



Committee of the Whole Report

Report Number:	ED2023-024
Meeting Date:	June 6, 2023
Title:	Proposed Heritage Designation of 11 John Street, Town of Lindsay (Queen Victoria Public School)
Description:	Proposed heritage designation of 11 John Street (Queen Victoria Public School) under Part IV of the Ontario Heritage Act
Author and Title:	Emily Turner, Economic Development Officer – Heritage Planning

Recommendations:

That Report ED2023-024, **Proposed Heritage Designation of 11 John Street, Town of Lindsay (Queen Victoria Public School)**, be received;

That the Municipal Heritage Committee’s recommendation to designate 11 John Street under Part IV of the Ontario Heritage Act as being of cultural heritage value or interest be endorsed;

That staff be authorized to proceed with the process to designate the subject property under Part IV of the Ontario Heritage Act, including the preparation and circulation of a Notice of Intention to Designate, and preparation of the designating by-law;

That a designating by-law be brought forward to Council at the next Regular Council Meeting following the end of the notice period; and

That this recommendation be brought forward to Council for consideration at the next Regular Council Meeting.

Department Head: _____

Financial/Legal/HR/Other: _____

Chief Administrative Officer: _____

Background:

The City of Kawartha Lakes designates properties under Part IV of the Ontario Heritage Act. Properties are recommended for designation by their owners, members of the public, local organizations, the Municipal Heritage Committee, Council or staff. Properties proposed for designation are reviewed by the Municipal Heritage Committee, as required by subsection 29(2) of the Ontario Heritage Act, and their recommendation is brought forward to Council under the cover of a staff report.

11 John Street, also known as Queen Victoria Public School, is a historic Edwardian school constructed in an early version of the Beaux-Arts style and is an operating elementary school owned by Trillium Lakelands District School Board. The property is currently listed on the City's Heritage Register. Although there was initially no intention by staff to designate this building under Part IV of the Ontario Heritage Act, amendments to the Ontario Heritage Act made through Bill 23, More Homes Built Faster Act (2022) now require municipalities to designate listed properties or remove them from the Register within two years of the amendments coming into effect. Practically, this means that, in order for municipalities to provide heritage protection to its cultural heritage resources as is required by provincial land use planning policy, they must be designated under Part IV of the Act. The amendments came into effect on January 1, 2023.

11 John Street has been prioritized as a landmark institutional building in Kawartha Lakes that has a high degree of architectural and historical significance in Lindsay. Similarly, the designation of this property ensures that, should the school be closed and declared surplus by the school board, the City would have substantial input into the redevelopment of an important community landmark. Staff have undertaken a site visit to and heritage evaluation report about the property and have determined that the property is eligible for designation under Part IV of the Act. The school board is aware that the designation of this school is proposed.

At its meeting of May 4, 2023, the Kawartha Lakes Municipal Heritage Committee reviewed the heritage evaluation report for this property and adopted the following resolution:

KLMHC2023-068

Moved By J. Hartman

Seconded By A. Adare

That Report KLMHC2023-035, **Proposed Heritage Designation of 11 John Street, Town of Lindsay**, be received;

That the designation of the property known municipally as 11 John Street be endorsed; and

That the recommendation to designate the subject property be forwarded to Council for approval.

Carried

This report addresses that direction.

Rationale:

Ontario Regulation 9/06 identifies the criteria for determining the cultural heritage value of a property. Under this regulation, a property may be designated under Part IV, s.29 of the Ontario Heritage Act if it meets at least two of the following criteria:

1. The property has design value or physical value because it:
 - a. is a rare, unique, representative or early example of a style, type, expression, material or construction method,
 - b. displays a high degree of craftsmanship or artistic merit, or
 - c. demonstrates a high degree of technical or scientific achievement.

2. The property has historical value or associative value because it:
 - a. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
 - b. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
 - c. demonstrates the work of an architect, artist, builder, designer or theorist who is significant to the community.

3. The property has contextual value because it:
 - a. is important in defining, maintaining or supporting the character of the area,
 - b. is physically, functionally, visually or historically linked to its surroundings, or
 - c. is a landmark.

Amendments made to the Ontario Heritage Act under Bill 23 require a property to meet two or more criteria in order to be eligible for designation. 11 John Street fulfils multiple criteria under Ontario Regulation 9/06 and is therefore eligible for designation under Part IV of the Act. A heritage evaluation report has been prepared for this property which outlines its significance and demonstrates which criteria it fulfils. This report is attached as Appendix A. A statement of significance for the property as required by the Act, which summarizes the property's cultural heritage value and reasons for designation, can be found below.

11 John Street Statement of Significance

Design and Physical Value

11 John Street, also known as Queen Victoria Public School, has cultural heritage value as Lindsay's oldest operating school building. The building, which was constructed 1893 as a replacement for an older public school building serving the East Ward of Lindsay, demonstrates the transition occurring the late nineteenth century from Victorian to Beaux-Arts architecture in school buildings. The original section of the school includes features such as its jerkinhead roof, large sash windows with concrete lug sills, and brick coursing and cornices which show the shift from Victorian to Beaux Arts through an increased use of Classically-inspired design elements and massing. The building, when it was originally constructed, also contained a Smead-Dowd heating and ventilation system which was developed around the same period as the school was constructed and was, at the time, the premier system for heating and ventilation in public buildings. The system demonstrates the technical achievements in heating and ventilation systems occurring in the late nineteenth century and is the earliest known use of this system in Lindsay.

