

# Heritage Conservation District and Cultural Heritage Landscape Strategies

Committee of the Whole

November 7, 2023

# Presentation Overview

- What are cultural heritage landscapes?
- Legislative and policy framework
- Current status of CHLs/HCDs in Kawartha Lakes
- Why do we need strategies?
- Strategy overview
- Next steps

# What are cultural heritage landscapes?

- Cultural heritage landscapes (CHLs) are heritage assets that include a collection of resources that together form a cohesive whole
- Each element may have its own heritage value but is also a contributor to the whole
- CHLs are recognized in provincial, national and international heritage legislation and policy



# What elements make up a CHL?

- CHLs are complex heritage resources that include multiple elements/attributes that depend on the type of landscape
- **Built heritage attributes:** buildings, archaeological resources, artistic features, engineering works, spatial organization and boundary indicators
- **Nature heritage attributes:** vegetation, landforms, water features, ecological features
- **Intangible heritage attributes:** traditional and/or present use and practice, views/visual relationships, relationship to traditional knowledge/crafts/arts/folklore, place-specific events



# Types of CHLs

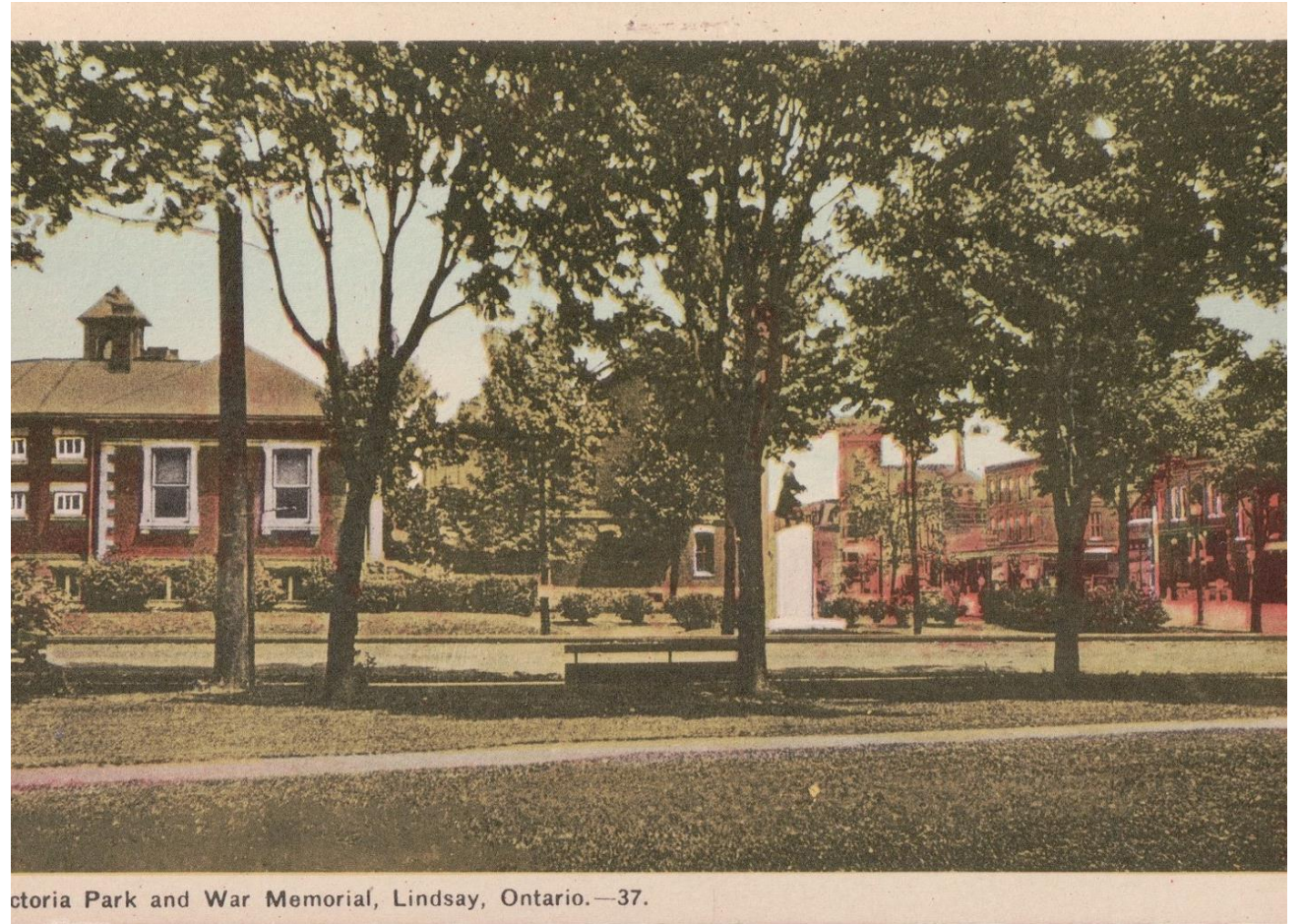
- CHLs can come in a range of sizes and types
- May be contained to one property or span over many properties
- May have delineated boundaries or may have more abstract boundaries
- Categorized into three types: designed, evolved and associative





