



**City of Kingston  
Report to Heritage Kingston  
Report Number HK-16-025**

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**To:** Chair and Members of Heritage Kingston  
**From:** Lanie Hurdle, Commissioner, Community Services  
**Resource Staff:** Paige Agnew, Director, Planning, Building & Licensing Services  
**Date of Meeting:** July 6, 2016  
**Subject:** New Village of Barriefield Heritage Conservation District Plan,  
Recommendation for Approval

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**Executive Summary:**

The purpose of this report is to present the final draft of the District Plan, dated June 2016, for the Barriefield Heritage Conservation District for consultation under Section 41.1(6) of the *Ontario Heritage Act*.

The new Village of Barriefield Heritage Conservation District Plan meets Provincial criteria for District Plans under the *Ontario Heritage Act*. In addition to compliance with the statutory requirements of the Act, staff, with its consultant team led by MHBC Planning, has also carried out extensive consultation, both with stakeholders in the community such as the Barriefield Village Association and with members of the Technical Advisory Team made up of City staff. All concerns raised to date have been considered and incorporated where appropriate. The new Village of Barriefield Heritage Conservation District Plan will ensure the conservation of the cultural heritage value of this special place for future generations.

**Recommendation:**

**That** it be recommend to Council that the by-law to adopt the Village of Barriefield Heritage Conservation District Plan, for the Barriefield Heritage Conservation District, pursuant to Section 41.1(2) of the *Ontario Heritage Act*, be approved.

July 6, 2016

Page 2 of 10

**Authorizing Signatures:**

ORIGINAL SIGNED BY COMMISSIONER

Lanie Hurdle, Commissioner, Community Services

ORIGINAL SIGNED BY CHIEF ADMINISTRATIVE OFFICER

Gerard Hunt, Chief Administrative Officer

**Consultation with the following Members of the Corporate Management Team:**

Denis Leger, Corporate & Emergency Services	Not required
Jim Keech, President and CEO, Utilities Kingston	Not required
Desiree Kennedy, Chief Financial Officer & City Treasurer	Not required

July 6, 2016

Page 3 of 10

**Options/Discussion:****Background**

The Barriefield Heritage Conservation District was designated as a Heritage Conservation District by the former Township of Pittsburgh (now the City of Kingston) in 1979 and received approval from the Ontario Municipal Board in 1981. The current Barriefield Heritage Conservation District Plan was approved in 1992.

The current Barriefield Heritage Conservation District Plan is being replaced with a new Plan to reflect a number of changes that have taken place within the District, such as the addition of approximately 25 new dwellings, numerous property alterations and to reflect current legislative requirements.

**Legislative Context**

The *Ontario Heritage Act* received a significant amendment in 2005. The Act allows municipalities to designate a defined geographic area that is of local cultural heritage value or interest, to form what is known as a Heritage Conservation District (HCD). A district designation allows Council to manage and guide change within this area. Through the adoption of a District Plan, with policies and guidelines, the district's special character and cultural heritage value can be conserved, protected and enhanced.

Under Section 41.1(5) of the 2005 *Ontario Heritage Act*, the following five items must be included in a District Plan:

- “(a) a statement of the objectives to be achieved in designating the area as a heritage conservation district;
- (b) a statement explaining the cultural heritage value or interest of the heritage conservation district;
- (c) a description of the heritage attributes of the heritage conservation district and of properties in the district;
- (d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and
- (e) a description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district 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 a permit under section 42.”  
(2005, c.6, s. 31)

Prior to passing a by-law to adopt a HCD Plan, under Section 41.1(6) of the Act, the municipality shall ensure that information related to the new Plan (including a copy of the new plan) is made available to the public; at least one public meeting is held; and that the Municipal Heritage Committee is consulted.

July 6, 2016

Page 4 of 10

**Process Framework**

In 2014 the City retained a consulting team, led by MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC Planning), to review and update the Barriefield Heritage Conservation District Plan. The current District Plan and various City by-laws and policies pertaining to Barriefield were examined in order to better understand the cultural heritage value of the Village and how to make the District Plan effective, consistent and user-friendly. The findings of this review were published in a document titled 'Issues Analysis Report, August 2014'. Based on the findings of this report, including extensive comments from the public, staff and stakeholders, the new Village of Barriefield Heritage Conservation District Plan was prepared (Exhibit A).

In accordance with Section 41.1(5) of the *Ontario Heritage Act*, the new Village of Barriefield Heritage Conservation District (HCD) Plan provides a statement of objectives of the District (Section 3.0 of Exhibit A), including a list of 15 specific objectives. It also includes a clear statement explaining the cultural heritage value of Barriefield (Section 2), including a descriptive list of heritage attributes. The new Plan provides various policies and guidelines for achieving the objectives of the Plan and managing change within the District in Section 4 and describes alterations that are minor in nature and do not require a heritage permit in Section 5.

In addition to the legislative requirements, the new Village of Barriefield HCD Plan also includes an introduction and overview of the various federal, provincial and local policy and guiding documents that are relevant and give direction on best practices in heritage conservation and to which the policies of the Plan are based. A glossary of important terms used throughout the Plan is included as Section 7.

Attached to the main body of the HCD Plan are four (4) appendices, which are intended as supplementary and reference information. Appendix A is an updated inventory and evaluation of all properties within the District. The inventory provides clarification of those properties that have cultural heritage value and those that do not (heritage versus non-heritage). Appendix A is not attached hereto but is available on the City's website. Appendix B is the Barriefield listing from the Canadian Register of Historic Places; Appendix C is the Conservation Guidelines (maintenance) section of the 1992 Barriefield Plan; and Appendix D is an updated list of appropriate plant materials to be used in the District.

In accordance with Section 41.1(6) of the *Ontario Heritage Act*, all previous iterations of the new Village of Barriefield HCD Plan were posted on the City's website and hard/digital copies were provided to those who requested it. The current version of the Plan was posted on the City's website on June 17, 2016.

In addition to the properly advertised statutory Public Meeting held on May 4, 2016, staff held four public open houses and consulted with various stakeholders, including the Barriefield Village Association and a Technical Advisory Team comprised of staff whose responsibilities overlap with the guidelines and policies of the HCD Plan.

While Heritage Kingston has also been consulted at various stages throughout this process (a total of four times), including a formal consultation at its May 4, 2016 meeting, no formal motion of endorsement of the Plan has been provided to date.

July 6, 2016

Page 5 of 10

**Key Issues/Concerns Raised**

The four public open houses were well attended and staff also received numerous written comments. In an effort to better understand the concerns and desires of the community, particularly those who live within Barriefield, staff met with the Barriefield Village Association Executive on five separate occasions. Staff also met with various other interested stakeholders to better understand the full range of perspectives associated with heritage planning matters in the District. The most common concerns raised include: the cultural heritage value of the underdeveloped lands within the HCD (i.e. J.E. Horton school site and those lands around the edges of the District owned by the Department of National Defense (DND)); the policies pertaining to the possible development of these largely vacant lands; policies pertaining to the protection of defined significant views; and the overall strength of the Plan itself. The following section offers an overview of the key issues identified by the public during the May 4, 2016 Public Meeting.

**Heritage Value of Underdeveloped Boundary Lands**

The most complex issue raised was the evaluation and determination of the cultural heritage value of the largely vacant lands within the District. These include lands bordering Kingston Road 15 and Highway 2 along the eastern, northern and southern boundaries of the District and the site of the former J.E. Horton Public School. The previous HCD Plans for Barriefield, as well as the 1978 background study, put very little value on these lands in terms of their contribution to the cultural heritage value of the District. The City's Official Plan designates them as 'residential' and, along with the current 1992 Plan, consideration was given to possible low-rise residential development on these lands.

From a heritage conservation perspective, vacant lands typically only hold cultural heritage value if they are associated with a historical event, such as a battle or First Peoples gatherings, or if they were intentionally left vacant as part of the design of the settlement, such as a cemetery or a designed park feature, or if they represent a culturally valued natural feature such as a rock outcropping or river that is associated with an event or a belief or contributes to the understanding of the settlement.

The lands surrounding Barriefield Village came about with the improvements to the two abutting highways (Highway 2 in the 1930s and Highway 15 in the 1970s), thus orphaning them from the larger military holdings of the federal government. In 1978-80, when the Barriefield HCD was being evaluated and designated, the then provincial highways made an obvious and natural boundary for the new District. Since that time, the federal government and local school board ownership of these parcels have limited their development and left them largely vacant. This has in turn created a buffer and natural boundary around the District.

During its evaluation of the cultural heritage value of the District, the consulting team found that these underdeveloped lands have come to hold cultural value in their ability to define the edge of the Village. In addition, they have also helped to maintain views of the St. Mark's Church tower, protecting its landmark status in the area. The Barriefield Village Association (BVA) retained heritage preservation consultant, Andre Scheinman, to review this matter further. Mr. Scheinman, in his January 7, 2016 report, echoed staff's finding insofar as these lands had cultural heritage value for their "*importance as boundary setting and context for the settlement*

July 6, 2016

Page 6 of 10

[and] *as a foreground for traditional and scenic views*" within the District. Staff and the consulting team however did not find sufficient rationale to require that the entirety of these lands should remain vacant (or underdeveloped in the case of the former school) in order to conserve the heritage value of the District. Further, the natural feature that Mr. Scheinman identified (an 'alvar'), which was not substantiated by the Conservation Authority, does not, in staff's opinion, contribute to the cultural heritage value to the District on its own.

As a result of this evaluation, the current draft of the new Village of Barriefield HCD Plan (Exhibit A) acknowledges the importance of these lands by including policies requiring that any new development be set back a minimum of 30 metres (Section 4.5.4c) from the eastern boundary of the District (Kingston Road 15) in order to retain this boundary and natural transition into the District. Further, Section 4.8.7 of the new Plan is devoted entirely to the protection of the significant historic views within the District, including those of St. Mark's Church at various points along Kingston Road 15, Wellington and Main Streets.

While these policies will allow some development of these lands, the cultural heritage value to the District, provided by these underdeveloped boundary lands (boundary and context setting and significant view protection) will be conserved. It is important to note that earlier iterations of the Plan had contemplated "low-profile development" within the area south of the church.

### **Policies Pertaining to Development of Underdeveloped Lands**

The above noted boundary lands are primarily owned by the Federal Department of National Defence, with the only exception being the Barriefield Rock Garden, which is owned by the City of Kingston and the former J.E. Horton Public School property, which is now privately owned.

It is important to note that the lands owned by the federal government are not subject to the policies of the District Plan until such time as they change out of federal ownership. However, it is important to include policies and guidelines within the new HCD Plan to direct the form of new construction on all of the underdeveloped tracts of lands, in order to conserve the cultural heritage value of the District, in the event that these lands are sold from federal ownership in the future.

This Section of the new Village of Barriefield HCD Plan has generated much discussion during the public consultation process. Suggestions were made to amend the Official Plan to change the designation from 'residential' to 'open space'; however, as noted above, sufficient heritage conservation rationale for this change was not found. Further, Heritage Conservation District Plans cannot regulate land use, like a zoning by-law regulation or Official Plan policy.

Development and land use change within the District would need to demonstrate conformity with the policies of the HCD Plan along with conformity with the policies of the OP and the controls of the underlying zoning by-law. The development proponent would also be required to assess and implement any necessary heritage impact mitigation measures to ensure the heritage value and attributes of the District are conserved. It should be noted that the Official Plan and applicable zoning by-law were evaluated and amendments to these documents, to accommodate the new HCD Plan, were determined to be not necessary.

July 6, 2016

Page 7 of 10

As a means of ensuring that any new development will not adversely affect the cultural heritage value of the District, Sections 4.5.4 and 4.5.5 of the HCD Plan include a number of policy statements that provide a framework for development on these lands. These include policies requiring: protection of significant historic views; a 30 metre undeveloped buffer along the eastern edge of the district; public street access to any new park feature; respect for the lot pattern, built form and the grid pattern of narrow streets in the District; and a requirement to evaluate any new development through a heritage impact statement.

