongside the Purdy tract and the riverbank. The different street and block pattern of the Purdy tract east of Lindsay is also a boundary feature and results in the placement of buildings at the end of Kent Street at Lindsay, creating a visual terminus to the main street.

Site arrangements

Not applicable to an urban setting.

Vegetation patterns

There is no natural vegetation within the study area: all of the park and street planting replaces what was originally low-lying land dominated by water-tolerant deciduous and coniferous trees. The current pattern of vegetation consists of mature deciduous trees clustered in Victoria Park and grouped in the vicinity of the civic buildings east of Victoria Avenue. Trees have also been planted along Kent and the intersecting streets out to the boundary streets. Historic photographs show mature street trees along Cambridge and William Streets along with ornamental planting beds flanking the sidewalk, providing a visual contrast to Kent Street, where awnings and canopies provided shade instead of trees. These photographs also show mature trees in the adjoining residential areas appearing along the skyline behind the main street buildings.



Former street tree and floral planting

Historic views

The study area has several important historic views. To the east the view is to terminus of three buildings on the east side of Lindsay Street. To the west the view changes at Sussex Street, at the foot of the long hill. Trees in Victoria Park partially close that vista on the north side: in the past, street trees flanking Kent Street up the hill provided partial terminus to a view that eventually ended at the large house on hilltop, well west of the study area. North of Kent Street and along the skyline is the tower of the Presbyterian Church while to the south, the spire of the Anglican Church on the south side of Russell is a landmark just outside the study area. Similarly, there are views offsite to the former Sylvester mansion at Peel Street and Victoria Avenue, and to the Roman Catholic Church east of the study area, from the corner of Lindsay and Kent Streets. Along Kent Street there are angular views of the complex of civic buildings east of Victoria Avenue and, in the other direction, of Victoria Park and the Armoury. The final historic view is north along Lindsay Street towards the river and the north side of town.



View of former Sylvester mansion

Overall, the Downtown Lindsay study area generally has elements of a designed landscape but is essentially an evolved dynamic cultural landscape (to use the categories in the Ontario Heritage Tool Kit).



*Kent Street looking west from Lindsay
Street ca. 1930s. Credit: CKLA*

5.4 Archaeological and Intangible Heritage Resources

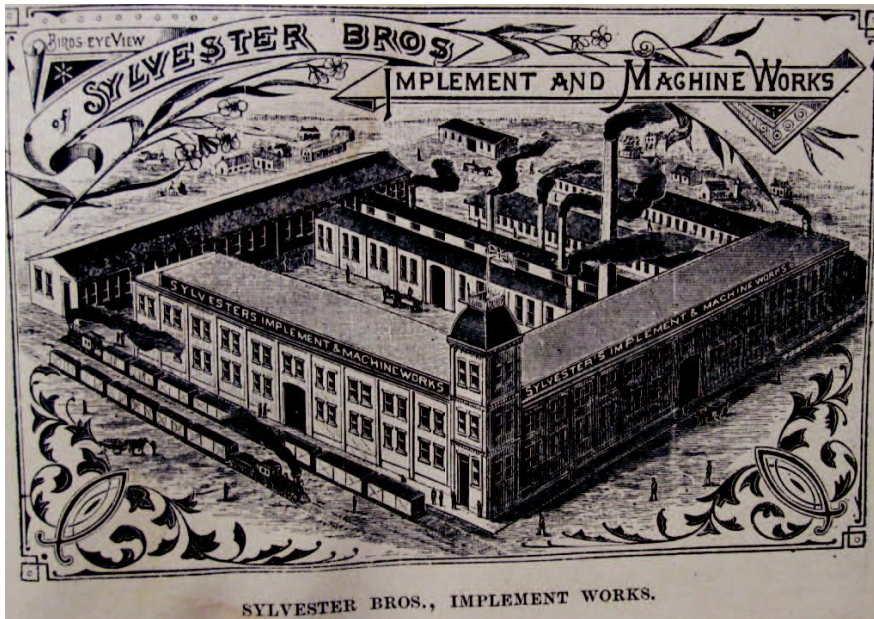
Areas of archaeological potential

Archaeological resources, in the form of artifacts, have the potential to link thematically between the time before European settlers arrived and the early settlement period. In order to determine if any such artifacts may still be found in the study area, a preliminary analysis of the archaeological potential was undertaken as part of the HCD Study. The analysis showed that a little over one third of the area retains some potential for the presence of archaeological resources related to either the Aboriginal occupations of the area or the early Euro-Canadian development of the town. The intensity of development within the study area since the early 1800s has altered the rest of the landscape so much that any archaeological resources there would have been lost.

Intangible heritage resources

One other important heritage value to consider is the range of associations local residents and visitors have for the study area through special events and community celebrations. These “intangible” heritage resources are important contributors to sense of place. In the study area, Kent Street has traditionally been the focus of important civic events and ceremonies. It is a parade route and locus of community pride, where banners and ceremonial arches have been added on certain occasions. Kent Street is also featured in the majority of images used to identify and promote Lindsay, such as postcard views and newspaper photographs. Most amateur photographs also feature Kent Street. The municipality and the Business Improvement Association have also invested in streetscape improvements, including lighting, furniture, planting and signage, most of which are also concentrated on the major streets (Kent and Victoria).

Victoria Avenue was once a railway route associated with industry: now it is the site of the farmer’s market (itself located within Queen’s Square, the original site of the town market). Other associations with the study area include street names (and the park) referring to British royalty and the associations with the military found in the Armoury and the site of the former drill hall across Kent Street to the south. The north side of the former Queen’s Square continues to be the site of civic buildings and public open space.



Advertisement for the former factory at Victoria Avenue and Kent Street.

Credit: CKLA

6. Heritage Character



6.1 Defining heritage character

Historical research and discussions with local residents both help define the heritage character of the Downtown Lindsay study area. The historical record identifies many distinctive aspects of the area's beginnings and evolution. Comments from local residents reveal a strong affiliation with the physical setting and for the variety of experiences the study area offers. The challenge at this stage of the District study is to take the evidence from history, and the many views about what makes this area distinctive, and place them within an analytical framework within which decisions about designation can be based.

6.1.1 Common district characteristics and types

This process has been made simpler through the efforts of the Ministry of Tourism, Culture and Sport in defining the common characteristics of heritage districts. As described in the Ontario Heritage Tool Kit, these general characteristics may include the following four characteristics, each of which is found in the study area as a whole:

- A concentration of heritage buildings, sites, structures, designed landscapes, natural landscapes that are linked by aesthetic, historical and socio-cultural contexts or use.

(the study area contains a concentration of heritage commercial and institutional buildings and open space, all of which are integral to the historical and cultural development of Lindsay)

- A framework of structured elements including major natural features such as topography, land form, landscapes, water courses and built form such as pathways and street patterns, landmarks, nodes or intersections, approaches and edges.

(the study area is contained within the original town plot bounded by minor watercourses and includes the main street)

- A sense of visual coherence through the use of such elements as building scale, mass, height, material, proportion, colour, etc. that convey a distinct sense of time or place.

(the study area is a compact downtown core with common building scale and materials)

- A distinctiveness which enables districts to be recognized and distinguishable from their surroundings or from neighbouring areas.

(the study area is bounded by adjacent residential and mixed use areas with a different character and has distinctive land uses and viewsheds).

6.1.2 Heritage character of the study area

The Downtown Lindsay study area offers a capsule history of the town. Within it is evidence of the original townsite plan and the land uses that were developed as the town matured. Along the Kent Street, itself distinctive because of its width, concentration of 19th and early 20th century buildings and terminal vista, are components military, rail, commercial and institutional history. The street names echo the titled aristocracy and royalty of the early British Empire. The area is the cultural, economic and political hub of Lindsay and, to some extent, of the City of Kawartha Lakes. Overall, the study area's heritage value lies in its collection of significant heritage properties and in its concentration of material and associative cultural heritage resources that are integral to the town's identity.

A summary of heritage attributes that were considered to be the most important in the evaluation phase of the study is provided below:

- Historical association with the town's origins and, especially, the rebuilding of the downtown following the 1860s fire
- Architecture that generally follows a common 2-3 storey brick vernacular commercial style, predominantly Italianate Revival with

some Second Empire and eclectic styles

- Integrity in some sections of largely uniform massing, setback and bay widths
- Architectural details at cornices, window surrounds and ground floor entrances and display windows
- Landmarks that include the Armoury/Queen's Square/civic complex at one end and the Academy Theatre block at the other
- Public open spaces that are concentrated at Queen's Square and the civic complex (with the addition of the closed portion of Victoria Street on market days)
- Overall spatial pattern/boundary features of a mixed use main street bookended by public land uses
- Vegetation pattern of ornamental tree, shrub and perennial/annual plantings in Queen's Park and the civic complex grounds, with the formal planting along the central median on Victoria Street as an added element
- Historic views east to the Academy Theatre block and west to the Armoury and up the hill; keyhole views to and from the street via walkways to the rear yards and laneways

The spatial character of the rear lots has been altered by demolitions for surface parking. A few former livery stables and other outbuildings survive as isolated elements.

