

# Heritage Inventory Framework

Kawartha Lakes



February 2022

The City of Kawartha Lakes has a wealth of heritage resources. Many of these have been identified and protected through designation under Parts IV and V of the Ontario Heritage Act or added to the Heritage Register as listed properties. However, the majority of the heritage resources in the municipality have not been formally identified or evaluated. An inventory of the resources within the municipality is required to assist with sound and transparent decision making and to ensure that the City's heritage planning program is data-driven.

The heritage inventory will identify and evaluate all heritage resources within the municipality, including built heritage resources, natural heritage resources, and cultural heritage landscapes. This inventory will form a large data set from which decisions regarding heritage resources can be made. An up-to-date heritage inventory provides an accessible and transparent tool for Council, staff and members of the public with regard to local heritage resources.

## Why Inventory?

Inventories provide important information for short and long term preservation efforts and inform growth and development planning throughout the City of Kawartha Lakes. Heritage inventories are:

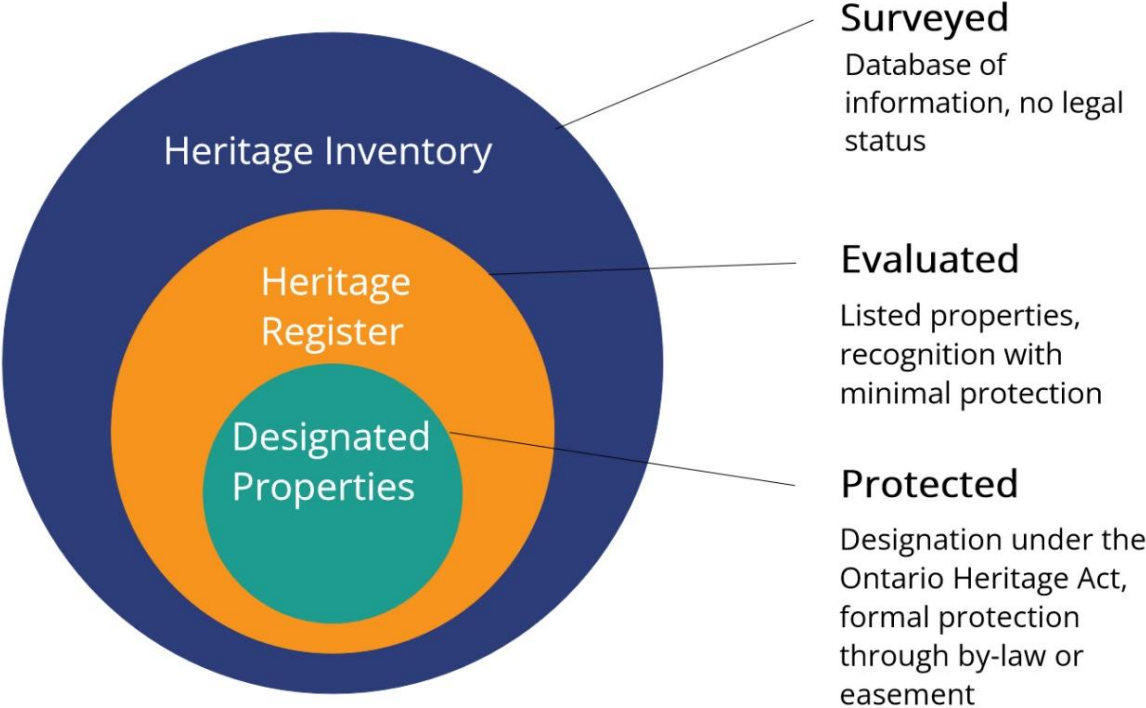
- Data driven: the goal of inventories is to provide data for future analysis and planning.
- City-wide and comprehensive: inventories are comprehensive throughout the entire City and allow for the understanding and analysis of wider trends geographically and through time. Inventories also assist in identifying resources which are previously unknown or outside the traditional scope of heritage preservation.
- Consistent and transparent: inventories provide a consistent benchmark across the City that are transparent in how they are carried out.

A comprehensive understanding of what historic properties exist within the municipality will allow for better planning for growth by identifying, prioritizing and protecting key resources which provide a sense of place and are integral to the identity of the diverse communities across Kawartha Lakes. Inventories are a proactive method of heritage asset management which assist municipalities in its long term planning and informed decision-making.

Inventories are particularly important for identifying properties which may not be well-known in the community, have diverse histories, or are not what might be considered typical heritage properties. Without inventorying, it is possible that these types of properties that do not fall within the prevailing view of a heritage property may be missed and not considered as part of the heritage planning program or wider City planning initiatives. There are no legal or

administrative restrictions on inventoried properties. The inventory is solely a data set that can be used as part of future decision making processes.