# Designed Landscapes

- Designed specifically by humans
- Generally have well-defined boundaries and align with specific aesthetic trends
- Examples include estates, gardens, parks, planned communities



# Evolved Landscapes

- Initiated by specific human imperative but have evolved gradually over time
- Relict landscapes are those which have stopped changing (closed cemeteries, ghost towns)
- Continuing landscapes retain an active role in human society and continue to evolve (downtowns, residential areas, villages, farms)





# Associative Landscapes

- Landscapes whose value primarily lies in religious, cultural or artistic affiliation to natural landscapes or features
- May have few or no built elements
- Examples include sacred sites in nature, waterbodies, mountain landscapes





# Heritage Conservation Districts

- Heritage conservation districts are inherently CHLs as collections of different properties and resources that are culturally related to one another
- HCD designation is a mechanism for protecting a CHL that spans across multiple properties as opposed to a distinct type of CHL
- It is the most common way to protect CHLs in Ontario and has a specific framework under Part V of the Ontario Heritage Act
- HCD designation protects CHLs through the adoption of an area specific plan that guides growth and change with a heritage lens

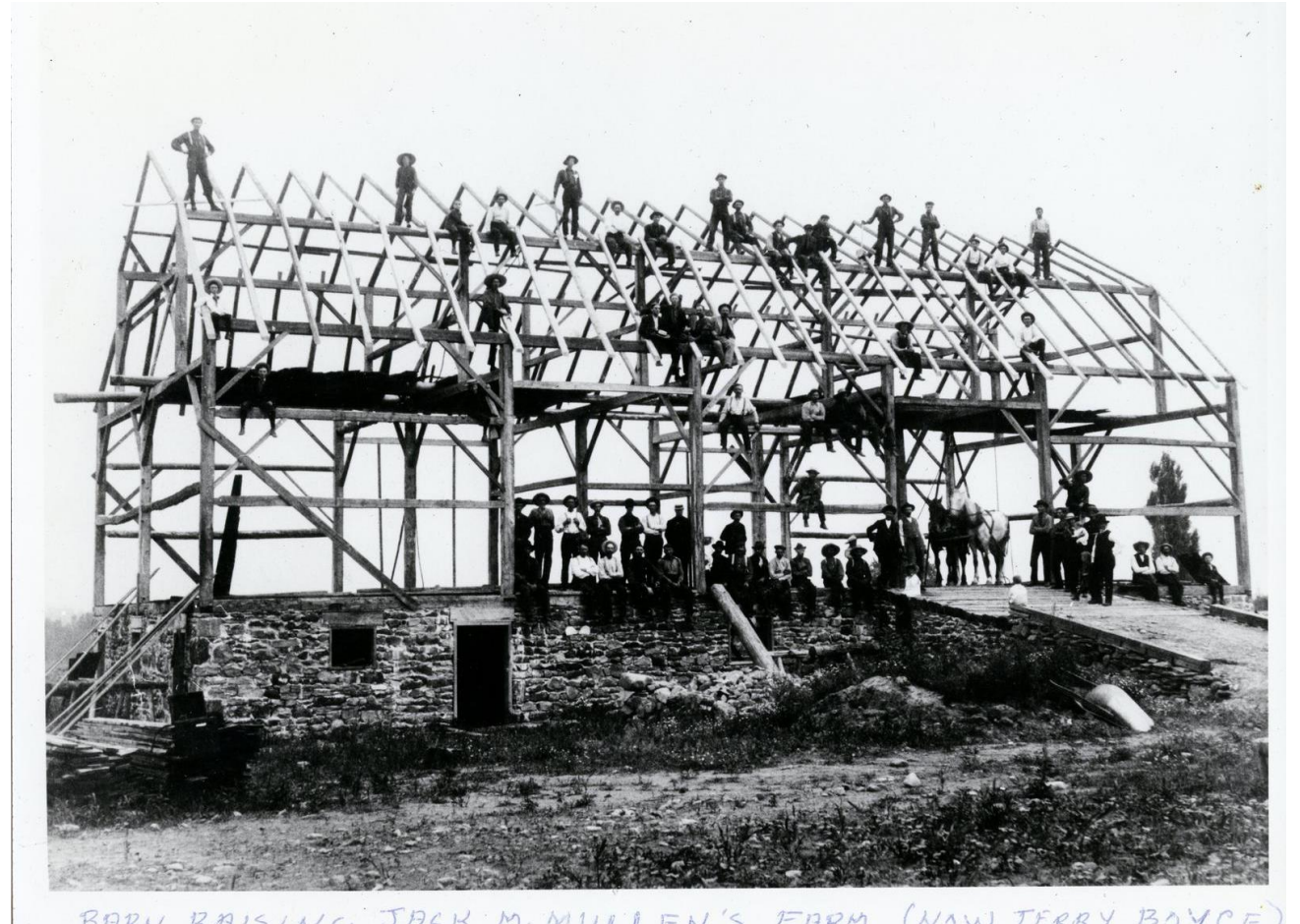
# HCDs in Ontario

- There are nearly 140 HCDs in Ontario
- The first HCD in Ontario was Meadowvale HCD in 1980
- Residential and downtown HCD designations are the most common
- There are several HCDs in Ontario that protect more diverse resources (Lambton Oil HCD, Fort York)



# Why do we protect CHLs?

- CHLs form part of our everyday living landscape
- Contribute to the understanding of our communities, their history and continuing use
- Many CHLs are integral parts of local culture and cultural practices





# Protected CHLs in Kawartha Lakes

- Two HCDs (Downtown Lindsay and Oak Street Fenelon Falls)
- Part IV CHLs on individual parcels (i.e. rural church and cemetery landscapes)
- Trent Severn Waterway (federal protection)

Most CHLs in Kawartha Lakes are neither identified nor protected



# Potential CHLs in Kawartha Lakes

- Because of Kawartha Lakes' size and diversity, there is high potential for many CHLs to be identified
- Several CHLs have already been identified through the Heritage Inventory
- Some are immediately obvious (downtowns) while others require more research to fully understand (historic logging landscape)