7. Meeting the Criteria for Designation

7.1 Criteria

From the foregoing descriptions of heritage character, it is evident that the study area contains many of the characteristics that qualify it for designation as a Heritage Conservation District under Part V of the *Ontario Heritage Act*.

7.2 Reasons for Designation

It should be made clear that designation does not entail freezing the district in time. Rather, designation is a form of change management that allows communities to control the rate and type of change within the district. With this definition in mind, the rationale for designation can be summarized as follows:

- The Downtown Lindsay study area is a discrete district with significant heritage character in the form of built heritage resources, cultural landscapes, and associations with important people and events in the municipality's history.
- The inventory and evaluation of the study area have shown that these heritage resources merit conservation.
- The area is valuable because its heritage resources are largely intact and the district as a whole retains a distinct character.
- The area shows evidence of the major stages of its evolution.
- Provincial planning policies require conservation of significant cultural heritage resources.
- The area has potential for intensification and redevelopment that could affect the cultural heritage resources.
- There is public support for designation.
- The downtown is a popular tourist destination and designation would support its conservation goals and ongoing economic viability.
- District designation has proven to be the best policy tool available to Ontario municipalities for meeting their conservation goals and objectives.



8. Meeting the Criteria for Establishing a Boundary



8.1 Criteria

Determining the appropriate boundary for the expanded HCD requires careful consideration of the heritage character as well as the extent of cultural heritage resources within different parts of the Study area.

As a point of departure, the Provincial Tool Kit outlines criteria for determining a boundary. They include:

- Historic factors
- Visual factors
- Physical features
- Legal or planning factors

8.2 Options Considered

The study area boundary provided in the Request for Proposal included the properties flanking Kent Street. As a result of the research conducted in the initial stages of the Study, there appeared to be good reasons for expanding the boundary to include some properties on the margins of Kent Street. These include the Academy Theatre and its adjacent properties at the east end of Kent Street where it intersects Lindsay Street. By contrast, there may be merit in considering reducing the study boundary to remove the surface parking lots on the rear portions of properties along Kent Street and the side streets.

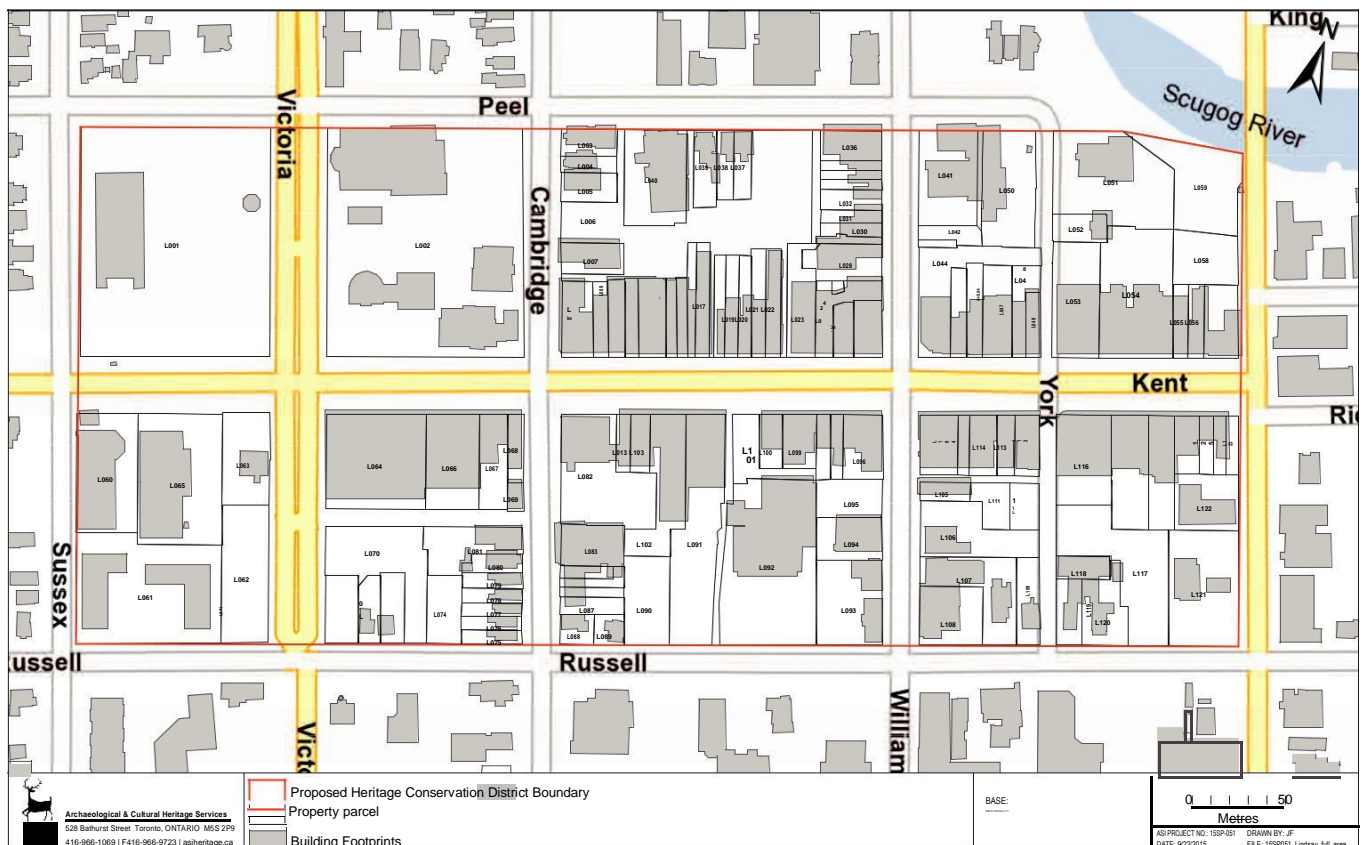
In considering these options, it should be kept in mind that properties abutting the HCD District boundary have some degree of municipal regulation. This regulatory power is granted under the umbrella planning policies set by the Province in the Provincial Policy Statement (PPS). Section 2.6 of the PPS deals with cultural heritage resources and requires adjacent properties to be developed in ways that are compatible with the heritage character of the properties next to it, within the HCD. The specific policy is quoted below, in sub-section 2.6.3:

Development and site alteration may be permitted on adjacent lands to protected heritage property where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

Mitigative measures and/or alternative development approaches may be required in order to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.

For clarity, the majority of the terms used in this policy are defined in the PPS glossary. So, “adjacent lands” means “those lands contiguous to a protected heritage property”, and “protected heritage property” is defined as “real property designated under Parts IV, V or VI of the *Ontario Heritage Act*”. Here “adjacent” is normally defined as “contiguous” or “abutting” but municipalities have the option of expanding this definition to include non-contiguous properties if, for example, they are on the other side of a municipal right-of-way. In practice, the adjacency provisions of the PPS allow municipalities to have the option of requiring an assessment of the potential effects of a proposed development on the heritage attributes of the Heritage

Conservation District. Those attributes are general, as is shown in Section 7 of this Study, but they still require a compatible response (the Part IV designated property within the District may have more specific and detailed heritage attributes that must be addressed). In most municipalities, the study requested of proponents is a heritage impact study, prepared by a qualified heritage professional (usually a member of the Canadian Association of Heritage Professionals). Such studies describe the heritage attributes of the affected portion of the District, describe the proposed development, and assess the potential impacts of that development on the heritage attributes, all before recommending a conservation and development approach that may include mitigative actions or development options.



