



Municipal Heritage Committee Report

Report Number: KLMHC2022-038
Meeting Date: June 2, 2022
Title: **Old Mill Heritage Conservation District Study**
Description: Presentation of the Old Mill Heritage Conservation District Study
Author and Title: Emily Turner, Economic Development Officer – Heritage Planning

Recommendation:

That Report KLMHC2022-038, **Old Mill Heritage Conservation District Study**, be received;

That the recommendations of the Old Mill Heritage Conservation District Study, as attached as Appendix A, be endorsed;

That the preparation of a heritage conservation district plan for the area identified in the recommended boundary be endorsed; and

That this recommendation be forwarded to Council for approval.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

At its meeting of May 15, 2018, Council received a deputation from a representative of the Old Mill neighbourhood in Lindsay requesting to designate the area as a heritage conservation district (HCD). An accompanying petition was included alongside the deputation. The area proposed for a potential district included the area bounded by the Scugog River, Durham Street East, and Lindsay Street South to the east of downtown Lindsay. This area was identified in 2015 as part of the Downtown Lindsay Heritage Conservation District Study, by both the consultants who undertook that study and the community, as having the potential to be designated in future as an HCD itself due to its significance as the original settlement site in Lindsay and for its large collection of nineteenth and early twentieth century residential properties. In response to the petition and deputation, Council passed the following motion:

CR2018-300

Moved By Councillor Stauble

Seconded By Councillor Strangway

That the deputation of John Ireland, regarding **Request for Designation of Old Mill Heritage Conservation District**, be received and referred to staff for a report back to Council.

Carried

The first step to designating an area as a heritage conservation district is the initiation and completion of a heritage conservation district study as outlined under Section 40 of the Ontario Heritage Act. The study is initiated by Council in consultation with its municipal heritage committee. After undertaking some preliminary research in response to Council's direction, staff determined that this area was suitable for a heritage conservation district study to take place because of its historic significance within the town of Lindsay. The Kawartha Lakes Municipal Heritage Committee concurred and recommended to Council that a study be initiated. At its meeting of June 23, 2020, Council passed the following resolution:

CW2020-086

Moved By Councillor Elmslie

Seconded By Councillor Yeo

That Report ED2020-009, **Proposed Old Mill Heritage Conservation District Study**, be received;

That staff be authorized to proceed with a Heritage Conservation District Study of the Old Mill neighbourhood in Lindsay;

That the Old Mill Heritage Conservation District Study area be within the boundary identified in Appendix C to Report ED2020-009.

Carried

In response to the Council resolution, staff have prepared a heritage conservation district study for the Old Mill area of Lindsay. The Committee formed a subcommittee to assist with the study. The study was undertaken between July 2020 and April 2022 and is attached to this report at Appendix A. Appendix C of the Study itself has been attached to this report as Appendix B due to its large file size.

The study was originally scheduled for completion in summer 2021, but the development of the study was significantly impacted by the ongoing COVID-19 pandemic. In particular, the restrictions on in-person gatherings imposed at various times since early 2020 made public consultation for this project challenging; similarly, the lockdowns imposed throughout the pandemic limited when in-field data collection and archival research could occur. Ultimately, public consultation, data collection, and archival research were undertaken successfully for this project, but the date of completion was delayed.

The designation of heritage conservation districts is governed by Part V of the Ontario Heritage Act and requires two phases of development: the study phase and the plan phase. The completion of the study is the first step towards designating an area as a district. The goal of the study is to determine if the area is suitable for designation as a district and to provide the background information that will eventually inform the heritage conservation district plan. Subsection 40(2) of the Act states that:

(2) A study under subsection (1) shall,

- (a) 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 preserved as a heritage conservation district;

- (b) Examine and make recommendations of the boundaries of the area to be designated;
- (c) Consider and make recommendations as to the objectives of the designation and the content of the heritage conservation district plan required under section 41.1;
- (d) Make recommendations as to any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws.

Should a study recommend the designation of all or part of a study area as a heritage conservation district, Council may choose to initiate a heritage conservation district plan for the area. The plan outlines the goals for the long-term preservation of the area, sets design guidelines for new development, and provides overarching policy guidance for growth and change in the area. Once the plan is complete, it is adopted by by-law which designates the areas a heritage conservation district under Part V of the Act. A flowchart outlining the full process of heritage conservation district designation is attached as Appendix C.