There has been a suggestion to regulate the amount of new development to avoid a “tipping point” whereby the amount of new development would overwhelm the old (i.e. heritage buildings). Currently the numbers are approximately even, with half “heritage” and half “non-heritage” buildings in the District. Staff are concerned with the ability to defend such a policy given its subjective nature. Is the “tipping point” reached with one more new house or fifty more new houses? From a heritage conservation perspective, the number is irrelevant. If new construction is located and designed in a manner that does not detract from the heritage value of the district and its defined heritage attributes, then the intent and objectives of the HCD Plan will be upheld.

The permitted height of any new construction was also a concern expressed by members of the public. The District is made up of buildings ranging in height from one to two-and-a-half storeys, with the majority of heritage buildings at one-and-a-half storeys. While the 1992 HCD Plan does not expressly limit the height of new construction in terms of storeys it does state that “*new structures must maintain the building height of adjacent properties... and should be neither excessively higher nor lower*” (Section 4.5.1 of 1992 Plan). Since 1992, 25 new dwellings have been constructed in Barriefield most of them being one-and-a-half storeys or more. Given the direction from the 1992 Plan and the range in building height within the District, it was determined that setting a maximum height of 2 storeys would provide clarity for those looking to construct new buildings and be an acceptable average height of buildings in Barriefield. After further consideration, staff and the consulting team have included a further provision in the policy clause regarding the height of new construction, noting that new construction shall be limited to 2 storeys or the “*average height of any adjacent Heritage buildings, whichever is less*” (Section 4.5.2(b)). New construction will accordingly need to respect the height of established buildings in the District.

Similarly, a suggestion was also made to limit the footprint of new dwellings in relation to their property size. The property sizes in the District vary quite considerably. The form and scale of the buildings in the District is included as heritage attributes and new development will be required to conform to this standard. Larger buildings can be accommodated so long as they are designed to limit their impact on the heritage character and value of the District, i.e. the street facing portion of the building could be designed to complement the District character while larger rear additions could be designed to discreetly add greater floor area.

### **Protection of Views**

The historic views within the village are listed as a heritage attribute of the District and their protection is a critical component of the Plan and part of the reason for the HCD designation. As noted in Section 4.8.7, historic views are found up and down every street and contribute to the

July 6, 2016

Page 8 of 10

rural village character and cultural heritage value of the District. All of these views are conserved by the policies and guidelines set out in Section 4 of the Plan "Guidelines for Conserving Barriefield's Cultural Heritage Value". However, three (3) specific historic views warranted further policies, not due to heightened importance but rather because the guidelines in Section 4 did not provide them adequate protection. The views noted as 'significant historic views' in Section 4.8.7 are those of St. Mark's Church tower and roof; those of the Barriefield Common (a green space at the south-west corner of James and Main Streets); and those of the Great Catarqui River/the UNESCO World Heritage Site. Figure 2 in Section 4.8.7 outlines the location of the various vantage points and direction of these views. The policies included in this section are simple yet strong: all significant historic views shall be maintained and any development that may affect these views is required to demonstrate retention and protection of these views through a heritage impact statement.

It is important to note that views of Barriefield from the Great Catarqui River are not included. While views to the Village from the water could have a historic basis, as their vantage points are located outside of the boundary of the HCD and beyond the jurisdiction of the HCD, it would be inappropriate to include them in the Plan. However, the City of Kingston Official Plan, the various management plans, policies and corridor studies related to the Rideau Canal and the UNESCO World Heritage Site, provide a level of protection against inappropriate development along the banks of the Great Catarqui River. If there are views originating outside of the District, which ought to be recognized for their ability to help conserve identified heritage attributes, it would be advantageous to recognize such within the City's Official Plan.

Two additional views of the Great Catarqui River were suggested following comments from the public meeting; those being at two different points near the end of James Street. Upon review of these points, staff found little heritage rationale for including these views in the District Plan. As such, they were not included.

### **Strength of Plan**

Depending on the nature, location, level of perceived threat, and cultural heritage value/attributes of a Heritage Conservation District (HCD), the strength of its associated District Plan can vary. With respect to Barriefield, a number of community stakeholders have expressed a desire for a strongly-worded Plan, particularly with respect to the development of underdeveloped lands (i.e. J.E. Horton and DND lands). Staff have reviewed each section of the District Plan and, with specific suggestions from the BVA and others, have included stronger language where appropriate. For example, almost all of the 'guidelines' in Section 4.2 'Alterations to Heritage Buildings' have become 'policies' whereby directions such as 'should' and 'discouraged' have been replaced with 'shall' and 'not permitted', respectively. Further, Sections 4.5.4, 4.5.5 and 4.6, pertaining to 'Design considerations for vacant lands' and 'the former J.E. Horton Public School site' and 'Demolition and removal of buildings and structures', respectively, have been structured with policies only (no guidelines) that provide clarity in expectations. While the new Village of Barriefield HCD Plan is more stringent than most, staff and its consultants feel it adequately conserves the heritage value of the district.



July 6, 2016

Page 9 of 10

**Changes Made Following the Statutory Meeting of May 4, 2016**

The statutory Public Meeting, required under Section 41.1(6) of the *Ontario Heritage Act*, was held on May 4, 2016, in which seven members of the public spoke. Staff also received a number of written comments, including a submission from the Barriefield Village Association, which was provided to the Committee as correspondence on its June 1, 2016 meeting agenda.

All comments received were reviewed by staff and the consulting team and changes were incorporated into the current draft of the Plan, where deemed appropriate. Many of the comments received relate to one of the Key Issues noted above. In addition, staff submit the following comments related to comments received following the May 4, 2016 meeting.

Heritage Conservation District designations are created to conserve the heritage value of a defined area for the public benefit. This does not mean that the public has the right to access the entire district. Private homes and properties still remain private, and as such some flexibility is provided for alterations to portions of the property that are out of view from the public. Following on comments received from the public, the new District Plan includes less restrictive language with respect to certain alterations to non-heritage buildings and to those portions of heritage buildings not viewed from the public realm. For example, the construction of rear decks and backyard fences or the installation of satellite dishes that are out of view from the public realm will not require *Heritage Act* approval as they will have no impact on the cultural heritage value or heritage attributes of the District.

Recently, the Heritage Committee underwent a formal review and restructuring, including a change to its mandate to include a much broader cultural heritage mandate, including museum and collections. The Committee's role in reviewing and advising on alteration permits within Heritage Conservation Districts (HCD) was also reviewed and amended. The role of the Municipal Heritage Committee is governed by the legislative tools and authority of the *Ontario Heritage Act*, with some refinements added by City Council. The City of Kingston has three HCDs of which Barriefield is one. The process for consideration of alteration applications should be the same in all three HCDs. As such, the matter of establishing and administering this process should remain outside of the individual District Plan documents. Staff therefore do not recommend inclusion of language that describes a process for the review of alteration permits within the new Village of Barriefield HCD Plan.

**Conclusion**

Staff and our consulting team have prepared the final draft of the new Village of Barriefield HCD Plan (Exhibit A), which includes: a revised statement of cultural heritage value; a statement of intent; the conservation goals and objectives of the Plan; guidelines to conserve the heritage character of the District; and a list of exemptions for minor property alterations. In addition, there are four (4) appendices included with the District Plan as supplementary and reference information, including Appendix 'A' which is an updated inventory and evaluation of all properties within the District.

Staff and the consulting team are of the opinion that the public, affected stakeholders and agencies have been adequately consulted. Comments have been incorporated into the District Plan where needed and where appropriate. Staff and the consulting team are now

July 6, 2016

Page 10 of 10

recommending that Heritage Kingston endorse this draft of the new Village of Barriefield Heritage Conservation District Plan and recommend that Council approve the enacting by-law (attached as Exhibit B). The draft Notice of Passing is attached as Exhibit C.

**Existing Policy/By-Law:**

*Ontario Heritage Act*, R.S.O. 1990, C. O.18. (Province of Ontario)

By-Law Number 17-80 OMB Approved Designation By-Law for Barriefield Village

**Notice Provisions:**

Public notice was provided pursuant to Section 41.1(7) of the *Ontario Heritage Act (OHA)* prior to the statutory Public Meeting. As per Section 41.1(3) of the *Act*, notice of passing of a by-law to adopt the District Plan will be served on the property owners, the Ontario Heritage Trust and published in the newspaper following Council's approval.

**Accessibility Considerations:**

Not applicable

**Financial Considerations:**

The costs associated with this review and update project are included in the approved capital budget.

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Ryan Leary, Senior Planner, Heritage 613-546-4291 extension 3233

**Other City of Kingston Staff Consulted:**

Various other City staff were circulated on this matter; their comments have been incorporated.

**Exhibits Attached:**

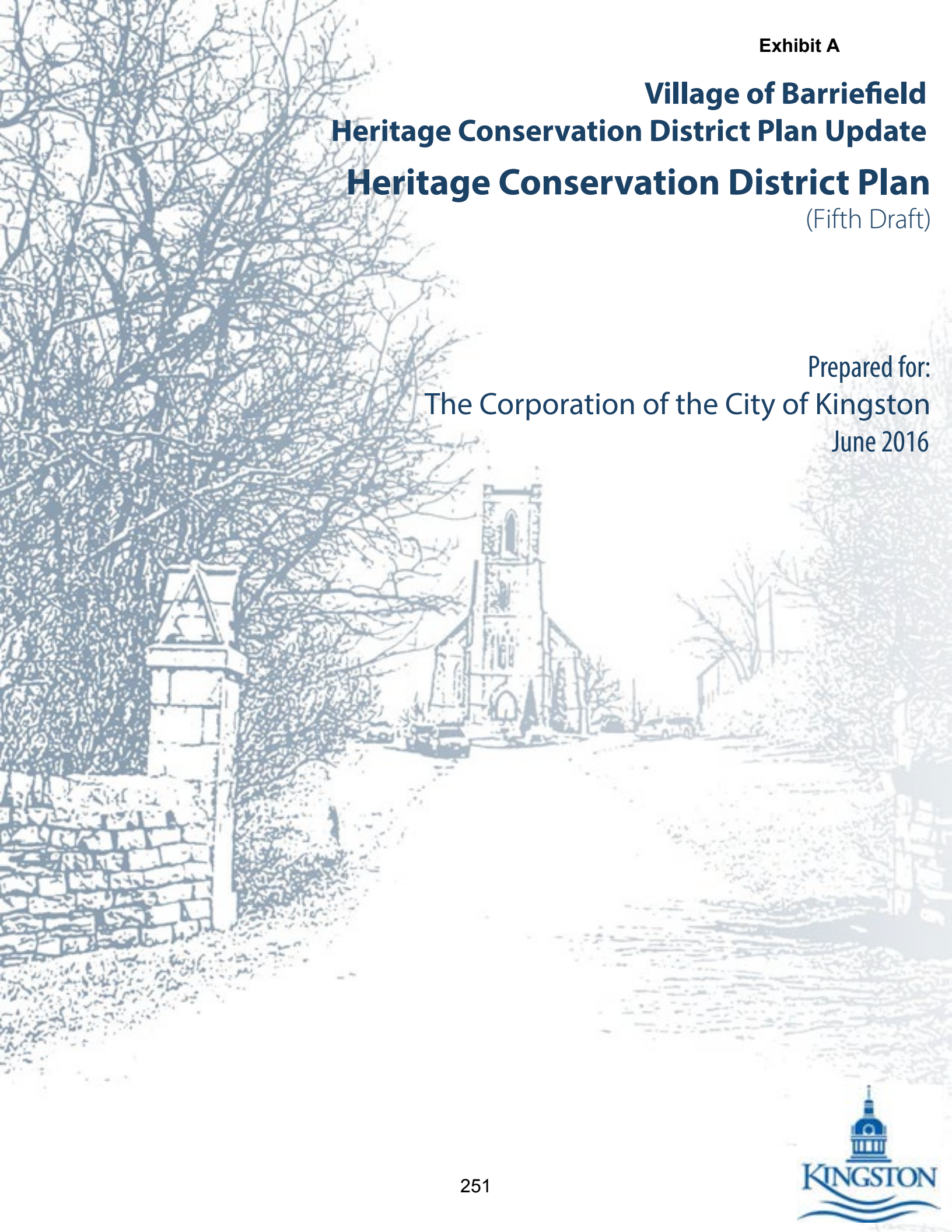
Exhibit A Final Draft - Village of Barriefield Heritage Conservation District Plan