Historical and Associative Value

11 John Street has historical and associative value in its role as a local public school serving the historic East Ward of Lindsay. Opening in early 1894, the school was constructed as the first new elementary school forming part of a general upgrade of education facilities in Lindsay that began in the late nineteenth century and continued into the early twentieth century related to the expansion of the education system and growth in public school pupils. It yields information regarding the development of education in Lindsay throughout the late nineteenth and early twentieth century in Lindsay as a long-standing public elementary school in the community, serving the suburban East Ward of the town.

Contextual Value

11 John Street has cultural heritage value as part of the historic landscape of Lindsay's historic East Ward which includes a substantial collection of late nineteenth and early twentieth century architecture. The area is primarily residential and the school contributes to its suburban character as the neighbourhood school which was constructed at around the same time as a substantial portion of the surrounding houses. The property is also a local landmark as a long-standing public school, currently known as Queen Victoria Public School, in Lindsay and the main institutional structure in Lindsay's historic East Ward.

Provincial Policy Conformity

Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS) sets the policy foundation for development and land use planning Ontario. The policy intends to balance the needs of growth and economic development with the need for ensuring a high quality of life, public safety and health, and the conservation of natural and cultural heritage resources. Section 2.6 (Cultural Heritage and Archaeology) requires municipalities to conserve significant built heritage resources and significant cultural heritage landscapes as part of the land use planning process, stating that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved."

Significant built heritage resources, as defined by the PPS, are those which have been determined to have cultural heritage value or interest as established by the criteria under the Ontario Heritage Act. These criteria are outlined by Ontario Regulation 9/06. The subject property has been evaluated based on the criteria under Ontario Regulation 9/06 and has been found to fulfil those criteria and, therefore, is a significant heritage resource within the municipality which requires conservation through designation under Part IV of the Act.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2019)

A Place to Grow: Growth Plan for the Greater Golden Horseshoe was prepared by the Ontario government in order to help guide the land use planning process and assist communities within the Greater Golden Horseshoe achieve a high quality of life, positive economic development, and protection for important local resources.

Section 4.2.7 (Cultural Heritage Resources) requires municipalities to conserve their cultural heritage resources as part of the land use planning process "in order to foster a

sense of place and benefit communities". The Growth Plan defines cultural heritage resources as "built heritage resources, cultural heritage landscapes, and archaeological resources that have been determined to have cultural heritage value or interest for the important contribution that make to our understanding of the history of a place, event, or a people. While some cultural heritage resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation."

The subject property has been determined to have cultural heritage value or interest through evaluation based on Ontario Regulation 9/06 and therefore requires conservation through designation under Part IV of the Act. This property has a high degree of architectural, historical and contextual significance in Lindsay as a longstanding public elementary school dating to the late nineteenth century.

City of Kawartha Lakes Official Plan (2012)

The City of Kawartha Lakes Official Plan was amended in 2017 to include strengthened cultural heritage policies. Official Plan Amendment 26 outlined those amendments.

Three of the heritage policies speak directly to the conservation of individual heritage properties:

- a) Cultural heritage resources of significant cultural heritage value or interest shall be identified, protected and conserved.
- e) 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.
- f) Cultural heritage resources shall be maintained in situ and in a manner that prevents the deterioration and conserved the identified cultural heritage values or interest and/or identified heritage attributes of the cultural heritage resource.

The City's policies require it to conserve cultural heritage resources and designation under Part IV of the Ontario Heritage Act is a tool for doing so. In this case, the subject property has been found to have cultural heritage value through evaluation and individual designation is the most appropriate method for ensuring its conservation.

Other Alternatives Considered:

There are no recommended alternatives. Amendments to the Ontario Heritage Act now require municipalities to review and designate their listed properties and the City is required to follow provincial direction.

Alignment to Strategic Priorities

The designation of property under Part IV of the Ontario Heritage Act supports the following goals from the Council adopted Strategic Plan:

- A Vibrant and Growing Economy
- An Exceptional Quality of Life

The identification and protection of heritage assets in the community through designation promotes an exceptional quality of life by supporting and promoting arts, culture and heritage within the municipality. Designation provides long term protection and management for key heritage resources in the municipality and recognizes their importance to the community.

The protection of heritage resources in the municipality also assists in the growth of the local economy in general by identifying, protecting, and celebrating places where people want to live, work and visit. It encourages investment in local communities by ensuring and promoting attractive places for residents and businesses to be. It also has a direct impact on developing local tourism through the preservation of sites and landscapes that people want to visit.

Financial/Operation Impacts:

There will be costs associated with the provision of public notice and for the registration of the designation by-law associated with this application which are covered by the existing Heritage Planning budget.

It is possible there will be additional legal fees if there is an owner-initiated appeal to the Ontario Land Tribunal as the property is owned by Trillium Lakelands District School Board. There is also the potential for third-party appeals of the designation to the Ontario Land Tribunal; however, appeals of this nature are rare.

Consultations:

Municipal Heritage Committee
Trillium Lakelands District School Board

Attachments:

Appendix A – Heritage Evaluation Report: 11 John Street, Lindsay



Adobe Acrobat
Document

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Department Head: Richard Holy, Director of Development Services