Study boundary in RFP

8.3 Boundary Option #1: RFP Version

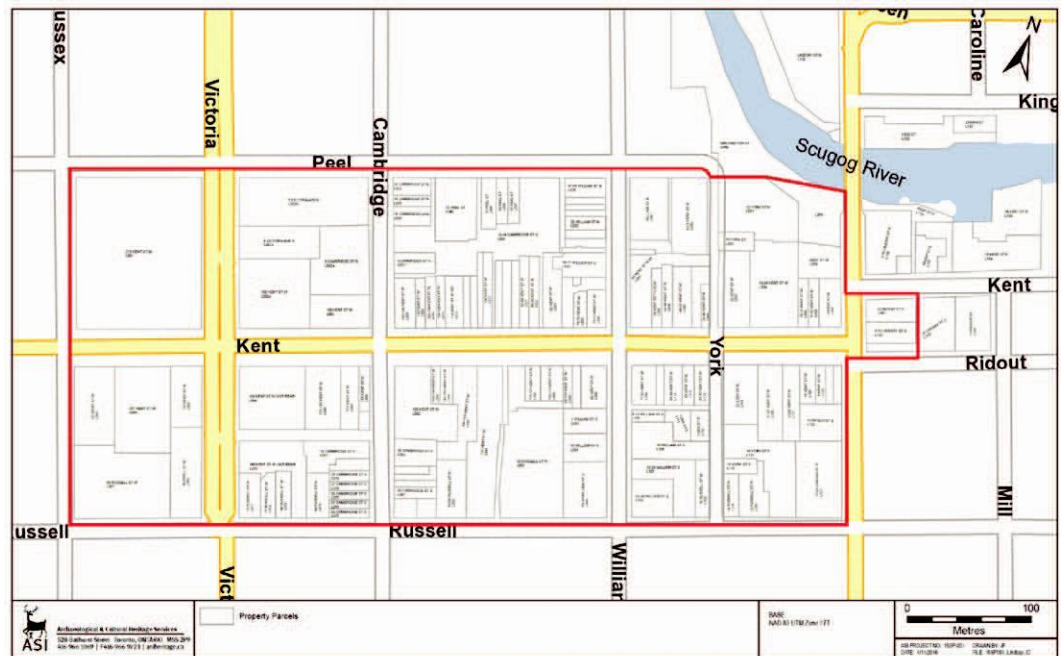
Advantages

This option captures the essential elements of the area's character that are found in properties within the downtown core and reflects the City's initial intent for District designation. The smaller number of properties within this boundary also reduces the workload of City staff and volunteer committee members. Including the rear parking lots ensures that these vacant lands are subject to the detailed policies and guidelines of the District Plan. Including portions of the Trent-Severn Waterway and former industrial properties on both sides of the river (not shown on this plan but proposed as a boundary extension early in the study process) offers opportunities to conserve and interpret private and municipal lands within these properties. Intact streetscapes along Cambridge and William Street would remain within the District boundary.

Disadvantages

Staying within the RFP boundary misses an opportunity to provide a better physical and historical context for the study area by including the properties on Lindsay Street. These properties are visually important because they close a key vista along Kent Street. They also include the Academy Theatre and are situated at the top of the escarpment that defines the physical limit of the eastern edge of the study area. By contrast, including the surface parking lots in the areas behind the main street and side street buildings means that properties, or portions thereof, from which physical remains have been removed, would still be subject to the District Plan policies and guidelines. There may be public scepticism over the purpose of including these lands when they lack significant built heritage resources and when control of new infill development is already subject to policies and guidelines found in the Official Plan, Zoning By-law and draft secondary plan. Including portions of the Trent-Severn Waterway raises issues of attempting to municipally designate federal property and also entails meeting any adjacency requirements of the federal, Provincial and municipal agencies responsible for those lands.

Boundary option #2



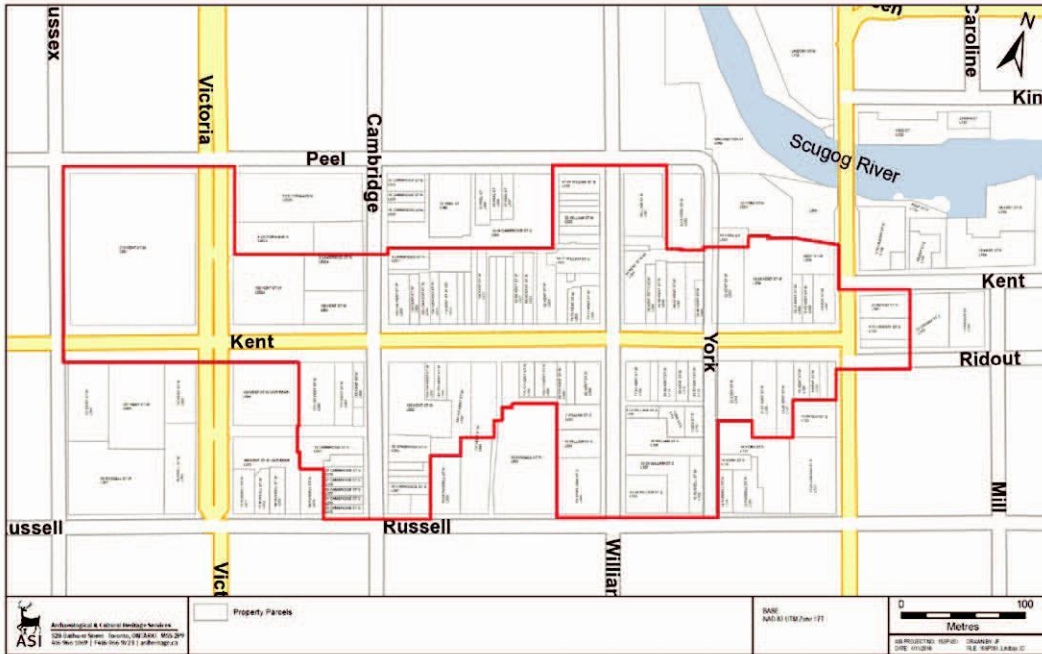
8.4 Boundary Option #2: Revisions to Add and Subtract Properties

Advantages

This option provides components of the existing setting that include important properties at the east end of the study area while excluding areas that are not key components of the study area's heritage character. As noted above, including these properties provides a more complete group of properties that more comprehensively express the historical evolution and heritage character of Downtown Lindsay while not also trying to include the riverfront industrial and canal properties (which may best be conserved by individual designation or by being made part of a separate Heritage Conservation District).

Disadvantages

Inclusion of the rear parking lots places vacant land under the District Plan policies and guidelines on new infill there. Conservation of the properties along the river will be reliant on individual designation or inclusion in a future Heritage Conservation District.



Boundary option #3

8.5 Boundary Option #3: Further Boundary Reductions

Advantages

This option narrows the focus of designation to those properties that have heritage significance themselves and excludes new infill that lacks heritage significance. Removal of the rear parking lots focuses the boundary on the intact physical fabric of the proposed District while still ensuring controls on new infill on those lots via the Official Plan and Zoning By-law policies and the adjacency provisions of the PPS. The boundary shown in Option #2 would be further reduced by removing properties at the northeast and northwest corners of York Street North as well as the post-WWII infill found in the north half of the Victoria/Peel/Cambridge block (i.e. the police station) and the entire SW quadrant of the former Queen's Square (i.e. the block bounded by Kent, Victoria, Russell and Sussex). Also removed would be the commercial atrium building at the SE corner of Kent and Victoria. As in the previous option, reducing the number of properties in the District reduces the work load of staff and volunteers in managing the District.

Disadvantages

This boundary is more complicated and removes properties that lack buildings but may still have associative historical value (such as Queen's Square). Adoption of this boundary may also set a precedent for altering the boundary to remove any of the post-WWII buildings that are not compatible with the predominant architectural styles and massing of the earlier buildings. The boundary would require a new survey to address properties where the boundary includes only a portion of the lot.

8.6 Proposed Boundary

The recommended boundary is the second option, for the reasons stated. It meets the goals set out by the City in the RFP while addressing comments from local residents and reflecting the results of research undertaken during this Study. It also allows the policies and guidelines of the Heritage Conservation District Plan to prevail when applied to the rear portions of the properties flanking the streets within the study area.

The proposed boundary addresses the Provincial criteria for boundary delineation as follows:

- Historic factors: incorporates the key physical components that represent the District's evolution
- Visual factors: includes the key architectural styles and elements, landscapes and view corridors
- Physical factors: uses major changes in land use, topography and building type to define its edges
- Legal or planning factors: follows the general boundaries of the original townsite subdivision and is confined to lands owned municipally or in private hands

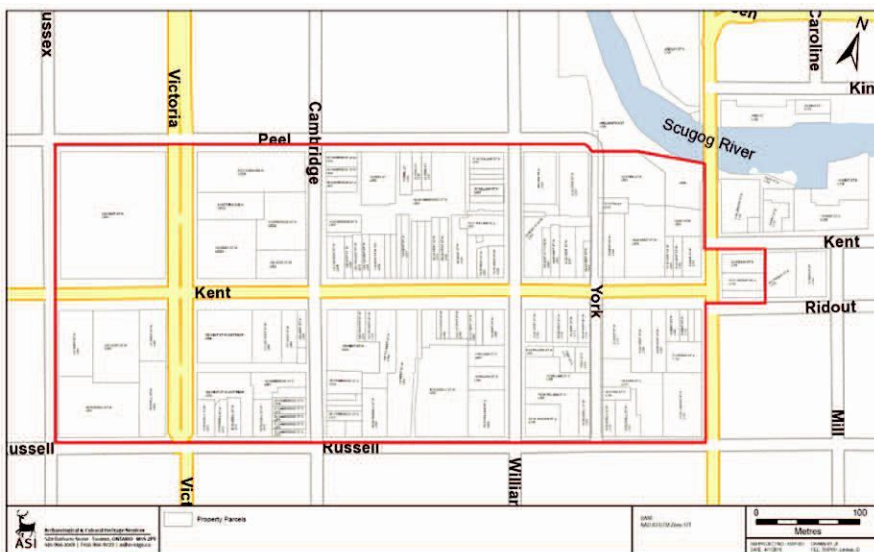
9. Conclusions and Recommendations

9.1 Conclusions

The City has identified the Downtown Lindsay area as a part of the municipality, and especially as a component of Lindsay, that merits consideration for designation as a Heritage Conservation District. Only District designation can ensure that changes to the area are managed in ways that are compatible with area character.