Exhibit B Draft Enacting By-Law

Exhibit C Draft Notice of Passing

**Village of Barriefield  
Heritage Conservation District Plan Update  
Heritage Conservation District Plan**  
(Fifth Draft)

Prepared for:  
The Corporation of the City of Kingston  
June 2016



# Village of Barriefield Heritage Conservation District Plan Update

## Heritage Conservation District Plan (Fifth Draft)

Prepared for:

The Corporation of the City of Kingston  
June 2016



**In association with:**

Wendy Shearer Landscape Architect  
George Robb Architect  
David Cuming

## Table of Contents

<b>1.0</b>	<b>Introduction .....</b>	<b>1</b>
1.1	Purpose and format of the District Plan .....	3
1.2	Who should use this Heritage Conservation District Plan? .....	4
1.3	Provisions of the <i>Ontario Heritage Act</i> .....	5
1.4	Provincial Policy Statement (2014) .....	7
1.5	City of Kingston Official Plan .....	7
1.6	City of Kingston Zoning By-law .....	9
1.7	Other applicable policies and guidance .....	10
<b>2.0</b>	<b>Statement of Cultural Heritage Value and List of Cultural Heritage attributes .....</b>	<b>14</b>
<b>3.0</b>	<b>Conservation Goals and Objectives .....</b>	<b>18</b>
3.1	Introduction .....	18
3.2	Conservation Goals .....	18
3.3	Conservation Objectives .....	19
<b>4.0</b>	<b>Guidelines for Conserving Barriefield’s Cultural Heritage Value .....</b>	<b>20</b>
4.1	Introduction .....	20
4.1.1	Format of guidelines .....	21
4.2	Alterations to Heritage buildings .....	23
4.2.1	Roofs .....	23
4.2.2	Walls .....	24
4.2.3	Windows .....	24
4.2.4	Entrances .....	25
4.2.5	Exterior cladding .....	26
4.2.6	Painting .....	27
4.2.7	Features and spaces around Heritage Buildings .....	27
4.3	Additions to Heritage buildings .....	28
4.3.1	Location, massing and height .....	28
4.3.2	Design .....	29
4.4	Alterations and additions to Non-heritage buildings .....	30

4.5	New construction .....	32
4.5.1	Principles for new freestanding construction .....	32
4.5.2	Design considerations for new residential construction .....	33
4.5.3	Design considerations for garages and ancillary structures.....	36
4.5.4	Design considerations for vacant lands .....	36
4.5.5	Design considerations for former J.E. Horton Public School site.....	38
4.6	Demolition and removal of buildings and structures .....	39
4.6.1	Demolition of Heritage buildings and structures .....	39
4.6.2	Removal of Heritage buildings and structures .....	40
4.6.3	Demolition and removal of Non-heritage buildings and structures.....	41
4.7	Landscape conservation guidelines for private property .....	41
4.7.1	Historical landscape features.....	42
4.7.2	Fencing, walls and steps .....	43
4.7.3	Surface treatments .....	44
4.7.4	Trees and other plant material.....	44
4.7.5	Amenity lighting .....	45
4.7.6	Parking .....	45
4.7.7	Signage .....	45
4.8	Landscape conservation guidelines for the public realm.....	46
4.8.1	Street lighting.....	47
4.8.2	Utilities.....	47
4.8.4	Streets and other public works projects .....	48
4.8.5	Street trees .....	49
4.8.6	Public parks and open space.....	49
4.8.7	Protection and enhancement of historic views.....	50
4.9	Guidelines related to accessibility .....	53
4.10	Guidelines related to energy conservation and sustainability .....	55
4.11	Archaeological considerations .....	56
<b>5.0</b>	<b>Exempt Alterations.....</b>	<b>57</b>
5.1	Introduction .....	57
5.2	Exemptions for private properties .....	57

5.3 Exemptions for public realm properties ..... 59

5.4 Emergency work ..... 59

**6.0 Heritage Conservation District Plan Review Process ..... 60**

6.1 Introduction ..... 60

6.2 A recommended review process..... 60

**7.0 Terms and Definitions..... 61**

**List of Figures**

**Figure 1** Existing Village of Barriefield HCD boundary ..... 1

**Figure 2** Significant historical views to be retained ..... 50

**List of Photos**

**Photos 1 & 2 Historic built form examples ..... 17**

**Photos 3 & 4** Examples of roof forms..... 24

**Photo 5** Example of window modification ..... 25

**Photos 6 & 7** Exterior cladding examples ..... 26

**Photos 8-10** Building addition examples..... 29

**Photo 11** Contemporary addition example..... 30

**Photos 12 & 13** New construction examples..... 33

**Photos 14-17** Fencing and hedging examples..... 42

**Photo 18** Typical utility pole pattern ..... 46

**Photo 19** Streetscape and sidewalk example ..... 46

**Photo 20** Streetscape vegetation example ..... **47**

**Photos 21-23** Photos of Barriefield Rock Garden ..... **48**

**List of Appendices**

**Appendix A** Inventory of properties within the Village of Barriefield Heritage Conservation District

**Appendix B** Barriefield listing from Canadian Register of Historic Places

**Appendix C** Conservation Guidelines (from 1992 Barriefield Heritage Conservation District Plan)

**Appendix D** List of plant material appropriate for the Village of Barriefield



## 1.0 Introduction

The Village of Barriefield is the oldest Heritage Conservation District (HCD) in Ontario, having been designated under Part V of the *Ontario Heritage Act* by the former Township of Pittsburgh in 1979 and approved by the Ontario Municipal Board in 1981. A review of the HCD Plan was completed in 1992, with a new document prepared at that time. The 1992 HCD Plan has been utilized for the past 24 years to conserve the heritage value and guide development within Barriefield. The boundary of the Barriefield Heritage Conservation District (HCD) is shown on the map below:



**Figure 1:** Village of Barriefield HCD boundary (shown in red).

Barriefield has changed since it was designated as a heritage conservation district in 1980, and the City of Kingston has embarked on this update in order to bring the existing HCD Plan into conformity with current policies, legislation, and best practices related to the conservation of heritage resources.

The 1980 HCD Plan (adopted by Pittsburgh Township Council in 1979) had the aim to preserve and enhance the 19<sup>th</sup> century character of the Village through the use of guidelines that covered a variety of topic areas. Objectives included matters such as preservation and restoration of heritage buildings, protection and enhancement of the village setting, encouraging compatible alterations to properties including suitable landscaping, ensuring new development complements the village, considering adaptive reuse, and considering relocation of buildings to sites within Barriefield.

The original 1980 HCD Plan was updated in 1992, resulting in a more detailed document to guide future change and conserve the cultural heritage value of Barriefield.

The current update of the Barriefield Heritage Conservation District Plan began in spring 2014. A newsletter was sent to the community in May 2014 announcing the start of the project and providing an overview of the process to be undertaken as part of the update. The initial community meeting was held on May 27<sup>th</sup>, 2014, and offered an opportunity to meet the study team and provide input on how the current Heritage Conservation District Plan was working. The information gathered at the initial public meeting fed into the draft Issues Analysis Report which was released for comment and further discussed at a second open house held on June 23<sup>rd</sup>, 2014. Following the input gained at the open house and during the comment period, the study team finalized the Issues Analysis Report and released a final version in August 2014. The Issues Analysis Report has helped guide the study team in the preparation of this revised Heritage Conservation District Plan.

The revised Village of Barriefield Heritage Conservation District Plan seeks to provide the same level of heritage conservation as the previous Plans and, where appropriate, practices as expressed in the *Standards and Guidelines for the Conservation of Historic Places in Canada*.

## **1.1 Purpose and format of the District Plan**

The Village of Barriefield Heritage Conservation District Plan provides guidance and direction regarding the conservation, management, care and protection of the heritage character and attributes of the Village of Barriefield. The District Plan is implemented through the review and approval of heritage permits by City of Kingston staff, the Municipal Heritage Committee, and City of Kingston Council. The District Plan is accompanied by appendices, including an updated building inventory and an updated recommended plant species list. These documents, when adopted by City Council, replace the 1992 Barriefield Heritage Conservation District Plan and provide the vision for heritage conservation into the future. The District Plan is also accompanied by a separate report entitled Municipal Implementation, which provides a number of recommendations for the City of Kingston to consider with respect to the conservation of Barriefield's cultural heritage resources that are outside the scope of Part V of the *Ontario Heritage Act*, and therefore not included as part of the District Plan.

The Village of Barriefield Heritage Conservation District Plan is divided into a number of sections as follows:

**Section 1** explains the project background and policy provisions (such as *Ontario Heritage Act*, *Provincial Policy Statement*, City of Kingston Official Plan) that are most relevant to this project.

**Section 2** contains those provisions that are legally required to be fulfilled, notably a statement of cultural heritage value, and a description of the District's heritage attributes. A statement outlining the intent for the Heritage Conservation District is also provided, as is recognition of the various roles and responsibilities in the management of the District.

**Section 3** provides a statement of conservation goals and objectives of the Plan.

**Section 4** provides the key policies and guidelines for conserving heritage attributes and managing change, and includes:

- Conservation guidance regarding alterations and additions to Heritage and Non-heritage buildings;
- Design guidance for compatible new construction within the District;
- Guidance related to demolition and removal of buildings and structures;
- Landscape conservation guidance for private property;
- Landscape conservation guidance for the public realm;
- Guidelines related to accessibility;
- Guidelines related to energy conservation and sustainability;

- Guidelines related to archaeological resources.

**Section 5** provides a description of those alterations and classes of alterations that are exempt from formal approval under Part V of the *Ontario Heritage Act*.

**Section 6** provides recommendations regarding a regular review process for the Village of Barriefield Heritage Conservation District Plan.

**Section 7** – provides a series of Terms that are commonly used in this document and their Definitions.

**Appendix A** provides an updated inventory of the properties within the District, including a classification of whether or not the property is a heritage structure or a non-heritage structure.

**Appendix B** provides the listing for Barriefield from the Canadian Register of Historic Places.

**Appendix C** contains conservation guidelines from the 1992 Barriefield Heritage Conservation District Plan as reference material.

**Appendix D** contains an updated list of plant material appropriate for the Barriefield Heritage Conservation District.

As previously noted, the Village of Barriefield Heritage Conservation District Plan also contains municipal implementation recommendations, contained within a separate accompanying document. Implementing the HCD Plan may involve budgetary considerations or matters that the City can contemplate or approve through other programs, and/or other forms of legislation, these matters are included in a separate document. The purpose of the implementation recommendations is to provide advice regarding potential future activities or initiatives (separate from the District Plan) that will assist with future implementation of the District Plan.

## **1.2 Who should use this Heritage Conservation District Plan?**

The Village of Barriefield Heritage Conservation District Plan is organized to respond to those who are directly responsible for conserving the heritage character and heritage attributes in the Barriefield Heritage Conservation District, notably:

- Owners of heritage properties,
- Owners of non-heritage properties,
- Owners of vacant lots or land, and
- Municipal staff responsible for undertaking public work projects.

The policies and guidelines are also to be used by the Municipal Heritage Committee and municipal staff in providing advice to Council of the City of Kingston in making decisions on heritage permits under Part V of the *Ontario Heritage Act*.

It is recognized that some lands within the Barriefield Heritage Conservation District are currently owned by the Federal government and therefore are not subject to the guidance and direction of a Heritage Conservation District Plan. While Heritage Conservation District policies cannot be enforced for these lands, it is the intent of this Plan to facilitate the compatibility of any changes to these lands with the heritage value and heritage attributes of the Barriefield Heritage Conservation District. The policies and guidelines will be applicable in the event that any lands currently owned by the Federal government are transferred into City or private ownership in the future.

### **1.3 Provisions of the *Ontario Heritage Act***

The *Ontario Heritage Act* originally came into force in 1975, and is the primary piece of legislation that governs the conservation, protection and preservation of cultural heritage resources in the Province. The *Ontario Heritage Act* has undergone periodic revisions since 1975, with the most recent significant amendments taking place in 2005.