Section 40(3) of the Ontario Heritage Act requires that the Council of a municipality consult with its municipal heritage committee regarding the development of a heritage conservation district study. The Kawartha Lakes Municipal Heritage Committee has been involved in the study process since the beginning and formed a subcommittee to help staff in its development. The Committee is required to make a recommendation to Council regarding the adoption of the study and next steps. This report presents the study and an overview of its findings and recommendations.

Rationale:

The study recommends the designation of a portion of the study area as a heritage conservation district and the development of a heritage conservation district plan for that section of the neighbourhood identified in the recommended boundary option. The following provides an overview of the methodology, findings and recommendations of the study.

Study Methodology

The study was undertaken using a number of different methodologies in order to gather different types of data and information to inform its recommendations.

- Primary and secondary source research: a range of primary and secondary source research was undertaken to develop a history of the area as well as to provide information about the buildings as part of the character analysis.
- Field Surveys: field surveys were undertaken for the study area to document the built and natural features. Photographs were taken of all of the existing structures in the area, as well as key views and streetscapes. These were undertaken in February and March 2021, with select photo retakes undertaken in late 2021 and early 2022 to provide better quality images of some structures, as well as to reflect changes made to the study area since the original survey.
- Built form analysis: the built form of the area was analyzed and maps were developed which demonstrated its various development patterns in visual form.
- Community engagement and input: the community was invited to provide input on the study, including local knowledge of the history and significance of the area. Local knowledge assisted in filling gaps in the historical record which were not addressed through primary source research as well as identifying aspects of the community which are significant locally. In particular, input from the community helped form the area history, its local significance, the proposed boundaries, and recommendations for the study.

Study Area History

A high level history of the area was undertaken using both primary and secondary sources. This section of the study charts the history of the neighbourhood from indigenous use prior to the nineteenth century to the present day. The goal of the area history was to establish the history and pattern of development for the neighbourhood and identify key events and themes which shaped local history and the character of the area.

The history divided the narrative of the area into five major periods:

- Pre-settlement Indigenous use: the full usage of this area by indigenous people prior to the arrive of settlers is not known, but the Scugog River was identified as a travel route through the region. There are written accounts of the site being used as a Mississauga campsite and portage, but these accounts cannot be verified.
- Purdy's Mills and early settlement: the first mill was constructed in the area around 1830 by William Purdy and a settlement formed around the mill which eventually formed the nucleus of Lindsay. This was the first settlement site in the community.
- Town of Lindsay period: the incorporation of the Town of Lindsay in 1857 saw the subdivision of the area into blocks and lots and the growth of residential

settlement. It also saw the construction of St. Mary's Church and the consolidation of the Catholic presence in the area.

- Turn of the century developments: the turn of the century saw increased residential growth in Lindsay alongside the development of infrastructure, such as lights and sewers in the town. The area saw a spike in residential development around this time with an increased need for worker's housing as the population of the town grew.
- Modern developments: the period after 1950 saw the development of a significant amount of infill housing, as well as the building up of the southeast corner of the study area. This period also saw the loss of several key landmark structures in the area, including the Old Mill and St. Joseph's convent, as well as the final departure of industrial businesses from the area.

Character Analysis

A character analysis was carried out using the data collected during the field survey and additional research on the structures and landscapes within the study area. The intention of the character analysis is to identify historic and current development patterns within the neighbourhood which contribute to its overall, present-day character. The analysis identified and discussed a variety of different factors that characterized the area including the date of construction, land use, architectural style and views within the study area.

The character analysis also identified the primary building typology in the area: a single detached one to two-and-a-half storey home constructed in a vernacular, Victorian or Edwardian style set back from the street with soft landscaping in the front yard. These structures form the bulk of buildings within the study area and contribute to its unique history and current character. This section also provided a more general description of heritage character which identified the area's historic buildings and its role as an organically evolved residential area, alongside its historic significance in the early development of Lindsay, as major contributing features to its cultural heritage value.