The current Study has confirmed the worth of these intentions and concluded that designation as a Heritage Conservation District is the best way for the municipality to conserve the area's cultural heritage resources. The Study is the first step in describing the area's heritage character and identifying the various heritage resources that comprise it. The next step is to prepare a Heritage Conservation District Plan in which are contained the policies and guidelines required to properly manage conservation and development.

In conclusion, this Study recommends that the Study area, as described in the chosen option and shown on the accompanying map, be designated as a Heritage Conservation District under Part V of the Ontario Heritage Act, and that Council authorize staff to proceed with preparation of a Heritage Conservation District Plan.



Boundary option #2

9.2 Recommendations

1. It is recognized that the Downtown Lindsay Area, as defined here, is of heritage significance for the following reasons:

- Historical association with the town's origins and, especially, the rebuilding of the downtown following the 1860s fire
- Architecture that generally follows a common 2-3 storey brick vernacular commercial style, predominantly Italianate Revival with some Second Empire and eclectic styles
- Integrity in some sections of largely uniform massing, setback and bay widths
- Architectural details at cornices, window surrounds and ground floor entrances and display windows
- Landmarks that include the Armoury/Queen's Square/civic complex at one end and the Academy Theatre block at the other
- Public open spaces that are concentrated at Queen's Square and the civic complex (with the addition of the closed portion of Victoria Street on market days)
- Overall spatial pattern/boundary features of a mixed use main street bookended by public land uses
- Vegetation pattern of ornamental tree, shrub and perennial/annual plantings in Queen's Park and the civic complex grounds, with the formal planting along the central median on Victoria Street as an added element
- Historic views east to the Academy Theatre block and west to the Armoury and up the hill; keyhole views to and from the street via walkways to the rear yards and laneways

The area's heritage value lies both in its collection of individually important properties and in its combination of these resources within a compact urban form. The area has value because of properties that represent key stages of the town's development, because the area is relatively unchanged, homogeneous and intact, and because it offers examples of some of the best buildings and commercial and institutional streetscapes in Lindsay.

2. It is recognized that the character of the study area conforms to the characteristics of heritage conservation districts, as defined by the Ministry of Tourism, Culture and Sport in the Ontario Heritage Tool Kit, in the following ways:

- A concentration of a wide range of heritage resources, linked by aesthetic, historical and socio-cultural contexts and use;
- A framework of structuring elements;
- A sense of visual coherence, and;
- A distinctiveness that enables the area to be recognized and distinguishable from neighbouring areas.

3. That the Downtown Lindsay Area, as defined as boundary option #2 on the accompanying map, should be designated as a Heritage Conservation District under Part V of the *Ontario Heritage Act*.

4. That Council should authorize staff to proceed with the preparation of a District Plan and guidelines.

5. The City should support the following initiatives to strengthen the ability of volunteers to assist in the ongoing inventory, evaluation and stewardship of cultural heritage resources within the study area:

- Training in research, inventory and evaluation of heritage properties, using the template shown in this study, and in accordance with the Historic Places Initiative and updating, as needed, the existing Town Register;
- Research and collection of information, including maps and personal documents, on the historical evolution of the Downtown Lindsay area;
- In-kind donations, of time and materials, to projects aimed at improving the public realm (e.g. tree planting) that follow guidelines provided as part of any Heritage Conservation District Plan, and;
- Participation in issue-based sub-committees addressing such concerns as property maintenance, parking and access, and tree preservation.

Appendices

A. Planning and Heritage Tools

B. Current City of Kawartha Lakes Official Plan Heritage Policies

C. Recommended Official Plan Amendments and Policies

D. Proposed Terms of Reference for Heritage Victoria

E. Cultural heritage resource inventory and evaluation

F. Acknowledgements and Meetings

G. Bibliography

A. Planning and Heritage Tools

<i>Under the Ontario Heritage Act</i>	
<input type="checkbox"/> Designation of an archaeological site under Part VI	In cooperation with the province, archaeological sites can be protected under Part IV of the Ontario Heritage Act. However, very few sites have been designated to date, and these sites tend to be very significant.
<input type="checkbox"/> Designation of a District under Part V	Under the <i>Ontario Heritage Act</i> , a municipality or any part of it, may be designated as a Heritage Conservation District. In order to become a district, it must be studied in accordance with OHA and any local requirements and it must be proved that there is sufficient reason from a cultural heritage perspective. If a study reveals that an area does have cultural heritage value, a plan must be developed in accordance with the requirements of the Act. An HCD cannot regulate use.
<input type="checkbox"/> Designation of individual properties under Section 34.5, Part IV	Under the <i>Ontario Heritage Act</i> , individual properties (and the heritage attributes related to that property) may be designated as being of Provincial Significance (meeting the criteria of O.Reg 10/06) by the Minister of Tourism, Culture, and Sport.
<input type="checkbox"/> Designation of individual properties under Section 29, Part IV	Under the <i>Ontario Heritage Act</i> , individual properties (and the heritage attributes related to that property) may be designated by a local municipality.
<input type="checkbox"/> Listing individual properties under Section 27	Where a property is in the process of being designated under Part IV or Part V of the OHA, or where a property is not considered to have sufficient value for a Section 29, Part IV designation, municipalities can formally add the property to its Heritage Register. Known colloquially as 'listing', this form of recognition effectively provides demolition control for 60 days; depending on the specific policies of a municipality. Including a property on a Register can also result in additional review and management requirements; also the 2014 PPS provides additional protections for 'listed' properties by referring to properties on official registers under its definition of 'significant' and stating that some properties may not be formally evaluated.'
<input type="checkbox"/> Easements/ Maintenance Agreements	Heritage Easement Agreements and Maintenance Agreements are another set of tools used to protect cultural heritage resources. An easement is an agreement that is entered into between the property owner and the municipality or Province and registered on title. A Heritage Easement Agreement typically identifies heritage attributes that are to be retained in perpetuity and may also set out permitted alterations and development. A Maintenance Agreement is similar, but may or may not be registered on title. An Easement or Maintenance Agreement is required in Ontario in order to receive Provincial Tax Refunds for heritage properties.

Under the Planning Act

<input type="checkbox"/> Official Plan policies	<p>An Official Plan is a statement of goals, objectives and policies for growth and development for a community for a 20 year period.</p> <p>In some instances, revisions to an Official Plan may result in a strengthened framework for heritage conservation planning such as ensuring there are adequate policies regarding adjacent properties or heritage impact assessment; changes to an OP can also address contradictions between existing policies by providing a clear policy direction. Further, as an Official Plan is issued under the Planning Act, a wider range of issues can be addressed, such as views and use.</p> <p>There are several issues that could be considered in particular.</p> <ol style="list-style-type: none"> 1) Views: While views can be addressed partially under the Ontario Heritage Act, their applicability is limited by property or district boundaries. The creation of specific OP policies that identifying specific views (which may or may not be heritage specific) allows for the wider protection of views, view cones, and viewsheds. 2) Use: Changes to the identified land-uses (and the necessary subsequent changes within the zoning by-law) can facilitate the protection of cultural heritage resources in specific circumstances. 3) If changes are necessary to the existing overarching heritage conservation planning policy framework for the community. These could include enhancing existing definitions, and creating new policies, such as Section 36, Section 37 or Section 28 Planning Act policies.
<input type="checkbox"/> Secondary Plan	<p>Area and secondary plans provide specific policies for areas identified within an Official Plan as requiring more detailed direction on topics such as land use, infrastructure, the natural environment, transportation and urban design. In some instances, a review of the identified issues as part of a Heritage Conservation District process reveals that a secondary plan is a more appropriate instrument to regulate change within a specific area. Again, like an Official Plan, a secondary plan can address issues of use. It can also include broader policies around urban form and design than can an HCD Plan.</p>
<input type="checkbox"/> Zoning and Form Based Zoning	<p>The purpose of a zoning by-law is to provide specific controls on land use. Specifically, a zoning by-law outlines how land may be used; where buildings and other structures can be located; the types of buildings that are permitted and how they may be used; and, the lot sizes and dimensions, parking requirements, building heights and setbacks from the street. One of the key purposes of zoning is to put an Official Plan into effect.</p> <p>More recently, form-based zoning has emerged as an alternative to more traditional types of zoning. It is a type of zoning that emphasizes the physical character of development. This type of zoning focuses on “how development relates to the context of the surrounding community, especially the relationships between buildings and the street, pedestrians and vehicles, and public and private spaces” (CMAP, 2013, 9.) This type of zoning puts a greater emphasis</p>

	on design, resulting in greater predictability about the visual aspects of changes in a community.
<input type="checkbox"/> Create policies for Neighbourhood/ Heritage Character Areas	<p>A Neighbourhood Character Area policy is typically integrated into an Official Plan or Secondary Plan. Focused less on the heritage aspects of a community, this type of policy seeks to consider a neighbourhood's sense of place, treating its public and private realms as a collective whole. This type of policy considers how the features of an area result in a particular character by assessing its key attributes, uses, and characteristics, the relationship between them, and how they play out in the physical realm.</p> <p>A Heritage Character Area is similar but instead focuses more specifically on the heritage attributes. It has been used in some communities as an alternative to a full heritage conservation district plan.</p>
<input type="checkbox"/> Design Guidelines	<p>Design guidelines can apply across an entire city or within a specific area. District or Area-Specific Urban Design Guidelines may focus on a particular property, block, neighbourhood or broader area, such as the development of an entire civic centre or new community and public spaces. Some of the guidelines focus on urban design matters, while others include design and other planning-related issues. They can be used to discuss issues such as infill, intensifications, new construction, streetscapes, accessibility, and how to integrate the natural/ built environments. As opposed to Heritage Conservation District Guidelines, general design guidelines tend to focus on broader design issues (although they can include sections on heritage conservation).</p>
<input type="checkbox"/> Community Improvement Plan	<p>A Community Improvement Plan (CIP) provides tools that allows a municipality to direct funds and implement policy initiatives toward a specifically defined area within its boundaries. Authorized under Section 28 of the Planning Act, when existing OP policies are in place, a municipality can use CIPs to encourage rehabilitation initiatives and/or stimulate development, promote place-making, and promote brownfield redevelopment. Financial tools available include tax assistance, grants or loans. CIPs are often used to promote private sector development.</p>