Not all of the inventoried properties will end up as designated or listed properties. The inventory takes stock of the resources which are present in the municipality so that they can be evaluated based on provincial criteria and recommended for listing or designation if it is appropriate. However, the inventory will inform the potential for certain properties to be afforded heritage protection in future and may identify priority properties for protection as well as the most appropriate protection mechanism. At the same time, the inventory will provide the appropriate data to recognize wider historic neighbourhoods, communities and landscapes which may currently not be fully understood within the land use planning context.



## Planning and Development

Provincial policies – specifically the Provincial Policy Statement (2020) and the Growth Plan for the Greater Golden Horseshoe (2019) – direct municipalities to conserve their heritage resources as part of the land-use planning process. This is supported by the cultural heritage policies in the City of Kawartha Lakes Official Plan. Heritage inventories form an important data set for

complying with these policy directions and implementing a place-based approach in policy and decision making.

An understanding of heritage resources, and by extension the wider heritage character of an area, allows for evidence-based planning in areas where these resources exist. Proactive identification ensures that heritage resources are understood and integrated into the development process at an early stage, both from the City's perspective and that of private property owners, investors, and developers.

The data gleaned through heritage inventories can also be used to inform policy planning initiatives. This includes large, City-wide policies, such as the Official Plan, and associated Secondary Plans, and the zoning by-laws. However, it may also be used to inform more area-specific policies in order to create more nuanced and dynamic community planning that takes into account the heritage character of a place and where heritage resources may be used as a springboard for sensitive and appropriate new development. These may include, but are not limited to:

- Place-based architectural design guidelines
- Form based code
- Heritage zoning overlays
- Tertiary plans
- Pattern zoning

The data from the inventory can be used to plan for growth in a proactive manner that both allows for new development and the conservation of heritage assets. As the conservation of heritage properties is increasingly addressed through the land use planning process, this data provides important information for both policy development and development application review. Understanding the existing built and natural heritage fabric of a community is integral to planning for sustainable growth.

## Capital Projects

The Environmental Assessment Act defines the environment as including the social, cultural and economic conditions of a community, and cultural heritage resources are identified and analyzed as part of an Environmental Assessment. EAs are completed for City of Kawartha Lakes capital projects as part of the due diligence process prior to the beginning of construction and are intended to identify, predict and evaluate the potential environmental impacts of a proposed project.

The inventory will be of assistance to inform the EA process by providing accurate, current cultural heritage data. This will help in long-term capital project planning and execution by identifying opportunities and barriers related to cultural heritage resources in the early planning stages.



Understanding heritage resources also assists the City when planning for grants, funding and incentive programs; downtown revitalization; and undertaking education and outreach regarding the history and heritage of our communities.

## Types of Heritage Resources

There are several different types of heritage resources which are important to identify and document as part of the wider land-use planning process. These includes:

- Built heritage resources
- Natural heritage resources
- Cultural heritage landscapes
- Archaeological resources

A summary of each type of resource can be found below. The inventory will strive to identify and document these resources present within the municipality and provide an analysis of their cultural heritage value.

## Built Heritage Resources

Built heritage resources include a diverse range of buildings and structures associated with the history of a place. These may include buildings, monuments, structures, installations or remains. These are the most commonly recognized type of heritage resources. Different types of built heritage resources may include:

- Residential buildings
- Commercial buildings
- Industrial buildings
- Institutional and government buildings
- Places of worship
- Sculptures and monuments
- Bridges and engineering works
- Gravestones and cemetery markers

Built heritage features are often known as architectural resources but offer a greater range of diversity than architecture. These resources provide information on the social, cultural, economic, political or religious history of a community or place through their design, context or historical associations. They are above ground and visible without excavation, but may include feature such as ruins which are not fully intact from their time of construction.

## Natural Heritage Resources

Natural heritage resources are features and areas from the natural world, including wetlands, forest, rivers, and grasslands. These are significant areas of natural and scientific interest which also have social and cultural value for their relationship to human society and may have been modified through human interaction. Examples of natural heritage resources may include:

- Forests and trees
- Waterways and waterbodies
- Grasslands and pasture
- Ecosystems
- Geological structures

Natural features are important and may be protected in their own right through other environmental-specific policies and legislation, but their cultural significance gives them additional heritage value. For examples, trees planted

as part of an estate or streetscape yield information about the history of human settlement and landscape design and may be integral parts of a cultural heritage landscape.

## Cultural Heritage Landscapes

Cultural heritage landscapes are a type of heritage resource which is a physical representation of how humans have shaped their environment through time and contain a grouping of interrelated heritage resources. Practically, they are generally more complex than singular built heritage resources and often include multiple buildings, structures, and/or natural features. Examples of cultural heritage landscapes include:

- Commercial downtowns
- Residential neighbourhoods
- Cemeteries
- Rural areas
- Farmsteads
- Battlefields
- Parks
- Industrial complexes

These are only a few examples of different types of cultural heritage landscapes.