Policy Analysis

Heritage conservation district studies are required to include an analysis of existing municipal policy to recommend if there are any policy changes required to enact the heritage conservation district, as well as if local policies support the designation of the area as a district. It is also best practice to provide a summary of federal and provincial policy to examine how the designation of districts fits within the wider land use and heritage planning frameworks.

The City of Kawartha Lakes currently has policies in place through its official plan, as well as the Town of Lindsay Official Plan, which support the designation of heritage conservation districts. More generally, the City has in place a range of other policies and plans which support the designation of districts within the municipality. Similarly, the protection of this area through designation does not conflict with the intent of the Town of Lindsay zoning by-law or the land use designations identified within the Official Plan. No policy changes are required to designate the area as a heritage conservation district.

The Town of Lindsay Official Plan remains in effect until the Lindsay Secondary Plan is adopted. The adoption of the Lindsay Secondary Plan will not impact the policy implications for the designation of this area as a heritage conservation district.

Community Engagement

Community and stakeholder engagement was undertaken throughout the study, although traditional methods of engagement, such as in person community meetings and open houses, were not feasible due to the various restrictions imposed due to the COVID-19 pandemic. The consultation took place using a range of primarily digital methods. These included four public meetings held by Zoom and a range of engagement tools on the project's Jump In page. Direct mail was also used to inform and engage residents in the area and surveys were also provided to gather feedback throughout the study process. In person engagement also took place on an ad hoc basis during the field surveys of the area where the survey team was able to interact with property owners and discuss the study.

An overview of the public engagement undertaken for this project, including a detailed discussion of the methodology, analytics from the various methods of engagement used, and a summary of feedback from the community is included as part of the study. In general, there was community support for designation of all or part of the area as a heritage conservation district although there are also community members who are opposed to this initiative.

Recommendations

The study recommends the designation of a portion of the area as a heritage conservation district, the preparation of a heritage conservation district plan and additional stakeholder and local resident consultation in the creation of the plan. The recommendation to designate is based on the significance of the area as the earliest

settlement area in Lindsay, its concentration of Victorian and Edwardian residential properties and those constructed in the vernacular style, and historical associations with the Catholic Church and growth of industry in the community. Key heritage attributes of the area have been identified and are outlined in the study.

The study also outlines the key objectives for designating the area as a district which are:

- Retain, conserve enhance the historic buildings, vistas, and natural heritage features which contribute to the cultural heritage value of the Old Mill neighbourhood.
- Ensure that properties related to the early history of Lindsay are preserved.
- Permit alterations to existing historic properties that maintain their heritage character both individually and in relation to the district as a whole.
- Ensure that new development and alterations are consistent with the identified heritage attributes and character of the district through their form, massing, scale, height and architectural details.
- Ensure a high quality of architecture and design in new development and additions that is complementary to the neighbourhood's heritage value.
- Conserve and enhance the neighbourhood's natural heritage features, namely the Scugog River shoreline, the tree canopy and parks that support its cultural heritage value.
- Conserve and enhance the district's Part IV designated and listed properties.
- Ensure that development adjacent to the district conserves its cultural heritage value.

Boundaries

There are two potential boundaries for a future heritage conservation district presented in the study. Both boundaries are smaller than the study area and exclude Lindsay Street South, due to its primarily commercial character as a major transportation artery in the community. The recommended boundary, which is the smaller of the two boundary area, includes 266 properties and excludes a large portion of the south eastern corner of the study area, as well as the entirety of Durham Street East, as these areas include a much higher concentration of modern properties and are not in keeping with the character and heritage attributes identified in the study. The alternative boundary encompasses a larger area and includes 352 properties. It also excludes a

portion of the south eastern part of the study area, but does include several blocks in this area which are excluded in the recommended boundary.

The primary difference between the two boundary alternatives is the inclusion of a large number of Victory homes in the alternate boundary which are excluded from the recommended boundary. These homes, which were constructed in the 1940s, have a distinctive architectural character which is different from that of their Victorian and Edwardian counterparts, but still speak to the organic, historic evolution of the neighbourhood.