Part V of the *Ontario Heritage Act* allows municipalities to designate a defined area as a heritage conservation district, and Section 41(1) states:

*“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.”*

Once a heritage conservation district has been designated by a municipality, the *Ontario Heritage Act* provides the following guidance regarding consistency with the District Plan, conflicts with the District Plan, and alterations and demolition of buildings:

#### **“Consistency with heritage conservation district plan**

*41.2 (1) Despite any other general or special Act, if a heritage conservation district plan is in effect in a municipality, the council of the municipality shall not,*

- (a) carry out any public work in the district that is contrary to the objectives set out in the plan; or*
- (b) pass a by-law for any purpose that is contrary to the objectives set out in the plan.*

**Conflict**

*(2) In the event of a conflict between a heritage conservation district plan and a municipal by-law that affects the designated district, the plan prevails to the extent of the conflict, but in all other respects the by-law remains in full force.*

**Erection, demolition, etc.**

*42. (1) No owner of property situated in a heritage conservation district that has been designated by a municipality under this Part shall do any of the following, unless the owner obtains a permit from the municipality to do so:*

- 1. Alter, or permit the alteration of, any part of the property, other than the interior of any structure or building on the property.*
- 2. Erect, demolish or remove any building or structure on the property or permit the erection, demolition or removal of such a building or structure”*

The *Ontario Heritage Act* also provides clear guidance regarding the process to designate a heritage conservation district, as well as the required content of a heritage conservation district plan. Subsection 41.1 (5) of the Act provides that a heritage conservation district plan shall include:

- a) a statement of the objectives to be achieved in designating the area as a heritage conservation district;*
- b) a statement explaining the cultural heritage value or interest of the heritage conservation district;*
- c) a description of the heritage attributes of the heritage conservation district and of properties in the district;*
- d) policy statements, guidelines and procedures for achieving the stated objectives and managing change in the heritage conservation district; and*
- e) a description of the alterations or classes of alterations that are minor in nature and that the owner of property in the heritage conservation district 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 a permit under section 42.2005, c.6,s.31.*

The above provisions were not part of the *Ontario Heritage Act* when the previous Barriefield Heritage Conservation District Plan was prepared in 1992. The revised Village of Barriefield Heritage Conservation District Plan contains the required information related to the above noted sections of the *Act*.

## **1.4 Provincial Policy Statement (2014)**

The Provincial Policy Statement (PPS) provides policy direction on matters of Provincial interest related to land use planning and development, and sets the policy foundation for regulating the development and use of land. The Barriefield HCD Plan predates the first PPS, which was released in 1996. An updated PPS was released in 2005, with a further updated version released in April 2014. The PPS is to be read in its entirety and the relevant policies applied to each situation. All municipal decisions must be consistent with the policy direction contained within the PPS.

The PPS contains broad-level policies related to cultural heritage and archaeological resources in Section 2.6. This section directs that significant cultural heritage resources shall be conserved, and that development on adjacent lands will not be permitted unless it is demonstrated that heritage attributes will be conserved.

*“2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be 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.”*

A number of important definitions related to cultural heritage matters are included in the PPS, and have been incorporated into Section 7.0 of the Village of Barriefield Heritage Conservation District Plan.

## **1.5 City of Kingston Official Plan**

The current City of Kingston Official Plan was adopted by City Council in July 2009 and approved by the Ministry of Municipal Affairs and Housing in January 2010.

Most of the Village of Barriefield is designated ‘Residential’ on Schedule 3A – Land Use. The Barriefield Rock Garden and the vacant lands at the end of James Street, owned by the City of Kingston and the Federal government, are designated as ‘Open Space’.

The goal of the Residential designation is to *“respond to the housing needs of the City’s citizens by retaining and augmenting a broad range of housing within a safe, convenient and stable setting, organized primarily into neighbourhoods.”* Accordingly, the

Residential designation permits a range of residential uses, as well as community facilities such as schools, museums and community centres.

As noted in the Official Plan, Open Space Areas *“include public parks, private open space areas, natural reserves, and lands adjacent to Environmental Protection Area designations. This Open Space designation provides not only recreational opportunities, trail linkages, and linkages and corridors which are valuable for wildlife movement, but also provides visual relief within the urban landscape, and is a valuable context for many significant cultural heritage resources and natural heritage features and areas.”*

The goal of the Open Space designation is to *“support the significant role that Open Space areas play in responding to the recreational and leisure needs of City residents, in sustaining the natural heritage system, and in contributing to cultural landscapes, heritage settings and to the City’s quality of life and sense of place.”* Accordingly, the Open Space designation permits a range of active and passive recreation uses, as well as wooded and naturalized areas.

Section 7 of the Official Plan contains comprehensive policies related to cultural heritage resources. This section addresses cultural heritage resources, protected heritage properties, cultural heritage landscapes (including heritage conservation districts), and archaeological resources.

Section 7.3.A contains policies related to the Rideau Canal, which was inscribed as a UNESCO World Heritage Site in 2007. The policies note that the designation includes the Rideau Canal as well as the Kingston fortifications, which include Fort Henry, and the four Martello Towers. The policies in Section 7.3.A are aimed broadly at conserving the canal, and speak to activities such as identifying and protecting cultural heritage resources associated with the Canal, introducing guidelines for new development, ensuring navigation of the canal is maintained, and ensuring development adjacent to the canal demonstrates that cultural heritage resources are conserved.

Related to heritage conservation districts, it is stated in Section 7.3.C that *“A heritage conservation district is the most common type of cultural heritage landscape. Designation under Part V of the Ontario Heritage Act enables the protection of a heritage district while at the same time allowing for compatible new development...”*

Specific policies related to Barriefield are located in Section 7.3.C.7. These policies state:

*“7.3.C.7. Barriefield is a designated Heritage Conservation District containing historic buildings, laneways and landscapes that have preserved a 19th century village*



*setting. New development or any alteration must follow the Barriefield Heritage Conservation District Plan and must maintain the heritage buildings, features and landscapes, the topography, and archaeological sites and resources. The following specific matters must be addressed:*

- a) land uses must be limited to detached dwellings and limited numbers of semi-detached dwellings (being 10% or less of the total);*
- b) a church, publicly-funded school, or other community facility, and a senior citizens home may be permitted subject to a rezoning;*
- c) permitted commercial uses must be small in scale, convenience oriented, supportive of the heritage setting, will not increase traffic volumes, and may have a maximum of three residential units as an accessory use above the main floor use;*
- d) new lots must have full street frontage and be similar to the lot pattern and grid road structure of the heritage area;*
- e) new residential and institutional units must be low profile and compatible with adjacent properties;*
- f) a landscaped buffer along Highway 15 must be maintained and no new structure will be permitted to impede the view of St. Mark's Church from either Main Street or Highway 15; and,*
- g) no new lots will be severed from the Barriefield House property except one with frontage on Regent Street with a depth of 30 metres."*

The Official Plan provides general guidance related to land use planning, and the Village of Barriefield Heritage Conservation District Plan provides further guidance and direction for the implementation of these specific Official Plan policies related to the Village of Barriefield.

## **1.6 City of Kingston Zoning By-law**

The Township of Pittsburgh Zoning By-law 32-74 was initially approved in 1974, and has been updated since that time, as changes have occurred.

Most of Barriefield is currently zoned for residential purposes, with a variety of site-specific regulations taking into account the irregular lot fabric of the Village as well as recent development. The Frontenac County Schools Museum, St. Mark's Church, the former J.E. Horton Public School, and the majority of the DND lands are zoned for institutional uses. The commercial building on James Street is zoned for commercial purposes, as is a small lot in the northern portion of the Village. In addition, the

shoreline is zoned Floodplain, and the access from Regent Street to Green Bay Road is zoned “Open Space”.

Where appropriate, this District Plan provides additional specificity and direction to supplement current Zoning By-law regulations.

### **1.7 Other applicable policies and guidance**

There are several documents that provide guidance related to cultural heritage conservation, and serve as sources of information for the Village of Barriefield Heritage Conservation District Plan; these include:

#### ***Standards and Guidelines for the Conservation of Historic Places in Canada***

The Standards and Guidelines for the Conservation of Historic Places in Canada were released in 2002 (with updates in 2010). This document was produced by Parks Canada and contains applicable guidance related to understanding historic resources and determining types of interventions, as well as best practices related to cultural heritage landscape conservation and building conservation. The Standards and Guidelines for the Conservation of Historic Places in Canada has also been referenced by many municipalities as a source of best practices related to heritage conservation.

The Standards and Guidelines contain the following fourteen standards related to the conservation of historic places in Canada:

#### *General Standards for Preservation, Rehabilitation and Restoration*

- 1. Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character defining elements. Do not move a part of an historic place if its current location is a character-defining element.*
- 2. Conserve changes to an historic place that, over time, have become character-defining elements in their own right.*
- 3. Conserve heritage value by adopting an approach calling for minimal intervention.*
- 4. Recognize each historic place as a physical record of its time, place and use. Do not create a false sense of historical development by adding elements from other historic places or other properties, or by combining features of the same property that never coexisted.*
- 5. Find a use for an historic place that requires minimal or no change to its character-defining elements.*

6. *Protect and, if necessary, stabilize an historic place until any subsequent intervention is undertaken. Protect and preserve archaeological resources in place. Where there is potential for disturbing archaeological resources, take mitigation measures to limit damage and loss of information.*
7. *Evaluate the existing condition of character-defining elements to determine the appropriate intervention needed. Use the gentlest means possible for any intervention. Respect heritage value when undertaking an intervention.*
8. *Maintain character-defining elements on an ongoing basis. Repair character-defining elements by reinforcing their materials using recognized conservation methods. Replace in kind any extensively deteriorated or missing parts of character-defining elements, where there are surviving prototypes.*
9. *Make any intervention needed to preserve character-defining elements physically and visually compatible with the historic place and identifiable on close inspection. Document any intervention for future reference.*

#### *Additional Standards Relating to Rehabilitation*

10. *Repair rather than replace character-defining elements. Where character-defining elements are too severely deteriorated to repair, and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements. Where there is insufficient physical evidence, make the form, material and detailing of the new elements compatible with the character of the historic place.*
11. *Conserve the heritage value and character-defining elements when creating any new additions to an historic place or any related new construction. Make the new work physically and visually compatible with, subordinate to and distinguishable from the historic place.*
12. *Create any new additions or related new construction so that the essential form and integrity of an historic place will not be impaired if the new work is removed in the future.*

#### *Additional Standards Relating to Restoration*

13. *Repair rather than replace character-defining elements from the restoration period. Where character-defining elements are too severely deteriorated to repair and where sufficient physical evidence exists, replace them with new elements that match the forms, materials and detailing of sound versions of the same elements.*

14. *Replace missing features from the restoration period with new features whose forms, materials and detailing are based on sufficient physical, documentary and/or oral evidence.*

The Standards and Guidelines also include guidelines for the conservation of historic places, and matters such as the various components of cultural landscapes (which includes heritage conservation districts), archaeological sites, buildings, engineering works, and materials.

### **Ontario Heritage Toolkit**

The Ontario Heritage Toolkit is a collection of documents authored by the Province (Ministry of Tourism, Culture and Sport), that provide guidance related to a variety of cultural heritage planning matters. One document relates specifically to heritage conservation districts and provides information related to the steps to undertake in designating a district. The introduction notes that a heritage district “...enables the council of a municipality to manage and guide future change in the district, through adoption of a district plan with policies and guidelines for conservation, protection and enhancement of the area’s special character.”