UNESCO defines three different types of heritage landscapes. These are:

- **Designed Landscapes:** a defined landscape created intentionally by humans
- **Evolved Landscapes:** a landscape which has evolved through time in response to its environment. These may include both relict landscapes, which have stopped evolving, and continuing landscapes, which continue to play a role in the contemporary context and continue to evolve.
- **Associative Landscapes:** a landscape which holds meaning through its religious, cultural or artistic associations, as opposed to its built features, and may have had limited human intervention.

Cultural heritage landscapes may span multiple properties or may be a complex heritage resource located on a single property. They are often protected as heritage conservation districts, but may also be protected through alternative means as appropriate. Cultural heritage landscapes are defined and protected by the Provincial Policy Statement.

## Archaeological Resources

The City of Kawartha Lakes has a wealth of archaeological resources, including significant concentrations of pre-settlement indigenous sites in some areas of the municipality. Some of these sites have been identified through archaeological investigations and are documented while there are also certainly some of which the City is not yet aware which may or may not be identified in the future.

Archaeological resources are protected under Part VI of the Ontario Heritage Act and regulated by that section of the Act, as well as the Funeral, Burial and Cremation Services Act for those which contain human remains. As a result, they fall under a separate protection framework than built and natural heritage features which may be protected through Parts IV and V of the Act. In general, the location of archaeological sites is also confidential and cannot be published to the wider public.

These types of resources will not be documented as part of the heritage inventory framework because of their unique characteristics and protection status. The archaeological resources in the City are intended to be documented separately through an Archaeological Management Plan which will better address the role of archaeological resources within the planning process.

## Current and Existing Data

The City has almost no current data on the state of heritage resources within the municipality. The only formal and current data the City has is its Heritage Register, which includes individually designated properties, heritage conservation districts and listed properties, as required by Section 27 of the Ontario Heritage Act. The lack of current data on existing historic properties without current protection provides difficulties in identifying properties worthy of inclusion on the Register as well as understanding what heritage resources are present within the municipality and may have an impact on development and growth.

Data does exist from historic sources and inventories but this is not complete and not current. All of the data from older sources will need to be checked for accuracy and to ensure that the resource is still extant before adding it to the current inventory. Select surveying has been completed by various Municipal Heritage Committees and their predecessors, Local Architectural Conservation Advisory Committees (LACACs), but this data is far from complete and is generally very selective

There are two known surveys of heritage resources within the municipality which are more comprehensive:



- Lindsay LACAC Heritage inventory, completed in 1999
- Ops Township Farm Buildings inventory, date of completion unknown

Both of these surveys are significantly out of date and new data collection will be required. They also do not contain the degree of information required in a contemporary survey for fully understanding the history and significance of a place. Information also exists in various local histories and similar sources of varying ages. These will be important secondary sources for undertaking research and evaluation, but the data is not reliable or current enough to be added directly to a new inventory.

## Inventory Process

The inventory will involve surveying, evaluating and making recommendations regarding the historic properties in the municipality. The ultimate goal is to develop a publically accessible map-based database which identifies historic assets within the municipality and is both transparent and complete.

The inventory process is firstly a reconnaissance-level survey to gather data on what heritage resources exist and where they are located. It then uses this data to undertake additional analysis to make recommendations regard the potential for properties to be afforded protection through designation, listing, or an alternative method, such as through Planning Act processes or higher level policy initiatives. The process can be divided into the following steps:

### Survey

- Undertake a windshield survey of historic properties by priority area
- Complete a digital heritage survey form and photograph the property
- Enter the location of the property into ArcGIS Collector
- Engage appropriate and interested stakeholders and community members

### Evaluate

- Evaluate properties based on a preliminary screening framework rooted in Ontario Regulation 9/06
- Prepare Historic Context Statements for each area and thematic group
- Undertake additional background research on inventoried properties
- Identify properties for potential inclusion on the Register or individual designation or as part of a heritage conservation district

### Recommend

- Recommend properties for listing or designation
- Consult with property owners

## Inventory Criteria

A property will be inventoried if it is 60+ years old (predating 1960). This will ensure that all historic properties are identified as part of this process. Where the date of a property is not known and it is possible that it falls within the stated timeframe, the inventory will err on the side of caution and include the property as part of the inventory.

Properties which are younger than 60 years old will also be included in the inventory if they meet one of the following criteria:

- The property holds specific architectural or artistic merit, or was designed by a significant architect
- The property has specific and known importance in the community or a person in the community
- The context in which it is located makes it a significant property
- The property is located within an identifiable cultural heritage landscape which has known significance to a community

While these properties are not historic, they have identifiable significance to local communities and may warrant future protection so should be included as part of the data set. It is generally assumed that these properties will be identified based on research or will be known within the community as opposed to through the windshield surveys, with the exception of those with particular architectural merit.