# Legislative and Policy Framework

The protection of CHLs is directed and managed through various legislation and policy, including:

- Ontario Heritage Act
- Planning Act
- Provincial Policy Statement
- Growth Plan for the Greater Golden Horseshoe
- City of Kawartha Lakes Official Plan



# Current Heritage Context

- Heritage Inventory and large data sets providing insight on heritage resources in CKL
- Legislative and policy changes at the provincial level through Bill 23, the new PPS and others
- Significant projected growth in the City
- Using the data we have to make informed decisions about heritage and long term planning



# Why do we need strategies?

- Transparency for the public and Council
  - What has heritage value in the City
  - How we prioritize resources
  - What tools we use to protect it
  - How we engage with the community
- Direction for the long-term work planning
- Individual strategies are being presented over a larger strategic plan for flexibility



# CHL Strategy Overview

- Legislative and Policy Framework
- Types of CHL
- Goals for CHL preservation in Kawartha Lakes
- Identification and Evaluation
- Tools for preserving CHLs
- Direction on community participation and engagement



# Goals for CHL Preservation

- A number of high level goals for the conservation of CHLs have been identified:
  - Ensure important urban, hamlet and rural landscapes are identified, evaluation and preserved
  - Use appropriate mechanisms under provincial legislation and policy to protect CHLs
  - Promote and support unique senses of place through the protection of CHLs
  - Support and promote historic and ongoing traditions and ways of life
  - Utilize protection mechanism to support the living nature of CHLs and allow for dynamic land use and growth
  - Promote new development that is sensitive to CHLs
  - Ensure evaluation of CHLs is undertaken as part of the land use planning and development process

# Identification and Evaluation

- The majority of CHLs are complex and will likely be identified through City studies and development application review
- Those that are more obvious (downtowns, farms) may be identified by members of the public, Council, staff or the MHC
- CHLs should undergo initial evaluation using Ontario Regulation 9/06 and additional evaluation may also be warranted
- Evaluation must include and identify both the tangible and intangible heritage attributes of the CHL and how they function together to form a complete landscape
- CHLs must also be defined geographically through identification and evaluation