The Ministry of Tourism, Culture and Sport also publishes Information Sheets from time to time, and one such publication is entitled *Eight Guiding Principles in the Conservation of Built Heritage Properties*, published in 2007. Decisions related to the conservation of historic structures may be guided by the following principles which lay out a straightforward approach to planning for the conservation of these resources:

- 1) **“Respect for documentary evidence:** *Do not base restoration on conjecture. Conservation work should be based on historic documentation such as historic photographs, drawings and physical evidence.*
- 2) **Respect for the original location:** *Do not move buildings unless there is no other means to save them. Site is an integral component of a building or structure. Change in site diminishes cultural heritage value considerably.*
- 3) **Respect for historic material:** *Repair/conserve - rather than replace building materials and finishes, except where absolutely necessary. Minimal intervention maintains the heritage content of the built resource.*
- 4) **Respect for original fabric:** *Repair with like materials. Repair to return the resource to its prior condition, without altering its integrity.*
- 5) **Respect for the building’s history:** *Do not restore to one period at the expense of another period. Do not destroy later additions to a building or structure solely to restore to a single time period.*

- 6) **Reversibility:** *Alterations should be able to be returned to original conditions. This conserves earlier building design and technique, e.g. When a new door opening is put into a stone wall, the original stones are numbered, removed and stored, allowing for future restoration.*
- 7) **Legibility:** *New work should be distinguishable from old. Buildings or structures should be recognized as products of their own time, and new additions should not blur the distinction between old and new.*
- 8) **Maintenance:** *With continuous care, future restoration will not be necessary. With regular upkeep, major conservation projects and their high costs can be avoided.”*

## **2.0 Statement of Cultural Heritage Value and List of Cultural Heritage attributes**

### **Background**

The 1980 Heritage Conservation District Plan did not include a statement of cultural heritage value, as this was not a requirement of the *Act* at the time. However, the 1978 Heritage Conservation District Study contained a statement of “Historical and Architectural Significance” that identified a number of elements that contributed to the Village character, including the original grid pattern on which the Village was established, the resulting lot patterns, building setbacks, building size and scale, the architectural styles or influences, use of 19<sup>th</sup> century materials, views, and landscape elements (e.g. trees, lilacs, fences and stone walls, gardens, etc.).

The 1992 update to the Barriefield Heritage Conservation District Plan also did not include a formal statement of cultural heritage value or interest. The introductory “Statement of Intent”, contains the following text related to “heritage character”:

*Council recognizes that: the Barriefield Heritage Conservation District comprises a unique ensemble of heritage buildings and landscapes that have resulted from a century and a half of many social, economic, natural and physical changes. This unique heritage character is to be conserved and protected in the process of change.*

Section 2 of the 1992 Plan contains, within its introduction, several paragraphs that summarize the features that make up the district, including: a diverse range of properties dating from the early 19<sup>th</sup> to late 20<sup>th</sup> century; influence of several architectural styles; building materials; building type and size; modifications over time to the landscape; village setting; and archaeological resources/potential.

The Village of Barriefield was also listed on the Canadian Register of Historic Places in 2009. Inclusion on the Canadian Register is a means of listing historic places across Canada that have been recognized at the local, provincial and/or national level for their heritage significance. The statement of significance and list of character-defining elements in the Canadian Register of Historic Places that define Barriefield’s local heritage significance is included in **Appendix B** for information purposes.

## **Geographic Context**

The Barriefield Heritage Conservation District is located in the City of Kingston, generally bounded by the Great Cataraqui River on its west side, Kingston Road 15 (known locally as Highway 15) on its east side, Highway 2 on the south, and the convergence of Main Street and Kingston Road 15 at its northern end. The District is an evolving cultural heritage landscape<sup>1</sup> comprised of a 19<sup>th</sup> century village that developed on a street grid, and now contains new streets, structures and landscape features while still retaining much of its 19<sup>th</sup> century village character and rural atmosphere.

## **Cultural Heritage Value**

Barriefield has a long history of human activity, beginning with pre-contact aboriginal peoples, evidence of which has been uncovered through archeological finds, with the potential for additional archaeological resources along the bank of the Great Cataraqui River. In the early 19<sup>th</sup> century, Barriefield developed as an offshoot from the nearby naval dockyard at Kingston, with a townsite plan registered in 1814. Several of the streets have been named after military figures from the War of 1812, and the Village itself was named in 1820 for Commodore Robert Barrie of the naval dockyard. Barriefield continued to develop in the 19<sup>th</sup> century with houses for labourers of the nearby boat building industry, and associated taverns, mills, and services of a typical village. A traditionally shared open space area at the south-west intersection of Main and James Street, known as the Barriefield Common, was used for livestock pasturing, as well as a military training and social gathering space. The Pittsburgh Township Hall was constructed in the Village in 1886. From the turn of the 19<sup>th</sup> century to the mid-20<sup>th</sup> century, there was little new construction in Barriefield as the socio-economic conditions of the Village, Township and nearby Kingston continued to change. Some new construction occurred in the post-war period, including the J.E. Horton Public School and a small number of ranch style houses. Between the 1990s and present day, several new residences have been constructed along Main Street and on Green Bay Road, as well as other infill locations.

The 19<sup>th</sup> century building stock and some of the 20<sup>th</sup> century construction contribute to the character of the District. The Heritage buildings are primarily one to one and one half storey residential buildings, primarily constructed of stone or wood. They demonstrate influence of several architectural styles, including Georgian, Classical Revival, Gothic Revival and Ontario Vernacular. Most of the buildings have been altered over time, but the majority of alterations have been sympathetic to the heritage

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<sup>1</sup> See Ministry of Culture Infosheet #2 – Cultural Heritage Landscapes (part of ‘Heritage Resources in the Land Use Planning Process’) for additional information on types of cultural heritage landscapes, and Ministry of Culture ‘Heritage Conservation Districts’ for additional information on types of heritage conservation districts.

character of the District. New construction, for the most part, has been compatible in scale with the Heritage buildings, and often reflects traditional design and materials. St. Mark's Church is the most prominent landmark of the Barriefield Heritage Conservation District, with significant uninterrupted views of its tower and roof from a distance along Kingston Road 15 across open vegetated areas. Historic views along Main Street, the historic transportation thoroughfare, are framed by the collection of built and natural features.

The setting and rural atmosphere of the Village contributes greatly to its heritage character. Its proximity to Fort Henry reflects its military history. The original street grid pattern from the establishment of the Village is still present, and has expanded over time as the Village has grown. It's not simply the domestic 19<sup>th</sup> century village that gives Barriefield its special character, but also the location of the village within a significant natural landscape comprised not only of the Great Cataraqui River bank but also the hilly slope to the Common (which historically formed the gateway to the village as it still does visually) and the grass/bush open areas to the east and north. The Great Cataraqui River provides a natural boundary on the west side of the District, and its vegetated banks with a variety of plant materials are an important part of the natural setting of the area. Other natural features in the area are part of the streetscape and domestic landscapes of individual properties, and include landscaped front yards, mature trees, rows of lilacs, and other plant materials. Many properties in the District feature low fences, stone walls or hedges that add to the rural atmosphere of the District. The construction of the Highway 15 by-pass (now Kingston Road 15) in the early 1980s created an eastern boundary to the District.

### **List of Cultural Heritage Attributes**

The heritage attributes essential to defining and conserving the cultural heritage value and interest of the Barriefield Heritage Conservation District include the following:

- The setting on a high embankment adjacent to the Great Cataraqui River;
- Historic views within the District, including those down each street and those noted as significant historic views;
- Naturalized vegetation on the river embankment.
- Structures along the Great Cataraqui River that are evidence of the commercial and industrial past, including a working waterfront in Barriefield;
- Residential properties dating from the early 19<sup>th</sup> century to the mid-20<sup>th</sup> century;



- Built structures that reflect stylistic influences such as Georgian, Classical Revival, Gothic Revival, Victorian, and Ontario Vernacular;
- Institutional and commercial buildings that are small and limited in number and use;
- St. Mark's Church being located on a high point of land open to views from multiple directions;
- The rural village character as defined by the following attributes:
  - A grid network of narrow sloping streets and sidewalks, which established the original pattern of settlement within the Village.
  - Small lots with landscape features around homes creating defined yards;
  - Minimal setbacks of most buildings from the street;
  - A built form of primarily single-detached and semi-detached residential dwellings having a traditional range in height from one to two storeys;
  - Distinctive architectural features of the area, including primarily medium-pitched gabled roofs, and use of stone and wood siding as cladding materials, prominent front doors with or without porches;
  - Consistent building scale and mass; and
  - Simple rectangular window and door openings with minimal decorative detailing.



**Photos 1 & 2:** *Examples of historic built form within the District.*

## **3.0 Conservation Goals and Objectives**

### **3.1 Introduction**

The intention of the Village of Barriefield Heritage Conservation District Plan is to conserve, protect and preserve the unique character of the Village and its component buildings and spaces. It is anticipated that most conservation matters in the District will be addressed through the Plan`s policies and guidelines. The following goals and objectives form the framework for the policies and guidelines contained in Section 4, and the exemptions found in Section 5.

Where a particular conservation matter is not addressed by the policies and guidelines of Section 4.0, these goals and objectives should help guide property owners and decision-makers.

### **3.2 Conservation Goals**

Wise conservation and sound management of change within a heritage conservation district relies on the expression of a clear statement of goals. Although goals by their nature are general in scope, they are important in providing overall direction for more detailed guidance and action, as expressed later in this Plan.

General goals associated with the conservation, protection and preservation of cultural heritage resources within the Village of Barriefield are as follows:

- To protect and enhance the setting, both built and natural which contributes to Barriefield`s identity and character.
- To preserve and protect the rural village character of the District.
- To protect the existing low rise residential character and profile of the Barriefield Heritage Conservation District.
- To encourage decision-making that respects the cultural heritage value of the Barriefield Heritage Conservation District.
- To conserve the Village of Barriefield`s heritage attributes by allowing only those changes that are compatible with the built form and that are consistent with the cultural heritage value of the District.

### **3.3 Conservation Objectives**

Objectives build on the general goals identified above, and provide more detailed direction regarding the implementation of the District Plan. A number of objectives are sought through the designation of the Barriefield Heritage Conservation District to achieve the goals above:

- a) To ensure the conservation, maintenance, enhancement and protection of the cultural heritage value of Barriefield.
- b) To maintain the low profile residential environment within the District.
- c) To preserve and protect the rural, nineteenth century character of the District.
- d) To encourage the ongoing maintenance and repair of Heritage buildings by property owners.
- e) To support the continuing care, conservation and restoration of Heritage buildings by providing guidance on sound conservation practice and encouraging applications to funding sources for eligible work.
- f) To support existing uses and adaptive re-use, where feasible, within the existing Heritage building stock.
- g) To discourage the demolition of existing Heritage buildings and their replacement by new development.
- h) To protect significant historic views.
- i) To accommodate new development only where it respects or otherwise complements the prevailing low profile and heritage character of existing buildings and structures within the District and does not adversely affect the cultural heritage character of the District.
- j) To maintain and preserve natural features such as the Great Cataraqui River banks, existing trees, treelines, and fencerows within the District.
- k) To maintain and preserve built landscape features such as stone walls and fences within the District.
- l) To ensure the protection and retention of the heritage character of the existing roads and streetscapes within the District.
- m) To ensure public works such as the installation, repair and replacement of below and above-ground services maintain and conserve the character of the District.
- n) To avoid the disruption or disturbance of known and unknown archaeological sites within the District, in accordance with Provincial legislation.
- o) To provide a distinct boundary and edge to the District.

## **4.0 Guidelines for Conserving Barriefield's Cultural Heritage Value**

### **4.1 Introduction**

Since the settlement of Barriefield in the early 1800's, a variety of buildings have been constructed reflecting prevailing building techniques and construction materials of their time. Many of these earlier buildings have survived as they were originally constructed. However, repairs, changing domestic needs and new services all make their mark upon the fabric and form of buildings. Some have resulted in alteration of windows and doors, the re-cladding of frame structures, or the construction of new additions.

As noted earlier in this document, one of the purposes of the District Plan is to ensure that continued alterations to properties are managed in a way that protects and conserves the character of the District. Physical change within the Barriefield Heritage Conservation District is generally expected to fall into the following categories:

- Alterations or additions to existing built resources that add new openings, forms and massing;
- Demolition and removal of buildings;
- New construction; and
- Public works projects.

Major changes to buildings, vegetation, and spaces will be managed through the review and approval of heritage permit applications under Part V of the *Ontario Heritage Act*. These permit applications will be considered in the context of the policies and guidelines in this document.

Any changes that may occur within the District shall be in keeping with, and respect, the cultural heritage value of the District, and shall conserve the District's heritage attributes. These guidelines should be read in conjunction with the goals and objectives in Section 3 of this document, as well as the general conservation guidance contained in Section 1. Further, these guidelines serve as the primary policy direction when considering applications for alterations under Part V of the *Ontario Heritage Act*.