Other Tools

<input type="checkbox"/> Use of other legislation: The Municipal Act	<p>The Municipal Act grants municipalities the authority to pass by-laws, including by-laws respecting heritage (Section 11 (3) 5.). However Section 14 (2) of the Municipal Act specifies that in a conflict between a by-law and an Act, regulation or instrument where the by-law frustrates the purpose of the Act, regulation or instrument, the by-law will be without effect.</p> <p>The Municipal Act also enables a municipality to establish a program to provide tax incentives for an eligible heritage property (Section 365.2 (1)). An eligible heritage property is one that is designated under Part IV of the Ontario Heritage Act, is part of a Heritage Conservation District under Part V of the Ontario Heritage Act, is subject to an easement agreement under Section 37 of the Ontario Heritage Act, is subject to an easement agreement with the Ontario Heritage Trust under section 22 of the Ontario Heritage Act, is subject to an agreement with the local municipality in which it is located respecting the ‘preservation’ and maintenance of the property and that complies with additional eligibility criteria set out in the by-law created by the municipality allowing tax incentives for heritage properties under the Municipal Act.</p>
<input type="checkbox"/> Use of Other Legislation: The Ontario Building Code	<p>Under Ontario Building Code (OBC), the Ontario Heritage Act is considered applicable law. In particular, the CBO cannot issue a permit if it is contrary to applicable law (Section 8 (2) and Section 10(2)) and can issue a conditional permit that does not meet the Ontario Building Code if it meets applicable law and additional OBC requirements (Section 8 (3)).</p> <p>With regard to the definition of applicable law, O. Reg 332/12 specifically states what is covered.</p>
<input type="checkbox"/> Use of Other Legislation: Funeral, Burial and Cremation Services Act, 2002, S.O. 2002, c. 33	<p>The Funeral, Burial and Cremation Services Act addresses human remains (including their discovery) and cemeteries. It is a key piece of legislation that should be considered when addressing a cultural heritage resources that does or could contain human remains.</p>
<input type="checkbox"/> Use of Other Legislation: Environmental Assessment Act	<p>Under the Environmental Assessment Act, “environment” is understood to mean:</p> <ul style="list-style-type: none"> a) Air, land or water, b) Plant and animal life, including human life, c) The social, economic and cultural conditions that include the life of humans or a community, d) any building, structure, machine or other device or thing made by humans, e) any solid, liquid, gas, odour, heat, sound, vibration or radiation resulting directly or indirectly from human activities, or f) any part or combination of the foregoing and the interrelationship between any two or more of them, in or of Ontario.

	<p>Cultural heritage conservation within the Environmental Assessment Act ensures that cultural heritage resources will be conserved in municipal projects. Cultural heritage resources with the potential to be impacted by transportation, water or sewage infrastructure projects, for example, will be identified, assessed, and protected from impact by various conservation tools available.</p> <p>The Environmental Assessment Act aims to provide for the protection, conservation and wise management of Ontario's environment. It applies to all public activities including projects undertaken by municipalities, public utilities and conservation authorities. An analysis of the environment through an Environmental Assessment includes evaluation of "cultural conditions that include the life of humans or a community" and "any building, structure, machine or other device or thing made by humans" which includes artifacts, places, buildings and structures considered to be potential cultural heritage resources. Where municipal projects such as transportation, water, or sewer infrastructure projects under Municipal Class Environmental Assessment, may impact heritage properties, cultural landscapes or archaeological sites, these cultural heritage resources are to be identified, assessed and protected from impact.</p>
<input type="checkbox"/> Modification to site alteration or foundation permit by-laws	<p>The addition of policies into these by-laws can ensure that cultural heritage resources are addressed in advance of any work that may occur on a property.</p>
<input type="checkbox"/> The development of interpretative plans or heritage master plans.	<p>The current legislative environment does not yet address intangible heritage or lost heritage effectively nor does it give express instruction or direction on interpretation. These tools help to identify why cultural heritage resources are important and provide tools to that end.</p>
<input type="checkbox"/> Demolition Control By-laws	<p>Some municipalities include properties on their Heritage Register as properties that have demolition control to provide added protection.</p>

B. Current City of Kawartha Lakes Official Plan Heritage Policies

10. CULTURE AND HERITAGE

10.1. GOAL

Encourage the conservation and enhancement of cultural heritage resources.

10.2. OBJECTIVES

- a) To conserve and enhance the City's cultural and heritage resources. Features of particular interest include buildings, structures and significant structural remains, areas of unique or rare composition, landscapes of scenic value, artifacts, archaeological sites, cemeteries and burial grounds.
- b) To raise public awareness and celebrate the history of the community.
- c) To encourage participation and involvement in preservation and restoration efforts and foster the community's understanding and appreciation of the area's heritage resources.

10.3. ARCHAEOLOGICAL CONSERVATION

- a) The City will continue to notify recognized archaeological conservation agencies and First Nations of relevant requests for planning approvals with respect to such matters as Official Plan and zoning amendments, subdivision and condominium applications, and applications for site plan approval;
- b) The City intends to allow recognized archaeological conservation agencies an opportunity to comment on the archaeological potential of development and redevelopment sites;
- c) The City intends to facilitate dialogue among the agencies, private interests and the City with respect to the discovery and identification of archaeological resources.

10.4. HERITAGE VICTORIA

- a) The Ontario Heritage Act provides for the creation of a Municipal Heritage Committee. Within the City of Kawartha Lakes, it is known as Heritage Victoria (formerly the City of Kawartha Lakes Local Architectural Conservation Advisory Committee). Heritage Victoria advises and assists Council on matters concerning conservation and designation of buildings of historic or architectural value. This may include the designation of individual properties as well as the designation of a group of properties as a Heritage Conservation District. In addition, the committee will undertake a public education initiative and establish criteria to manage an inventory database of the City's current and candidate heritage resources.

10.5. HERITAGE

- a) The City shall encourage the conservation and preservation of its significant built heritage resources, significant cultural heritage landscapes and significant archaeological resources.
- b) Through the review of development applications, the City shall require archaeological assessment by an archaeologist licensed by the Province where identified archaeological resources exist or where the potential for such resources exist.
- c) Development in areas considered to be of architectural or historical value shall have regard for the conservation and preservation of architecture or historic buildings, features or sites therein.

- d) The City recognizes that the City's heritage resources include individual buildings, group of buildings, streetscapes, neighbourhoods, landscaping and landmarks. For the purpose of this section, the term "building" is considered to include both buildings and structures and the term "conserve" is generally considered to mean retention of the existing form, material and integrity of site.
- e) The City shall consider a range of conservation and preservation tools if significant archaeological sites are to be protected in-situ, including the use of archaeological zoning bylaws, site plan control agreements and conservation easements.
- f) The City shall require development proponents to conserve such resources through preservation in-situ, documentation, avoidance and/or removal.
- g) The City shall ensure land development adjacent to protected heritage properties are not adversely impacting identified heritage attributes of these properties.
- h) The City shall apply the provisions of the Cemeteries Act and its regulations when marked and unmarked cemeteries or burial places are encountered during development, assessment or any excavation activity.
- i) The City shall encourage comprehensive cultural heritage resource mapping, archaeological resource mapping, heritage master planning and other heritage site inventories for the City;
- j) The City shall seek the advice of the Province regarding cultural heritage conservation matters when appropriate.

C. Recommended Official Plan Amendments and Policies

- 1) **OP Policies Enabling the creation of heritage conservation districts.** While Dillon recommended the inclusion of policies in both the Official Plan and Secondary Plans for the creation of heritage conservation district, the Ontario Heritage Act requires that Official Plan policies be in place.

41. (1) Where there is in effect in a municipality an official plan that contains provisions relating to the establishment of heritage conservation districts, the council of the municipality may by by-law designate the municipality or any defined area or areas thereof as a heritage conservation district

Further, by limiting policies to a Secondary Plan areas, which tend to be more urbanized, the municipality may be preventing itself from considering rural heritage conservation districts, or as recommended in the Integrated Community Sustainability Plan, natural heritage conservation districts. To this end the following policy is recommended for inclusion within the City of Kawartha Lakes' Official Plan, possibly in Section 10.5.