Staff are supportive of the recommended boundary area and this is also the preference of community members who provided feedback on the study. Staff are of the opinion that, while Victory houses certainly have cultural heritage value and are worthy of preservation, they would be better preserved through a separate protection framework than a heritage conservation district plan with a significant focus on properties from the Victorian and Edwardian periods. This boundary was the preferred boundary indicated during the community consultation by members of the public and is supported by the HCD Subcommittee.

Next Steps and HCD Plan

Should the Municipal Heritage Committee and Council choose to endorse the recommendations of the HCD study, the next step in the process of designating a district in this area is the preparation of a heritage conservation district plan. In order to designate an area as a heritage conservation district, a municipality must adopt a heritage conservation district plan as outlined by section 41.1 of the Act.

An HCD plan provides guidance and policy direction for the long-term preservation and management of the district. In accordance with the Act, a heritage conservation district plan must contain the following:

- A statement of the objectives to be achieved in designating the area as a heritage conservation district
- A statement explaining the cultural heritage value or interest of the heritage conservation district
- A description of the heritage attributes of the heritage conservation district and of the properties in the district
- Policy statements, guidelines and procedures for achieving the stated objective and managing change in the heritage conservation district

- A description of the alterations or classes of alteration that are minor in nature and that the owner of property in the district may carry out without obtaining a heritage permit

As part of the development of the plan, the City must hold one public meeting as required by subsection 41.1(6) of the Act. It is recognized as a best practice that the community be consulted throughout the plan development phase and multiple meetings be held to solicit feedback and input on the plan's contents. Other forms of public engagement, such as the Jump In platform, will also be used in order to solicit feedback and input from a range of local residents, stakeholders, and interested parties. Staff are intending that public meetings will be held in person which was not feasible during the study phase.

It is anticipated that the development of the plan will take approximately 12 months and will be presented to the Committee and Council in summer 2023. Once the plan is complete, Council may adopt the plan and designate the area by by-law as a heritage conservation district. As with the study, the plan will be completed by City staff with support from the Committee and the Committee will review the plan prior to its presentation to Council.

Other Alternatives Considered:

There are several alternatives that could be considered by the Committee with regard to this study and which could be brought forward to Council as the Committee's recommendation with regard to the study.

The study has presented two different boundary alternatives. The recommendation in this report recommends that a future heritage conservation district be designated using the Recommended Boundary Option, as identified in the study. The boundary is the smaller of the two boundary options and is supported by staff and is generally the preferred option of the community. However, the Committee may feel that the Alternate Boundary, which is larger, is more appropriate. There are those in the neighbourhood who feel the larger boundary option is better because it protects more properties. Should the Committee feel this boundary is more appropriate, it could pass the following resolution:

That Report KLMHC2022-038, **Old Mill Heritage Conservation District Study**, be received;

That the recommendations of the Old Mill Heritage Conservation District Study, as attached as Appendix A, be endorsed;

That the preparation of a heritage conservation district plan for the area identified in the alternate boundary be endorsed;

That this recommendation be forwarded to Council for approval.

Staff are not supportive of the alternate boundary option.

The Committee may also feel that the study area does not merit designation as a heritage conservation district and that proceeding with a heritage conservation district plan is not warranted. This is not a recommended alternative, as it has been demonstrated through the study that the study area has a significant amount of cultural heritage value and merits designated under Part V of the Act. However, should this be the Committee's recommendation, it could pass the following resolution:

That Report ED2022-017, **Old Mill Heritage Conservation District Study**, be received; and

That the recommendations of the Old Mill Heritage Conservation District Study, as attached as Appendix A, not be endorsed;

That this recommendation be forwarded to Council for approval.

Financial/Operation Impacts:

Should the study be endorsed by Council and the initiation of a heritage conservation district plan approved, there will be costs associated with the preparation of the plan including for mailing, public notices and public meetings. These costs are covered by the existing heritage planning budget.

Consultations:

Community members

Attachments:

Appendix A – Old Mill Heritage Conservation District Study



Old Mill HCD Final
Study.pdf

Appendix B – Old Mill Heritage Conservation District Study Appendix C



Adobe Acrobat
Document

Appendix C – Heritage Conservation District Designation Flowchart



Heritage
Conservation District I

Department Head email: rholy@kawarthalakes.ca

Department Head: Richard Holy, Director of Development Services