#### **4.1.1 Format of guidelines**

These guidelines are organized into a number of sections that address potential changes to property within the Barriefield Heritage Conservation District. **Appendix A** contains an inventory of properties within Barriefield, including a classification of whether they are considered Heritage buildings or Non-heritage buildings. Each subsequent section addresses a number of policies and guidelines that provide direction or advice on:

- Alterations and additions to Heritage buildings;
- Alterations and additions to Non-heritage buildings;
- New development;
- Demolition and removal of buildings and structures;
- Landscape conservation and design guidelines for private property;
- Landscape conservation and design guidelines for the public realm;
- Accessibility;
- Energy conservation and sustainability; and
- Archaeological resources.

For the purpose of this section, ‘policies’ are requirements that must be followed when planning for alterations to buildings or properties, whereas ‘guidelines’ are best-practice recommendations.

Aside from providing guidance on generally accepted and sound building conservation practices (in order to assist in the determination of heritage permit applications anticipated under Part V of the *Ontario Heritage Act*), additional guidance is also provided on matters relating to specific issues within the District.

With respect to the restoration of protected heritage properties, there is a wide variety of source material on heritage conservation available. Publications and websites are easily accessible to the public, and rather than repeat this information, property owners are encouraged to review these sources in order to acquaint themselves with current building and landscape conservation best practices.

In Canada, the *Standards and Guidelines for the Conservation of Historic Places in Canada* (produced by Parks Canada) provides a sound reference document regarding all aspects of historic property conservation, including restoration (available at: <http://www.historicplaces.ca/en/pages/standards-normes.aspx>). For further detail regarding specific interventions, a series of bulletins entitled

Preservation Briefs (published by Technical Preservation Services, Heritage Preservation Services Division, US National Park Service) also address a comprehensive array of topics. Representative Preservation Brief titles of interest to owners of property in the District include:

- #2 Re-pointing Mortar Joints in Historic Buildings
- #3 Improving Energy Efficiency in Historic Buildings
- #8 Aluminum and Vinyl Siding on Historic Buildings
- #9 The Repair of Historic Wooden Windows
- #10 Exterior Paint Problems on Historic Woodwork
- #14 New Exterior Additions to Historic Buildings: Preservation Concerns
- #32 Making Historic Properties Accessible
- #45 Preserving Historic Wooden Porches
- #47 Maintaining the Exterior of Small and Medium Size Historic Buildings

These papers (and others that may be of interest) are available at: <http://www.nps.gov/tps/how-to-preserve/briefs.htm>). Where not directly applicable, these papers provide advice on how to analyze a property, as well as the process to go through in selecting a plan for an alteration.

Chapter 3 of the 1992 Barriefield Heritage Conservation District Plan contained guidelines related to the conservation of Heritage buildings, and addressed a number of topic areas that may be of interest. These guidelines contain information that is still relevant today, and have been attached as **Appendix C**.

In addition to the aforementioned resources, the City of Kingston prepared policies to assist with the proper restoration of historic windows and historic masonry. These include the: 'Policy on Window Renovations in Heritage Buildings', and the 'Policy on Masonry Restoration in Heritage Buildings'. These policies specify the City requirements regarding these restoration activities and should be consulted.

## **4.2 Alterations to Heritage buildings**

Alterations to heritage properties in Barriefield include a variety of forms, such as: cutting new window openings; changing roofing materials; painting exterior surfaces; and enlarging entranceways. These types of alterations are usually confined to the roof and wall planes of buildings, as opposed to those alterations comprising additions that involve more substantial work that extends beyond the existing building envelope (see Section 4.3).

Generally, alterations to Heritage buildings should ensure that:

- Historical/original building materials (heritage fabric) and heritage attributes are maintained;
- Principal façade(s) is not adversely affected. An adverse effect to a heritage attribute would include alterations such as the installation of bay windows, removing multi-paned sash windows, making a new or enlarged entranceway, installing patio doors, or re-cladding a masonry structure in stucco, Exterior Insulation and Finish Systems (EIFS), or artificial stone; and,
- The replacement of building components or features on Heritage buildings, such as porches, is appropriate, provided it replicates the original component/feature through the use of documentary evidence, and complements the heritage character of the Heritage building and District.

In addition to the following policies and guidelines, reference may also be made to more technical advice and conservation best practices referred to in Section 4.0, namely the *Standards and Guidelines for the Conservation of Historic Places in Canada* and the US National Park Service *Preservation Briefs*. Other publications on the subject may be relevant and may be consulted for detailed advice and conservation techniques.

### **4.2.1 Roofs**

#### Policies

- a) Non-functioning chimneys shall be retained, capped and re-pointed, if they are considered a heritage attribute of the Heritage building.
- b) New roof vents, solar panels, skylights, satellite dishes and dormers shall be located away from public view, and in a manner that does not adversely affect heritage attributes.
- c) Roof drainage shall be maintained and directed away from building foundations.

- d) Roof shape and configuration and decorative features shall be retained and conserved. Replacement materials, if required, shall complement and have a beneficial effect on the heritage value of the building. Asphalt and wood shingles or simple metal sheeting are appropriate replacement roofing materials. Composite and other materials may be considered. Decorative metal, decorative asphalt shingles, slate or clay roofing is not permitted.



**Photos 3 & 4:** *Original roof shape and configurations shall be retained, as in the above examples.*

#### **4.2.2 Walls**

##### Policies

- a) Protect original wall surfaces from cleaning methods that may permanently damage the appearance of surfaces (e.g. sandblasting, strong liquid chemical solutions, and high pressure water cleaning), in accordance with current conservation practice.
- b) The application of new surface material or new coatings that alter the appearance of original building material must be avoided, especially where they are substitutes for masonry repair and re-pointing (e.g. paint, aluminum or vinyl siding and stucco). The application of waterproof or water repellent coatings may be considered on a case-by-case basis subject to demonstration that it will not adversely affect Heritage building fabric.

#### **4.2.3 Windows**

##### Policies

- a) Protect and maintain original window openings, as well as their distinguishing features such as materials, frame, sash, muntins, surrounds, glazing patterns, stained glass and shutters.



- b) Changing the proportions and dimensions of original window openings on Heritage buildings is not permitted.
- c) Removing or blocking up windows that are important to the architectural character of the Heritage building is not permitted.
- d) New window openings shall not be installed on the principal façade(s).
- e) All window replacements or repairs shall be completed in accordance with the City's Policy on Window Renovations in Heritage Buildings.



**Photo 5:** Changes to original window openings, as in the example above is not permitted.

**Guideline**

- f) The use of bright colours, including bright white and black, are not recommended when painting window components, frames and surrounds. The use of tinted and reflective glass is not recommended.

**4.2.4 Entrances**

**Policies**

- a) Protect and maintain existing entrances on principal façades, if they are considered heritage attributes of the Heritage building.
- b) Porches or verandas that are heritage attributes of the Heritage building shall only be removed where they pose a life / safety threat. In such cases, they shall be thoroughly recorded prior to removal to allow for their accurate reconstruction.
- c) The design and construction of a new entrance and/or porch is required to be compatible with the heritage character of the Heritage building and heritage value of the District. Restoration of a missing porch must be based upon historical, pictorial and/or physical documentation.
- d) Original / historic glazing, doors, steps, lighting fixtures, balustrades and entablatures must be conserved.

- e) Wood is a traditional material within the District, and must be used in porch construction on the Principal Façade(s).

Guidelines

- f) New entrances should be installed on secondary elevations, rather than Principal Façades. Where external staircases are proposed, they should be located at the rear of a Heritage building, or located behind verandahs, sun rooms, or other additions.
- g) Materials other than wood for porch construction, such as synthetic wood products are discouraged on the non-principal façade(s).

**4.2.5 Exterior cladding**

Policies

- a) The principal cladding for Heritage buildings within the District has traditionally been stone or wood siding and to a lesser extent brick or stucco plaster. These materials shall continue to be used and maintained.
- b) The application of new cladding, surfaces or coatings, including synthetic materials such as vinyl or aluminum siding, concrete fibre board, synthetic wood products, and Exterior Insulation and Finish Systems (EIFS) are not permitted on principal façades of Heritage buildings. These materials and others will only be considered on a case by case basis through the heritage permit process on non-principal façades.



**Photos 6 & 7:** *Examples of exterior cladding within the District.*

#### **4.2.6 Painting**

##### Policies

- a) The painting of unpainted brick or stone/masonry surfaces is not permitted.
- b) The painting of wooden or metal features shall be informed by original or historic colour palettes, and shall not adversely affect the heritage value of the District or heritage attributes of the Heritage building.
- c) The stripping of paint from exterior architectural wood work and leaving it unpainted is not permitted.

##### Guideline

- d) The painting of wooden surfaces is recommended over staining.

#### **4.2.7 Features and spaces around Heritage Buildings**

##### Policies

- a) Proper site drainage shall be maintained to ensure that water does not damage foundation walls, and pool or drain towards the building.

##### Guideline

- b) Every attempt shall be made to preserve and maintain driveways, walkways, fences and walls that contribute to the character of the space around a Heritage building.

### **4.3 Additions to Heritage buildings**

Additions can have an adverse effect on the cultural heritage value of a Heritage building and the District. Therefore, additions shall be designed to ensure that the completed structure has a beneficial effect on the heritage value of the Heritage building and the heritage attributes of the District. New additions shall be constructed in such a way that clearly differentiates them from the heritage fabric of the building, and ensures the continued conservation of the heritage attributes of the Heritage building

Additions to Heritage buildings shall comply with the following polices and guidelines:

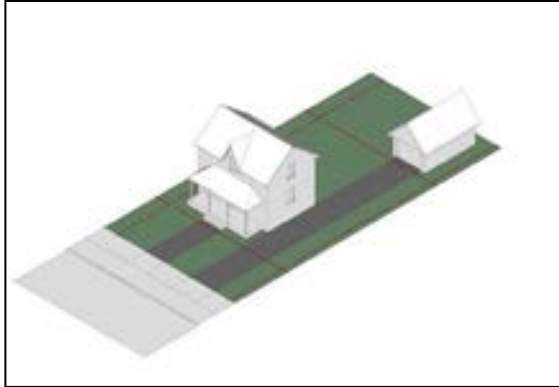
#### **4.3.1 Location, massing and height**

##### Policies

- a) Exterior additions, including garages and greenhouses are not permitted on the Principal Façade(s), and shall be located at the rear or to the side of the Heritage building.
- b) Exterior additions shall be limited in size and scale to be compatible with the existing Heritage building.
- c) Multi-storey exterior additions shall be set back from the existing Principal Facade in order to limit public visibility from the streetscape.
- d) The height of ridgelines of additions shall be lower than the Heritage building.
- e) Additions shall not overpower the Heritage building in height and mass.
- f) Significant historic views as outlined in Section 4.8.7 shall be maintained.

##### Guidelines

- g) Additions to structures with symmetrical façades should avoid creating imbalance and asymmetrical arrangements in building form.
- h) Care should be taken to retain mature trees on the lot and reduce the effects on mature trees on neighbouring properties.



**Photos 8-10:** These illustrations show recommended forms and setbacks for additions that are located to the rear of the Heritage building. Potential locations for new garages or ancillary structures are also depicted. A key consideration is that outbuildings are subordinate to the main structure (e.g. 3-car garages would not be an appropriate scale), and that open space on the property and significant views are retained.

### 4.3.2 Design

#### Policies

- a) New additions shall be designed in a manner which distinguishes between old and new, and that avoids replicating the exact style of the existing Heritage building, or imitating a particular historical style or period of architecture.
- b) Contemporary design of additions or those additions that reference or recall design motifs of the existing Heritage building are to be encouraged. Successful and compatible additions will be those that are complementary in terms of scale, mass, materials, form and colour.



**Photo 11:** *Example of a contemporary addition that is set back from the original building, located to the side, and compatible with the historic built form.*

#### **4.4 Alterations and additions to Non-heritage buildings**

Not all buildings within Barriefield are considered to be of heritage value or interest, as noted in **Appendix A**. Nevertheless, it is important to recognize that altering and adding to these buildings throughout the Village may adversely affect nearby Heritage buildings or their setting and the character of the District. New construction and work undertaken to Non-heritage buildings should respect the overall character and heritage attributes of the District.