After the inventory has been carried out, properties will be evaluated based on the criteria outlined in Ontario Regulation 9/06. These criteria are intended to evaluate property for designation under Part IV of the Ontario Heritage Act, but the City typically uses these to undertake any heritage evaluation for a property in order to provide consistency in its approach to evaluation. All evaluations will include an evaluation matrix outlining briefly which criteria the property meets and how.

### Criteria for Determining Cultural Heritage Value or Interest under Ontario Regulation 9/06

A property may be designated under section 29 of the Act if it meets one or more of the following criteria for determining whether it is of cultural heritage value or interest:

1. The property has design value or physical value because it,
  - i. is a rare, unique, representative or early example of a style, type, expression, material or construction method,

- ii. displays a high degree of craftsmanship or artistic merit, or
  - iii. demonstrates a high degree of technical or scientific achievement.
2. The property has historical value or associative value because it,
  - i. has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community,
  - ii. yields, or has the potential to yield, information that contributes to an understanding of a community or culture, or
  - iii. demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.
3. The property has contextual value because it,
  - i. is important in defining, maintaining or supporting the character of an area,
  - ii. is physically, functionally, visually or historically linked to its surroundings, or
  - iii. is a landmark.

## Historic Context Statements

Historic context statements will be drafted for different, distinct geographic areas of the City. This may include villages, neighbourhoods and rural areas. Context statements will also be drafted for specific themes which have significance to the community, which will allow properties to be related to wider themes which have informed the development of Kawartha Lakes. These themes may include broader concepts, such as tourism or agriculture, which are not geographically defined. Context statements are intended to inform the evaluation of the property with its specific physical and thematic context, whether that be a commercial building in a historic downtown or a farmstead in a rural area. Context is vital to each property and forms part of each evaluation as required by Ontario Regulation 9/06. These statements address the following aspects of a heritage evaluation:

- How does the property interact with its surroundings?
- How did the physical and social context of the property inform its development?
- Are there intangible aspects of the property which are also important to its heritage value (i.e. views)?
- Is the property a landmark?
- Is the property part of a wider cultural heritage landscape?

Some properties may be defined by more than one context statement, particularly those which have specialized functions where it may be more appropriate to analyze them from multiple lenses. These may include buildings

such as churches, schools, and government and institutional buildings. In the Kawartha Lakes context, specifically, it may also include buildings associated with specific industries which may not be geographically contiguous, such as those associated with the lumber or tourism industries.

## Priority Areas

This framework identifies short and long term priority areas to guide the inventory process. While this does not mean that properties outside of the priorities areas will not be inventoried or protected in the short term, it means that the focus will be on completing the inventory of the short term priority areas and these properties will take precedence. Priority areas have been identified based on the highest perceived development pressure in the short long term of the properties located in these areas as well as properties that may be considered at risk of demolition. Some properties have also been identified as priority properties based on a thematic, as opposed to geographic, connection.

### Short Term Priorities

- Properties within and adjacent to the five settlement areas (Lindsay, Fenelon Falls, Bobcaygeon, Woodville and Omemee)
- Places of Worship
- Schools
- Waterfront properties
- Properties that predate 1850
- Properties and resources related to First Nations communities

### Long Term Priorities

- Agricultural properties
- Hamlet residential and commercial properties
- Rural properties
- Engineering works
- Natural heritage resources
- Cultural heritage landscapes

Cultural heritage landscapes have been identified as a longer term priority because it is more challenging to identify and define them without a fulsome understanding of the built and natural resources of a place. It is anticipated that these types of resources will be identified throughout the process and further refined as part of the longer term inventory. Similarly, natural heritage features may be more challenging to identify because it is not always evident as to whether a natural feature has cultural heritage value within a broader understanding of its context and surroundings and will be more accurately identified once data regarding other heritage assets has been collected and

analyzed. In general, more in-depth research is required to identify natural heritage resources.

Properties that predate 1850 may not always be evident as part of the inventory process but effort will be made to identify and include them in the first phase of data collection. Those which are known to exist will be surveyed in the early stages of the process.

## Relevant Legislation and Policy

Ontario Heritage Act, R.S.O. 1990, s.O.18

Planning Act, R.S.O. 1990, c.P.13

Funeral, Burial and Cremation Services Act, 2002, S.O. 2002, c.33

Environmental Assessment Act, R.S.O. 1990, c.E.18

Provincial Policy Statement, 2020

Growth Plan for the Greater Golden Horseshoe, 2019

City of Kawartha Lakes Official Plan, 2012, including Official Plan Amendment 26, 2017

Heritage Master Plan, 2012