# Tools for CHL Preservation

- There are five primary direct protection mechanisms for CHLs which are appropriate for different types of CHLs and outcomes
  - **Listing:** Can be used as an interim protection mechanism for CHLs to protect CHL attributes while other mechanisms are investigated and to trigger certain types of study
  - **Part IV designation:** direct protection to preserve landscapes contained on a single parcel of land
  - **Part V designation:** protection of multiple properties with clear boundaries where an HCD plan is appropriate and the need to undertake consultation through the HCD framework
  - **Heritage easement agreements:** best for use when the City wants to conserve a CHL as part of a development proposal through negotiation between a property owner and the City
  - **Official Plan provisions:** policies can be included in Official Plans to protect CHLs and are best employed for associative landscapes and those without hard boundaries



# Tools for CHL Preservation

- There are a range of indirect protection tools which are often more appropriate for certain kinds of CHLs:
  - Secondary plans
  - Community Improvement Plans
  - Area design guidelines
  - Property/area/corridor management plans
  - Zoning provisions
  - Community planning permit system provisions
  - Demolition control by-laws
  - Subdivision development agreements
  - Public education and interpretation

# Community Consultation and Engagement

- Community consultation for the protection of CHLs is dependant on the preservation mechanism (legislated and best practices)
- The preservation of CHLs works better when the community is engaged
- The strategy commits the City to a range of community outreach activities where appropriate including:
  - Direct one-to-one property owner and stakeholder engagement
  - Community information sessions/statutory public meetings
  - Digital engagement
  - Direct mail
  - Community advisory groups
  - Additional engagement tools (surveys, discussion boards, mapping exercises as appropriate)

# HCD Strategy Overview

- Legislative and policy framework
- Goals for HCD designation in Kawartha Lakes
- Processes for area nomination
- Direction for prioritizing areas for HCD designation
- Overview of provincial criteria
- Direction on amendment and repeal
- Direction on community participation and engagement



# Goals for HCD Designation

- Goals for our urban, hamlet and rural areas need to respond to unique conditions in each
- In general, the goal of HCD designation is to identify, support and enhance unique heritage landscapes in Kawartha Lakes
- Urban goals are intended to support the preservation of unique areas while understanding that most growth will be directed to these areas
- Hamlet goals are intended to preserve small communities as distinct areas with thoughtful growth supporting the core area
- Rural goals are intended to identify key rural themes in areas where preservation is warranted and direct development away from these areas

# Process for Area Nomination

- Nominations may come from Council, the MHC, staff or members of the public/community organizations
- Nominations from the public must include:
  - Rationale for investigating an area for designation
  - Preliminary research
  - Proposed boundaries
  - An indication of level of support from the community
- Nominations from City sources must also include appropriate background information prior to the consideration of an area for study by Council
- Nomination does not guarantee future designation

# Prioritization of Areas for Study

- The City does not have the resources to undertake as many HCD designations as areas that may be eligible
- A priority list will be developed and maintained
- For fairness and transparency, areas will be prioritized based on:
  - Availability of data
  - Level of community support
  - Geographic representation
  - Uniqueness of resources
  - Alignment with City goals for district designation
  - Known or anticipated development pressures
  - Concentration of listed properties
  - Availability of staff resources



# Criteria for Evaluation

- Criteria for evaluation are now established through Ontario Regulation 9/06
- Prior to 2023, there were no consistent criteria for HCD designation in Ontario
- New criteria ensure consistency across Ontario municipalities and Kawartha Lakes will adhere to these criteria

# Amendment and Repeal of HCD Plans

- Amendments to the OHA in 2023 allowed for the establishment of processes through regulation to amend or repeal an HCD plan
- The intention of amendment/repeal is to ensure that district designations can be revisited over time as growth/change occurs
- Staff will review HCD plans at five year intervals to ensure they are still relevant
- Amendment or repeal may be contemplated when there are:
  - Significant changes to the heritage value of the district
  - Identification of new information that significantly alters the cultural heritage value of a district
  - Correction of errors and administrative updates