##### Policies

- a) Alterations may be a contemporary interpretation of historic forms and styles, but exact replicas of historic features are not permitted. These include features such as snap-in muntins, decorative surrounds, and non-operable shutters.
- b) Additions to Non-heritage buildings shall be no more than two storeys in height, or no taller than an adjacent Heritage building, whichever is less, and be set back from the existing Principal Facade.
- c) Upper storey additions shall maintain the height of existing roof lines and predominant roof profile and configuration of adjacent buildings in order to retain a consistent design, especially in close proximity to Heritage buildings.

- d) Required windows and entranceways may use synthetic materials, provided that the overall dimensions and appearance of openings are in keeping with the heritage character and attributes of the District. On Principal Façades, windows shall maintain the existing proportions found prevailing in the District. Large full-length, multi-storey or picture windows are not permitted on Principal Façades.
- e) Additions shall not be permitted to project beyond the Principal Façade of buildings.
- f) New roof vents, solar panels, skylights, satellite dishes and dormers shall be located away from public view, and in a manner that does not adversely affect heritage attributes.
- g) Significant historic views as outlined in Section 4.8.7 shall be maintained.
- h) Traditional materials such as stone, wood siding and to a lesser extent brick or stucco plaster are to be used as the primary cladding material on Non-heritage buildings. Synthetic materials such as vinyl or aluminum siding, concrete fibre board, synthetic wood products, and Exterior Insulation and Finish Systems (EIFS) are not permitted on Principal Façades.

### Guidelines

- i) A variety of roofing materials are evident in the District. Asphalt and wood shingles or metal are recommended roofing materials, and other materials may be considered. Decorative metal, decorative asphalt shingles, slate or clay roofing is strongly discouraged.
- j) A range of window and entrance types are evident in the existing architectural styles represented in the Barriefield Heritage Conservation District. The overall appearance of building façades is generally more wall surface (solids) than windows (voids). Generally, window openings are vertical and rectangular.
- k) New windows that are compatible with the District in terms of material, proportions, rhythm and scale are recommended. However, it is not necessary that the new windows in non-heritage buildings replicate historic windows. New window designs that generally reflect vertical and rectangular dimensions present in the community are recommended. The use of bright colours, including bright white and black, are not recommended when painting/choosing window components, frames and surrounds. The use of tinted and reflective glass is also not recommended.
- l) Where possible, additions should be located in a way that will not result in the widening of the existing front façade of the home. Locations at the rear or stepped back from the façade towards the rear of the building are recommended.

- m) Additions to structures with symmetrical façades should avoid creating imbalance and asymmetrical arrangements in building form.
- n) Care should be taken to retain existing trees on the lot and reduce any adverse effects on existing trees on neighbouring properties.
- o) Where external staircases are proposed, they should be located at the rear of the building, or located behind verandahs, sun rooms, or other additions.
- p) Wood is a traditional material within the District, and is recommended for porch construction on the Principal Façade(s).
- q) The painting of wooden or metal features should be informed by original or historic colour palettes, and should not adversely affect the heritage value of the District.
- r) The painting of wooden surfaces is recommended over staining.
- s) Section 4.5.2 should also be consulted for additional guidance regarding the design and form of additions.

#### **4.5 New construction**

The introduction of new buildings into Barriefield may be one of the continued changes that are experienced within the Village. Any new construction within the District shall take the form of “free-standing” building construction with yard areas providing some form of open space around buildings. New construction will be required to be compatible with the heritage value and heritage attributes of adjacent Heritage buildings and the heritage value and heritage attributes of the District (see Section 2.0).

The following sections provide a framework for new construction, and minimum standards of appropriateness, not a detailed prescription for each new building. The policies and guidelines herein will enable property owners to design creatively within a general context for future built form. Contemporary design is encouraged with a requirement to reflect traditional building forms and proportions.

##### **4.5.1 Principles for new freestanding construction**

###### *Policies*

- a) New freestanding construction will be required to be compatible with the heritage value and attributes of adjacent Heritage buildings and the cultural heritage value of the District (see Section 2.0). This means adhering to the character and rural atmosphere of the surrounding neighbourhood with



regards to lot patterns and sizes, heights, massing, setback, building scale/footprint, roof pitches and exterior materials.

- b) New construction that attempts to replicate historical styles can potentially undermine the heritage value of the District and contribute to misperceptions. New construction, therefore, shall be a product of its own time and not pretend to be historic. New design may be a contemporary interpretation of historic forms and styles, but replicas of historic buildings are discouraged.

Nothing in the above statement is intended to discourage new construction that takes evident inspiration from traditional forms of architecture once common to Eastern Ontario towns and villages of the 19<sup>th</sup> century. New construction that pays homage to this legacy is desirable.

- c) Maintaining the height and rhythm of the existing streetscape will unify the District. Blank façades that face the street or are easily visible from the street are not permitted.



**Photos 12 & 13:** *Examples of new construction that is the same scale and character of the District.*

#### **4.5.2 Design considerations for new residential construction**

The visual relationships between a new building and the cultural heritage value of the District should be reviewed carefully and used as the basis for evaluating new construction, including the establishment of building height, width, setbacks, scale, roof shape, number of bays and materials.

##### *Policies*

- a) **Proportion and massing:** New construction shall reflect and be compatible with pre-existing forms and massing already present in the District.

- b) **Height:** Most buildings within the District are one to two storeys in height; with the majority of Heritage buildings being one to one and a half storeys in height (see Appendix A). To maintain this profile, new buildings shall be no taller than two storeys, or no taller than the average height of any adjacent Heritage buildings, whichever is less.
- c) **Setbacks:** Existing buildings have a variety of setbacks and vary from street to street. In streetscapes of similar building setbacks, new construction shall match existing setbacks. Where there are areas of significant variation in setback, new residential construction shall be located towards the front of the lot but setback slightly from any adjacent Heritage buildings.
- d) **Roofs:** The predominant roof form in the District is the side gable, with a low to medium pitch, this type of roof is required on all new development. Asphalt and wood shingles or metal are appropriate roofing materials for new construction. Composite materials may be considered on a case by case basis. Decorative metal, slate or clay roofing is not permitted. New roof vents, solar panels, skylights, satellite dishes and dormers shall be located away from public view, and in a manner that does not adversely affect heritage attributes of the District. Roof drainage shall be maintained and directed away from building foundations.
- e) **New windows:** On Principal Façades, windows shall maintain existing proportions found prevailing in the District. Large, full-length, multi-storey or picture windows are not permitted on Principal Façades. New window designs that reflect vertical and rectangular dimensions and proportions present in the District are required.
- f) **Materials:** The majority of residential properties in the District are constructed with traditional materials such as stone or wood siding. These types of materials are required for the Principal Façades of new buildings. Other natural cladding materials such as brick or traditional stucco may be considered on other façades. Board and batten is appropriate for outbuildings, or as a secondary material on main buildings.
- g) **Entrances:** Entrances are an important element of the Principal Façade, frequently highlighted with architectural detailing such as door surrounds and porches and recessed or projected from the wall face for emphasis. All new buildings shall contain an obvious principal entrance that faces the street and forms a prominent part of the Principal Façade. Full-size double doors and large amounts of glazing in entranceways are not permitted. Exterior additions, including garages and greenhouses are not permitted on the Principal Façade(s), and shall be located at the rear or to the side of the building.

- h) **Significant Historic Views:** Significant historic views, as outlined in Section 4.8.7, shall be maintained.

Guidelines

- i) **Orientation:** New buildings are encouraged to be located such that the bulk of the building is accommodated within the width of the lot, rather than in depth, in keeping with the prominent side gable design of the Heritage buildings in the District.
- j) **Materials:** Synthetic materials such as vinyl or aluminum siding, concrete fibre board, synthetic wood products and Exterior Insulation and Finish Systems (EIFS) are not recommended on Principal Façades.
- k) **Windows:** A range of window and entrance types are evident in the existing architectural styles represented in the District. The overall appearance of building façades is generally more wall surface (solids) than windows (voids). Generally, window openings are vertical and rectangular.
- l) **New windows** that are compatible with the cultural heritage value of the District in terms of material, proportions, rhythm and scale are recommended. It is not necessary for new windows on new buildings to replicate historic windows. The use of bright colours, including bright white and black, are not recommended when painting/choosing window components, frames and surrounds. The use of tinted and reflective glass is also not recommended.
- m) **Colours:** The colour choices of exterior materials should reflect those found within and/or complements the District and shall not adversely affect the heritage value or heritage attributes of the District. The painting of wooden surfaces is recommended over staining.
- n) Every attempt shall be made to preserve and maintain driveways, walkways, fences and walls that contribute to the heritage character of the District.
- o) Care should be taken to retain existing trees on the lot and reduce the adverse effects on existing trees on neighbouring properties.
- p) Wood is a traditional material within the District, and is recommended for porch construction on the Principal Façade(s).

### **4.5.3 Design considerations for garages and ancillary structures**

#### Policies

- a) New garages/ancillary structures shall not form part of the Principal Façade of the main building, and are to be a separate/detached structure.
- b) New garages/ancillary structures shall not be located closer to the street than the Principal Façade of the main building.
- c) Garages and ancillary structures shall be located behind the Principal Façades of buildings which are traditional areas for these functions, usually towards the rear of the lot and accessed by a driveway (see illustrations on page 28 for recommended options).
- d) In the case of boathouses, they shall be of a scale that enables the structure to serve the primary function of the storage of boats. The creation of additional dwelling units within a boathouse is not encouraged.
- e) New garages/ancillary structures shall be lower in profile than the principal structure.
- f) Garages and ancillary structures shall be of like or complementary material to that of the principal structure.
- g) Ancillary structures may require permits from other agencies or authorities (e.g. conservation authority, Parks Canada), depending on the location relative to regulated lands.

### **4.5.4 Design considerations for vacant lands**

The Barriefield Heritage Conservation District contains relatively large tracts of lands that are presently vacant. The following policies and guidelines must be considered for any new development of the currently vacant lands.

#### Policies

- a) New development shall not adversely affect the cultural heritage value or heritage attributes of the District. New development will be required to demonstrate compatibility with the cultural heritage value and heritage attributes of the District, and the goals, objectives and applicable policies and guidelines of this Plan. Any potential adverse effects shall be identified and evaluated through a heritage impact assessment, and recommended mitigation measures shall be incorporated into the design considerations for the lands.

- b) Significant historic views (see Section 4.8.7) are a heritage attribute of the District and shall be conserved. Low profile development may be permitted south of St. Mark's Church and adjacent to Kingston Road 15, where significant historic views of the church are retained. Some areas are not appropriate for development as new construction will obstruct significant historic views within the District. It will be the responsibility of the development proponent to demonstrate retention of the significant historic views.
- c) A 30 metre buffer shall be maintained along the eastern edge of the District. The purpose of the buffer is to define the edge of the District, to ensure development is consistent with the cultural heritage value of the District, and to provide separation between the Village and future development that may occur outside the District. In particular, the design of any proposed development adjacent to Kingston Road 15 shall ensure noise attenuation walls are not required, as this type of structure would be inconsistent with the cultural heritage value of the District.

New construction within the buffer shall only include structures associated with landscaping, trails, open space, and passive park areas.

Features within the buffer shall not impede the Significant historic views (see Section 4.8.7).

- d) Any new public amenity/park space within the District shall front onto a public road.
- e) Any new development on existing vacant lands shall respect the existing built form and cultural heritage value of the District as per the policies of Section 4.5. Any new building or structure shall be in keeping with the pattern of built form within the District. If any vacant lands are subdivided, lot widths and areas must reflect those found in the existing District lot fabric.
- f) The design of any new streets on the existing vacant lands must respect the existing grid or modified grid street pattern found within the District. This grid street pattern is part of the cultural heritage value and is a heritage attribute of the District (see Section 2.0).
- g) Street connections to the Village road network shall occur at existing intersections only, in order to continue the existing grid pattern. Where this is not possible, other locations may be considered but only where proper heritage impact analysis and rationale are provided.
- h) All streets within the Village have a narrow cross-section, as compared to modern residential subdivision street design. This pattern is part of the cultural heritage value and is a heritage attribute of the District (see Section

2.0), and shall be continued with any new street design. Options may be explored where the asphalt and sidewalk widths are similar to that of the existing streets, but the road allowance (extent of property owned by City) meets City standards. This would allow for the appearance of a narrow streetscape, while providing adequate space to accommodate necessary utilities.