The City will investigate areas of the City for consideration as heritage conservation districts. This analysis will be consistent with the requirements of Part V of the Ontario Heritage Act. Where it is determined that an area is eligible for designation as a heritage conservation district, and the process moves onto the Plan and Guidelines phase, any Plan and Guidelines document prepared must be consistent with the requirements of Part V of the *Ontario Heritage Act*. Candidate areas to be analyzed including, but are not limited, to the following:

- Fenelon Falls (Oak Street)
- Fenelon Falls (Downtown)
- Lindsay (Downtown)
- Bobcaygeon (Downtown)
- Omemee (Main Street Area)
- Woodville (Main Street Area)
- Kinmount (Main Street Area)
- Sturgeon Point

This policy would need to be put in place in order for any heritage conservation district plan and guideline to be implemented.

- 2) **New OP Policies:** Further, since the City's OP was created, a new Provincial Policy Statement was issued in 2014. In addition, some of the recommendations provided in *The Natural Heritage and Cultural Heritage Policy Paper for Kawartha Lakes Community Based Secondary Plans (2012)* should also be implemented. Recommended changes to the existing City of Kawartha Lakes' OP policies (as well as the Town of Lindsay OP) and definitions are as follows:

City of Kawartha Lakes OP

10. CULTURE AND

HERITAGE 10.1. GOAL

Encourage the conservation and enhancement of cultural heritage resources.

10.2. OBJECTIVES

- a) To conserve and enhance the City's cultural heritage resources.
- b) To raise public awareness and celebrate the history of the community.
- c) To encourage participation and involvement in conservation efforts and foster the community's understanding and appreciation of the area's cultural heritage resources.

10.3. ARCHAEOLOGICAL CONSERVATION

- a) Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
- b) Any archaeological assessment report prepared on an area located within Kawartha Lakes must be filed with the City at the time the report is filed with the Provincial Government.
- c) It is the policy of the City to keep confidential the existence and location of archaeological sites to protect against vandalism, disturbance, and the inappropriate removal of resources.
- d) The City will consider the development of an Archaeological Management Plan
- e) The City shall consider the interests of Aboriginal communities in conserving archaeological resources.

10.5. HERITAGE CONSERVATION:

- a) Cultural heritage resources of significant cultural heritage value or interest shall be identified, protected, and conserved.
- b) The City of Kawartha Lakes shall not permit the demolition, destruction or alteration or reuse of cultural heritage resources that results in the loss of identified cultural heritage values or interest and/or identified heritage attributes. If there is no other option, prior to the demolition or alteration of a cultural heritage resource, documentation shall be required of the property to the satisfaction of the City, and any appropriate advisory committee.
- c) Cultural heritage resources shall be maintained in situ and in a manner that prevents deterioration and conserves the identified cultural heritage values or interest and/or identified heritage attributes of the cultural heritage resource.
- d) The City shall use the tools available to it under the *Municipal Act*, the *Planning Act*, the *Environmental Assessment Act*, and the *Ontario Heritage Act* to conserve cultural heritage resources.
- e) The municipal shall maintain a Register of Heritage Properties as per the requirements of the *Ontario Heritage Act*.
- f) Public works shall conserve cultural heritage resources.
- g) The City shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.
- h) The City may require that a heritage impact assessment be prepared by a qualified person to the satisfaction of the City for any development or site alteration that has the potential to impact a cultural heritage resource.
- i) The City shall lead the community in the management of its cultural heritage resources by providing good examples of proper heritage stewardship in the care and management of the municipally owned heritage properties

j) The City shall consider the interests of Aboriginal communities in conserving cultural heritage resources.

k) The City shall use heritage easements as a means of protecting significant *cultural heritage resources*, where appropriate.

l) The City shall consider a range of conservation and planning tools to conserve cultural heritage resources.

m) The City shall apply the provisions of the *Funeral, Burial and Cremation Services Act* and its regulations when marked and unmarked cemeteries or burial places are encountered during development, assessment or any excavation activity.

n) The City shall seek the advice of the Province regarding heritage conservation matters when appropriate.

36.1. APPENDIX A - BACKGROUND STUDIES

Stage 1: background study and property inspection

The consultant archaeologist determines whether there is potential for archaeological sites on the property. He or she reviews geographic, land use and historical information for the property and the relevant surrounding area, visits the property to inspect its current condition and contacts this ministry to find out whether or not there are any known archaeological sites on or near the property. A Stage 2 assessment is required when the consultant archaeologist identifies areas of archaeological potential.

Stage 2: property assessment

The consultant archaeologist surveys the land to identify any archaeological resources on the property being developed. For a ploughed field, he or she will walk back and forth over it looking for artifacts on the surface. In forests, overgrown pasture areas or any other places that cannot be ploughed, he or she will dig parallel rows of small holes, called test pits, down to sterile subsoil at regular intervals and sift the soil to look for artifacts. He or she may use other strategies if properties are paved, covered in fill or have deeply buried former topsoils (such as floodplains or former sand dunes). The consultant archaeologist will help determine whether any archaeological resources found are of sufficient cultural heritage value or interest to require Stage 3 assessment.

Stage 3: site-specific assessment

This stage is for all archaeological sites that may be of cultural heritage value or interest. The consultant archaeologist accurately determines the size of the archaeological site, evaluates its cultural heritage value or interest and, where necessary, makes recommendations for Stage 4 mitigation strategies. To this end, he or she conducts further background research and fieldwork that expands the information gathered in Stage 2. He or she maps the spatial limits of a site and acquires further information about the site's characteristics by excavating one-metre by one-metre square test units across the site. Based on circumstances, some sites, for example ones that have been paved or are deeply buried, may require specialized methods of assessment.

Stage 4: mitigation of development impacts

This stage involves implementing conservation strategies for archaeological sites that are of cultural heritage value or interest. Determining the best approach for conserving the site may include reviewing possible strategies with the development proponent, the municipality or other approval authority, Aboriginal communities, and other heritage stakeholders.

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Additional Notes:

The City should develop/revise the following definitions in relation to cultural heritage. Many of these terms are defined in whole or in part in existing legislation or policy, but can be enhanced or modified slightly.

- ☐ Adjacent
- ☐ Alter
- ☐ Statement of Cultural Heritage Value or Interest
- ☐ Areas of archaeological potential
- ☐ Archaeological fieldwork
- ☐ Archaeological resources
- ☐ Archaeological site
- ☐ Artifact
- ☐ Built heritage resource
- ☐ Conservation/ Conserved
- ☐ Cultural Heritage Resource
- ☐ Heritage attributes
- ☐ Marine archaeological site
- ☐ Protected heritage property
- ☐ Significant:

In addition the City should consider adding in revisions to the following Policy sections to link more directly with cultural heritage conservation.

- ☐ Policy 9.1
- ☐ Policy 9.3
- ☐ Policy 31
- ☐ Policy 34.4
- ☐ Policy 34.6
- ☐ Policy 34.7
- ☐ Policy 34.11

Town of Lindsay

Generally the Town of Lindsay Official Plan already has some existing language that would enable the creation of a HCD within the former Town's limits. However, the language, being reflective of the time in which it was written, does not necessarily reflect current PPS and OHA language and requirements. To this end the following changes are recommended:

Revision to Section 3.3.1 (Paragraph 1):

New language: The municipality's *Cultural Heritage Resources* shall be conserved. It is the intent of the municipality to integrate and balance the conservation of cultural heritage resources with other planning and legislative requirements.

'*Cultural Heritage Resources*' need to be defined.

Revision to Section 3.3.2.

Delete and replace with the following:

It is the policy of the municipality that:

- f) *Cultural heritage resources* of significant cultural heritage value or interest shall be identified, protected, and conserved.
- g) The municipality shall not permit the demolition, destruction or alteration or reuse of *cultural heritage resources* that results in the loss of identified cultural heritage values or interest and/or identified heritage attributes. If there is no other option, prior to the demolition or alteration of a cultural heritage resource, documentation shall be required of the property to the satisfaction of the City, and any appropriate advisory committee.
- h) *Cultural heritage resources* shall be maintained in situ and in a manner that prevents deterioration and conserves the identified cultural heritage values or interest and/or identified heritage attributes of the *cultural heritage resource*.
- i) The municipality shall use the tools available to it under the *Municipal Act*, the *Planning Act*, the *Environmental Assessment Act*, and the *Ontario Heritage Act* to conserve *cultural heritage resources*.
- j) The municipality shall create and maintain a municipal heritage committee to advise on matters of cultural heritage.
- k) The municipal shall maintain a Register of Heritage Properties as per the requirements of the *Ontario Heritage Act*.
- l) Public works shall conserve *cultural heritage resources*.
- m) The municipality shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.
- n) The municipality may require that a heritage impact assessment be prepared by a qualified person to the satisfaction of the municipality for any development or site alteration that has the potential to impact a *cultural heritage resource*.
- o) The municipality shall lead the community in the management of its *cultural heritage resources* by providing good examples of proper heritage stewardship in the care and management of the municipally owned heritage properties.
- p) The municipality shall consider the interests of Aboriginal communities in conserving *cultural heritage resources*, including archaeological resources, as well as for the protection of human remains.
- q) The municipality shall use heritage easements as a means to protect significant *cultural heritage resources*, where appropriate.
- r) The municipality shall consider a range of conservation and planning tools to conserve *cultural heritage resources*.