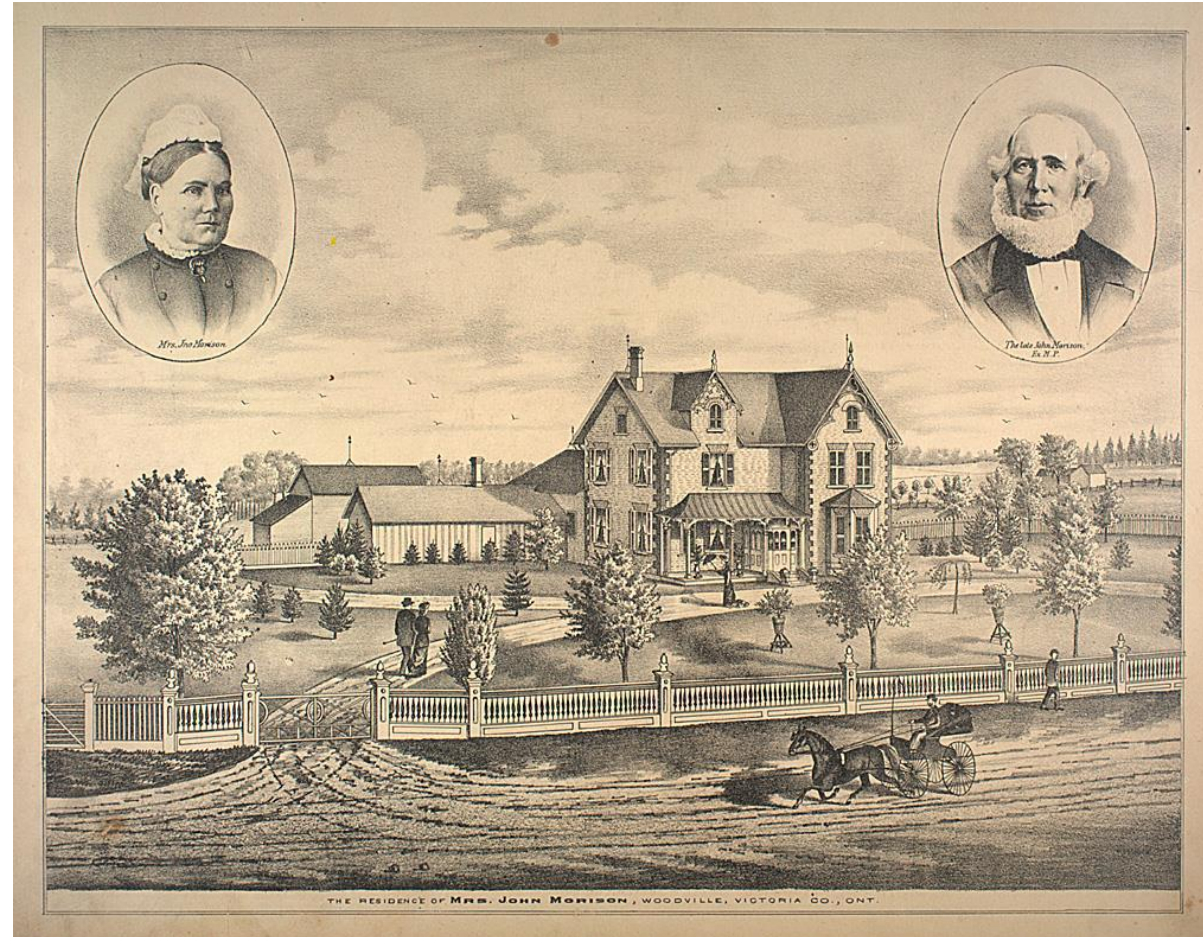
# Community Consultation

- The OHA requires only one public meeting prior to the adoption of an HCD plan
- Community participation and outreach are key to HCD development
- The strategy commits the City to extensive community outreach including:
  - Public meetings
  - Community advisory groups
  - Digital engagement
  - Direct mail and engagement
  - Additional engagement tools (surveys, discussion boards, mapping exercises as appropriate)



# Example: Farmstead

- Kawartha Lakes has many historic farmsteads
- Continuing evolved landscapes on single parcels
- Most contain a collection of buildings (farmhouse, barns, outbuildings) and natural elements (fields, wooded area, water features)
- Best protection mechanism is generally through a Part IV designation in consultation with the owner OR broader policies supporting agricultural lands





## Example: Commercial Downtown

- Intact historic downtowns exist in many Kawartha Lakes communities
- Continuing evolved landscape over multiple properties
- Contain a range of buildings and other elements such as roads, views, engineering works
- Best protected through HCD designation using OHA processes



## Example: Historic Logging Landscape

- Kawartha Lakes' historic logging landscape is significant, complex and very large
- Relict landscape
- Extends across a range of non-contiguous properties and diverse resources (dams, waterways, forest, buildings, etc.)
- Best protected through a mix of designations, policy initiatives and public education





## Next Steps

- Adoption of the strategies
- Bobcaygeon Market Square HCD has been initiated (early planning stages)
- Continued identification of CHLs through the Heritage Inventory
- Apply strategy recommendations in various City initiatives