- s) The municipality shall apply the provisions of the *Funeral, Burial and Cremation Services Act* and its regulations when marked and unmarked cemeteries or burial places are encountered during development, assessment or any excavation activity.
- t) The municipality shall seek the advice of the Province regarding heritage conservation matters when appropriate.
- u) Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.
- v) Any archaeological assessment report prepared on an area located within Kawartha Lakes must be filed with the municipality at the time the report is filed with the Provincial Government.
- w) It is the policy of the municipality to keep confidential the existence and location of archaeological sites to protect against vandalism, disturbance, and the inappropriate removal of resources.
- x) The municipality shall consider the development of an Archaeological Management Plan.

Revision to Section 3.3.3.

The current statement is acceptable, and would enable the creation of the heritage conservation district, but some of the wording needs updating. To that end, it is recommended that Paragraph 2 be deleted and replaced with the following:

This analysis of a potential heritage conservation districts shall be consistent with the requirements of Part V of the *Ontario Heritage Act*. Where it is determined that an area is eligible for designation as a heritage conservation district, and the process moves onto the Plan and Guidelines phase, any Plan and Guidelines document prepared must be consistent with the requirements of Part V of the *Ontario Heritage Act*. Candidate areas to be analyzed including, but are not limited, to the following:

- Lindsay (Downtown)

Delete Section 3.3.4

A reference to the MHC has been added in Section 3.3.2, and recommended changes to the MHC terms of reference has been provided.

- 3) **Creation of a Heritage Permit Application System:** Under the *Ontario Heritage Act*, changes to heritage properties require a review to ensure that any proposed works will not have a negative effect on identified heritage values or heritage attributes. To this end, the development of a formal *Application for Alteration under the Ontario Heritage Act* form and process helps to effectively manage application submissions and review. As part of this process, the municipality should explore the development of a delegated authority by-law for staff approvals of specific works, and should develop a specific definition of 'maintenance.' The definition of maintenance is recommended as maintenance does not require any approvals nor do works that have no impact on identified heritage values or heritage attributes.
- 4) **Creation of Heritage Impact Assessment Terms of Reference.** HIAs have become key tools across the province. It is a study designed to assess the impact of a proposed development or site alteration on cultural heritage resources and to recommend an overall approach to the

conservation of the cultural heritage value of the resources. There are numerous models in place across the province, but in general, they should include the following information as a minimum:

1) Introduction to Development Site

A basic overview of the property including a site plan of the existing conditions, area/size, general topography and physical description, and a description of the cultural heritage resources on site. The site is clearly and precisely defined using the municipal address, legal description, and assessment roll. The physical context of the subject property, including its immediate neighbourhood, adjacent properties, adjacent heritage interests, and physical features is described. The name and contact information for the proponents (developer/owner) should be included (separated out if HIA is published due to FOI legislation).

2) Background Research and Analysis

This includes a written and visual analysis of the site's cultural heritage value and an overview of the site's history completed in the previous phase. This can be attached as an Appendix. If the property is already designated or part of an HCD, this should be scoped accordingly. The purpose of the HIA at this stage should not be overly focused on the history of the property, but on its heritage values and heritage attributes.

3) Policy Review

A review of applicable legislation and policy related to the property should be provided. The analysis must consider Provincial legislation/policy and municipal policies/bylaws. This review does not address all policies/legislation, but is instead focused on the applicable policies/legislation as they apply to heritage conservation. This is particularly germane if the HIA is being prepared as part of Planning Act application.

4) Statement of Cultural Heritage Value and Heritage Attributes

The HIA should include the Statement of Cultural Heritage Value and Heritage Attributes for the property developed in the first phase.

5) Assessment of Existing Conditions

It is recommended the report outlines the existing conditions of the site and heritage attributes, particularly if the statement of cultural heritage value or the listing of the heritage attributes is older. This should include photos and/or drawings where appropriate.

6) Description of the Proposed Development or Site Alteration

The overall project including any physical site alteration proposed should be described. A written summary of the proposed development or site alterations is included. Site plans showing context and architectural drawings, showing all four elevations of the proposed development must be included for alterations and new construction where there is potential for impact.

7) Impact of Development or Site Alterations

Positive and negative impacts of the proposed alterations on the heritage attributes and any adjacent heritage properties or identified cultural heritage landscape should be described.

8) Considered Alternatives and Mitigation Strategies

Where there is to be a significant impact that will affect the cultural heritage value(s) or heritage attributes of the property, the report must provide a detailed discussion and description of alternative conservation options that have been considered for the site as well as which option is preferred and why. A summary of conservation principles and how they will be used must be

included. These conservation principles may be found in publications such as the Parks Canada – Standards and Guidelines for the Conservation of Historic Places in Canada. (It should be noted that the option to use different heritage conservation standards is appropriate where applicable.) If there is no significant impact, there must be a clear statement why there is no impact.

9) *Recommendations and Next Steps*

The report should provide the client and municipality with a clear statement of whether the development is appropriate, define any reservations and recommendations, and outline next steps for work on the property.

The HIA should also include:

- a statement concerning when any field work was undertaken and who the consultant contacted as part of the process.
- a bio of the person(s) including their accreditation who prepared the report
- a list of persons contacted and references used

The Terms of Reference of an HIA should be adopted by Council either by Resolution, By-law, or as Part of the Official Plan. There should be specific references to the HIA in the Official Plan and any Secondary Plan as a possible required study.

- 5) **Property Standard By-laws Amendments:** Changes to the Ontario Heritage Act now enable municipalities to include specific provisions in their property standards by-laws for the conservation of cultural heritage resources, including their heritage attributes. To this end, it is recommended that the municipality include a provision within both of its by-laws to the following effect:

If property is protected under the *Ontario Heritage Act*, the owner will ensure that identified heritage attributes are conserved in accordance with not only this by-law, but also in accordance with the requirements of the Ontario Heritage Act. Works on properties protected under the *Ontario Heritage Act* may require an *Application for Alteration under the Ontario Heritage Act*.

D. Proposed Terms of Reference for Heritage Victoria

Heritage Victoria: It is recommended that the Terms of Heritage Victoria be revisited and updated. In particular, the term LACAC has not been used since 2002, and specific language around 'municipal heritage committee' should be included. Specifically, the following changes should be made:

1. Section 28 of the *Ontario Heritage Act*, R.S.O. 1990, c.O.18 provides that the council of a municipality may establish a local advisory committee to be known as a municipal heritage committee to advise and assist the council on all matters relating to the *Ontario Heritage Act*.
2. The Council considers it advisable to establish a municipal heritage committee for Kawartha Lakes.
 - 1.1 **Definitions:** In this by-law:
 - (a) **"Heritage Victoria Committee" or "Heritage Victoria"** means the municipal heritage committee established by this By-law pursuant to the *Ontario Heritage Act*.
 - 2.1 **Establishment:** A municipal heritage committee as contemplated by the Ontario Heritage Act is established for the City, to be known as "Heritage Victoria".
 - 2.2 **Mission and Objectives:** Heritage Victoria, is a volunteer Municipal Heritage Committee (MHC) appointed by Council to assist and provide guidance on cultural heritage matters.
Heritage Conservation is a method of identifying, protecting, and promoting the heritage of our community through the protection of cultural heritage resources.
Heritage Victoria will advise Council on matters relating to the *Ontario Heritage Act*. [There are a number of additional sections of the OHA which may benefit from a MHC comment]
 - 2.6 **Resources:** Economic Development, Development Services, Planning Division and/or the Clerk's Office will provide support in the form of advice, day-to-day liaison with the City, updates on program and promotional ideas and initial assistance in their implementation to the degree resources are available. The Departments will also assist in the preparation and submission of budget requests/grant submissions if needed.

- 2.7 **Staff Assigned:** Staff from **Economic Development and/or** Development Services, Planning Division and/or the Clerk's office will be available to assist Heritage Victoria as outlined under "Resources" and to attend meetings of Heritage Victoria upon request, but will not constitute a voting member.
- 3.1 **Meetings:** The Heritage Victoria Committee shall hold a minimum of **eight (8)** meetings in each calendar year. *[There is a 90 day limit on Council to respond to an Application for Alteration, otherwise it is automatically considered approved. In addition, demolitions under the Ontario Heritage Act for Section 27 properties necessitate a 60 day response from Council.]*
- 4.1 ~~**Evaluation:** Heritage Victoria shall establish criteria for the evaluation of properties of architectural and/or historical value or interest. *[This sentence is contrary to the Ontario Heritage Act; the criteria for designation is predetermined via O.Reg 9/06.]*~~
- 4.2 ~~**List:** Heritage Victoria shall prepare and maintain a list of properties and areas worthy of conservation. *[This sentence is contrary to the Ontario Heritage Act; the Clerk must maintain the Register. New recommended wording has be provided below.]*~~
Register: The Municipality shall maintain a Register in accordance with Section 27 of the Ontario Heritage Act. Heritage Victoria will provide suggestions on possible additions to this register.
- 4.3 **Advice:** Heritage Victoria shall provide advice to Council on the means of conserving heritage properties and areas. Heritage Victoria shall advise Council with respect to current heritage conservation legislation and programs. The Heritage Victoria Committee shall advise Council with respect to all matters covered by **the Ontario Heritage Act**.

E. Cultural heritage resource inventory and evaluation

A (i) Built heritage and cultural landscape

The built heritage and cultural landscape inventory will be provided as a separate document due to its large size.

A (ii) Archaeological Potential

Archaeological site means any property that contains an artifact or any other physical evidence of past human activity that is of cultural heritage value or interest. **Artifact** means any object, material or substance that is made, modified, used deposited or affected by human action and is of cultural heritage value. **Areas of archaeological potential** means areas with the likelihood to contain archaeological resources. Methods to identify archaeological potential are established by the Province, through the Ministry of Tourism, Culture and Sport's 2011 *Standards and Guidelines for Consultant Archaeologists*. This document identifies a series of generic criteria that should be used to identify areas of archaeological potential, including physiography and distance to water and landscape integrity. The location and distribution of known archaeological sites are also important considerations.

For the purposes of the Lindsay HCD study, the identification of archaeological potential was based primarily on proximity to water and soil drainage. A request was made to the Ministry of Tourism, Culture and Sport for records of all archaeological sites registered in the Ontario Archaeological Site Database in the City of Kawartha Lakes. The closest site to the Lindsay HCD is BcGq-12, a Euro-Canadian farmstead located over a kilometre from the study area. The distance of the site makes it unlikely that its presence would affect the archaeological potential in the HCD study area positively or negatively.

Attention was then turned to overall distribution of all registered sites within the City of Kawartha Lakes, of which there are 162, to identify trends or patterns in registered site location. Eighty-seven of the 162 sites represent pre-contact Aboriginal sites that constitute more than an isolated find of an artifact and so are suggestive of a deliberate occupation of that particular place rather than the random loss or discard of an item. Of these 87 sites 64 (74%) fall within 250 m of a water source, indicating that this represents a reasonable threshold for archaeological potential modeling purposes.

By virtue of its location on the Trent River, and the former presence of a minor tributary stream as shown on the 1860 map of the town, a preliminary 250 m water buffer results in 99% coverage of the Lindsay HCD study area. This is not, in and of itself, a particularly useful characterization of the true archaeological potential of the HCD.

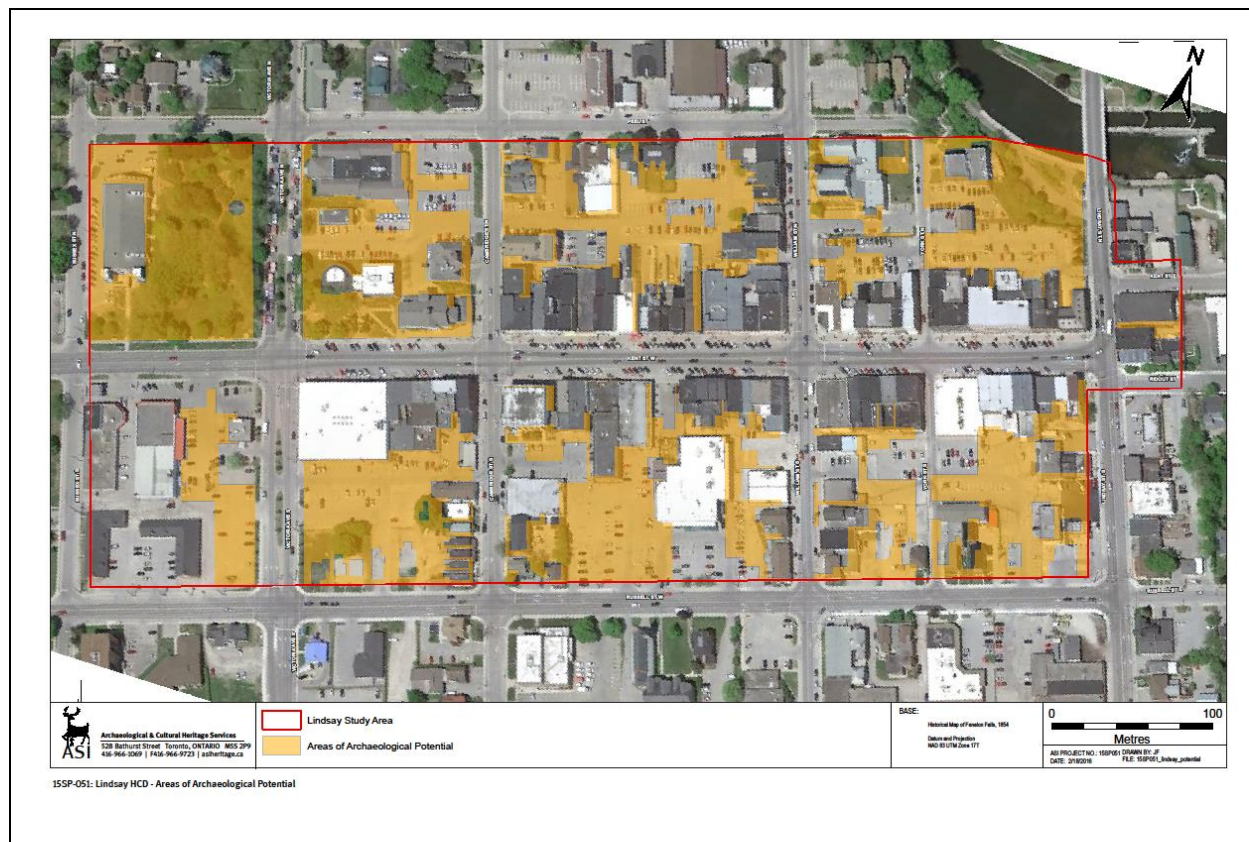
The next step, therefore, was to examine available soil survey data. The Lindsay HCD sits on imperfectly drained clay loam soil. Because there are no mapped areas poorly drained soil that would be less attractive to settlement, the soils criterion has no impact on the archaeological potential zone.

The final step in the process was to examine existing conditions within the study area to identify, at a general level, those areas where modern development activities have resulted in such drastic alterations to the landscape that they would have removed any archaeological resources that may have been present. This was accomplished through review of current and historical mapping and aerial photography. On this basis, lands currently or formerly occupied by major roadways, railway lines, and twentieth-century building footprints, etc. were removed from consideration. On this basis, approximately 37% of the landmass of the Lindsay HCD study area is deemed to retain potential for the presence of archaeological

resources related to either the Aboriginal occupations of the area or the early Euro-Canadian development of the town.

Having identified the archaeological potential of the study area through this process, it must be noted that:

- ☐ neither this nor any model can specifically predict where a site or sites will be found;
- ☐ neither this nor any model can specifically predict where a site or sites will not be found;
- ☐ some sites will occur in areas where the model predicts they are not likely to occur; and
- ☐ this and any such models must remain open to revision in light of new data.



F. Acknowledgements and Meetings

Acknowledgements

The Study team would like to thank the following persons and groups for their contributions to the Study. Debra Soule of the City was constantly supportive, as were Chris Marshall, Rebecca Mustard, Doug Carroll and Richard Holy. The members of the Study Advisory Committee offered valuable advice and were a liaison with their constituents. Others who the consultants were advised to contact and who provided historical background, archival information and comments on heritage character included:

- ☐ Rick Harding
- ☐ Glen Warburton
- ☐ Jake and Julie Norris
- ☐ The Found family
- ☐ Steve Podolsky
- ☐ Neil Arbour
- ☐ Melissa Dokis (Curve Lake First Nation)
- ☐ Anne Taylor, Tom Cowie (Hiawatha First Nation)

Special thanks also to Andrea Koteles of the City Archives for a wealth of historical information and imagery and to Ian McKechnie of the Olde Gaol Museum for additional sources of research material. The staff of Blewett Printing kindly provided access to their collection of historical photographs used in their calendars.

Meetings

Several client and public meetings for the Downtown Lindsay HCD Study were held during the course of the Study. These included:

- ☐ 11 September, 2015: start-up meeting with the client
- ☐ 21 September, 2015: meeting with the Advisory Committee
- ☐ 16 October, 2015: meeting with City Planning staff
- ☐ 28 January, 2016: meeting with the Advisory Committee
- ☐ 23 April, 2016: public information meeting (at seniors' centre)
- ☐ 25 April, 2016: meeting with Advisory Committee; meeting with City Planning and heritage staff
- ☐ 31 May, 2016: presentation to Special Meeting of City Council

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Conservation Advisory Committee, Town of Lindsay/Blewett Printing