#### **4.5.5 Design considerations for former J.E. Horton Public School site**

The Barriefield Heritage Conservation District contains the property of the former J.E. Horton Public School. The property has been declared surplus by the Limestone District School Board. The following policies and guidelines must be considered for any new development of this site.

##### Policies

- a) New development shall not adversely affect the cultural heritage value or heritage attributes of the District. New development will be required to demonstrate compatibility with the cultural heritage value and heritage attributes of the District, and the goals, objectives and applicable policies and guidelines of this Plan. Any potential adverse effects shall be identified and evaluated through a heritage impact statement, and recommended mitigation measures shall be incorporated into the design considerations for the lands.
- b) Significant historic views (see Section 4.8.7) are a heritage attribute of the District and shall be conserved. Low profile development may be permitted south of St. Mark's Church, where significant historic views of the church are retained. Some areas are not appropriate for development as new construction will obstruct significant historic views within the District. It will be the responsibility of the development proponent to demonstrate retention of the significant historic views.
- c) Any new public amenity/park space within the District shall front onto a public road.
- d) Any new development shall respect the existing built form and cultural heritage value of the District as per the policies of Section 4.5. Any new building or structure shall be in keeping with the pattern of built form within the District. If any lands are subdivided, lot widths and areas must reflect those found in the existing District lot fabric.
- e) The design of any new streets on these lands must respect the existing grid or modified grid street pattern found within the District. This grid street pattern is part of the cultural heritage value and is a heritage attribute of the District (see Section 2.0).

- f) Street connections to the Village road network shall occur at existing intersections only, in order to continue the existing grid pattern. Where this is not possible, other locations may be considered but only where proper heritage impact analysis and rationale are provided.
- g) All streets within the Village have a narrow cross-section, as compared to modern residential subdivision street design. This pattern is part of the cultural heritage value and is a heritage attribute of the District (see Section 2.0), and shall be continued with any new street design. Options may be explored where the asphalt and sidewalk widths are similar to that of the existing streets, but the road allowance (extent of property owned by City) meets City standards. This would allow for the appearance of a narrow streetscape, while providing adequate space to accommodate necessary utilities.

#### **4.6 Demolition and removal of buildings and structures**

Building demolition is not prohibited by the *Ontario Heritage Act*, but it will be actively discouraged within the Barriefield Heritage Conservation District. Property owners are encouraged to work with existing Heritage buildings, altering and adding to them in a sympathetic manner, rather than demolishing and rebuilding.

##### **4.6.1 Demolition of Heritage buildings and structures**

###### *Policies*

- a) The demolition of Heritage buildings and structures (as classified in **Appendix A**) shall not be permitted. Exceptions may only be considered in extraordinary circumstances such as natural disasters (e.g. fire, flood, tornado, earthquake, etc.), or where there is a greater public interest served (e.g. health and safety concern), as determined by Council, through the demolition of the building or structure.
- b) Other extraordinary circumstances shall generally constitute those situations where public health and safety is considered to be compromised and the City of Kingston's Chief Building Official has determined, based on an independent structural assessment, that the building or structure is beyond repair and has been determined to be unsafe. The structural assessment must be prepared by a professional engineer with expertise and experience in Heritage buildings and structures.

- c) The property owner shall demonstrate that all other options have been investigated including: preservation; rehabilitation; restoration; retro-fitting; re-use; mothballing; etc. and that they are not viable options from a structural engineering and/or health and safety perspective.
- d) Should a heritage permit for demolition of a Heritage building be submitted to the City of Kingston, the following conditions shall be met:
  - i. The property owner shall retain an appropriately qualified heritage professional to evaluate the potential loss to the cultural heritage value of the District in support of the demolition request of a Heritage building, in the form of a heritage impact statement.
  - ii. The property owner shall provide drawings for a new building / site landscaping with the heritage permit application. In circumstances where demolition has been required as a result of natural disaster or public safety concerns, once a Heritage building has been demolished and the property is considered to be in a stable and safe state the property owner shall submit the required heritage permit application for a new building and / or site landscaping within six months of site clearance.
  - iii. A record of the Heritage building or the remains of the building through photography and/or measured drawings shall be required as a condition of demolition approval.
  - iv. Within three (3) years of that submission, or as mutually agreed upon by the property owner and the City of Kingston, if new construction has not been completed, the provisions of the *Ontario Heritage Act* shall apply with respect to contraventions of the Act.

#### **4.6.2 Removal of Heritage buildings and structures**

##### Policies

- a) The removal or relocation of Heritage buildings and structures (as classified in **Appendix A**) shall not be permitted. Exceptions may only be considered in certain extraordinary and temporary situations with the submission and approval of a heritage permit application by City Council.
- b) It is expected that any building proposed for removal or relocation shall be recorded, disassembled, stored in a climatically controlled and secure storage facility until such time that it is reassembled on-site in its original location. The City shall require notification of the location of the storage facility or any



changes in the location, access to the location if required by City staff and shall require these as part of any conditions of approval.

#### **4.6.3 Demolition and removal of Non-heritage buildings and structures**

##### Policies

- a) Demolition and/or removal of Non-heritage buildings and structures (as classified in **Appendix A**) may be permitted by Council upon the submission and approval of a heritage permit application provided it is accompanied with appropriate drawings and plans for a new building or structure that complies with the policies and guidelines of this Plan and other applicable guidelines and standards.
- b) Conditions of approval shall require that any new building, structure or site works permitted shall be constructed within three (3) years of approval, or as mutually agreed upon by the property owner and the City of Kingston.
- c) Where the heritage permit application is for the demolition of a minor or ancillary structure and there is no need or requirement to build a replacement structure, appropriate plans or drawings shall be submitted with the heritage permit application to show the finish surface treatments, fencing or plantings.

#### **4.7 Landscape conservation guidelines for private property**

These guidelines for the conservation and design of landscape features located on private property shall promote the practice of:

- Understanding the heritage resources;
- Planning for interventions or enhancements in such a way that the heritage attributes of the property are respected and retained (see Appendix A); and
- Undertaking work that will protect existing cultural heritage resources and making changes that are respectful of and preserve the heritage fabric while at the same time accommodating new initiatives.

The fundamental foundation for proposing any landscape changes should be an understanding of the earlier conditions of the property by using historical documentation to guide alterations. Historical documentation may consist of photographs, maps, sketches and other archived material that provide inspiration for proposed changes. The historical pattern of settlement that includes the street grid and the lotting pattern should also be a foundation for future conservation activities.

The landscape conservation guidelines recognize that there is a role for both restoration of historical features and the addition of complementary design that will add features that comply with current and future requirements. These include matters such as ongoing initiatives to improve barrier-free access to buildings, and to provide for conversions of residences or other buildings to potentially accommodate new uses. Contemporary initiatives can be used in such a way that the new design is compatible with the heritage attributes and cultural heritage value of the District while still being distinguishable from them, as well as subordinate to them. This overall philosophy should guide the integration of appropriate new features on properties within the District. Related to non-heritage properties, it is important to retain a green setting for buildings, which includes features such as lawns, landscaped yard areas, and walkways. The continuation of the special landscape character of the District relies heavily on the co-operation of individual property owners. Many of the recommendations for tree planting and for the preservation of existing trees are aimed at the private property owner. These recommendations are intended to increase the homeowners' enjoyment of their property and at the same time contribute to the public appreciation of the District and its rich history.

The landscape undergoes change constantly, both seasonally and as it matures. Sound horticultural practices such as fertilizing and pruning will help ensure the continuation of the existing trees. Replanting the same species types in the District, whether undertaken by the City in the public road allowance or the private property owner, will also ensure the continuation of the landscaping components that help to conserve the heritage value of the District.

#### **4.7.1 Historical landscape features**

There has been an evolution of the landscape within the District over time due to changes made by some property owners and the municipality. However, the general pattern found within the Village has continued, with yard areas and landscape features being accommodated on private property, as opposed to through plantings within the public right-of-way. These features will continue to evolve, and this is encouraged.

##### Guidelines

- a) There should be maximizing of soft landscapes particularly along the sidewalk frontages. This means that paved areas should be limited within the front yard and that the front entranceway should remain visible from the street, and only framed by soft landscaping.

- b) Trees may be added on private property along the front lot line, where they do not obstruct the view of buildings from the street, conflict with servicing, overhead wires or with street trees in the public right-of-way. New trees will enhance the pedestrian environment by providing more shade.

#### **4.7.2 Fencing, walls and steps**

##### Guidelines

- a) Where possible, use historical photographs or documentation to guide the addition of fences, walls and steps. Where historical documentation cannot be found, similar patterns may be created by studying historical photographs of other parts of the Village for guidance and inspiration.
- b) In order to define the edge of the property and separate private from public lands, low ornamental wood fences or stone walls (maximum 1 metre in height in front yard) or hedging of shrub material are appropriate. Direction may also be provided in the City's fence by-law that may need to be considered as well.



**Photos 14-17:** *Examples of appropriate fencing and hedging*

- c) Landscape components, such as ornamental fences or shrub hedging may be used to complete the screening or buffering of garbage storage areas or service areas that are visible from the public right-of-way.

#### **4.7.3 Surface treatments**

##### Guidelines

- a) Accessibility should be considered in the selection of materials and means of installation (refer to the *Accessibility for Ontarians with Disabilities Act S.O. 2005* guidelines).
- b) Poured in place concrete for walkways and steps is an appropriate material. Other suitable materials include flagstone or interlock pavers that do not overwhelm or compete visually with the cohesive appearance of the frontage of the structures. Asphalt, concrete or gravel is an acceptable material for driveways. Other materials may be considered on a case by case basis through the heritage permit process.

#### **4.7.4 Trees and other plant material**

##### Guidelines

- a) A variety of both native and non-native plant materials is appropriate for replanting in the District (see Appendix D).
- b) Where new landscape plantings are undertaken, especially in association with new residential development, a range of species should be selected. Selecting trees which were historically found in the District will continue this variety. These include:
  - Trees: Black Walnut, Norway Spruce, , Scots Pine, White Cedar, Red Cedar, Oak (e.g. Bur Oak, Chinkapin Oak), Bitternut Hickory, Shagbark Hickory, Horsechestnut, Apple, Crabapple, Cherry, Pear, Plum..
  - Shrubs: Lilacs (white, mauve, deep purple), Honeysuckle, Viburnum, Shrub Roses, Rose of Sharon
- c) Herbaceous material: Daylilies, Virginia Creeper, Violets, Lily of the Valley, and Peony. In addition to these trees and shrubs, a wide variety of perennials, bulbs and vines may be added to provide seasonal accents. This is in keeping with the late 19<sup>th</sup> and 20<sup>th</sup> century pattern of residential landscaping which celebrated a range of horticultural introductions.
- d) The selection of trees should also be guided by current environmental considerations. For example, Norway Maple, Honeysuckle, Mulberry and Ash species are no longer recommended for planting because of the presence of

the emerald ash borer and concerns about the spread of Norway Maple, Honeysuckle, and Mulberry into natural areas and the potential to adversely affect native vegetation. In some areas it may be appropriate to also use Elm cultivars that are resistant to the Dutch Elm Disease, as well as species such as the Ohio Buckeye.

- e) **Appendix D** provides a representative list of those plants cultivated prior to 1870 which are recommend in Barriefield (i.e. Zone 5b as per the Canada Plant Hardiness Zone mapping prepared by Natural Resources Canada).

#### **4.7.5 Amenity lighting**

##### Guidelines

- a) Amenity lighting is permitted to illuminate pathways, steps, verandahs and porches, and special landscaped areas.
- b) The installation of new amenity lighting shall ensure that the heritage attributes of the property are not adversely affected, and that there is no light trespass or spillover towards adjacent properties.
- c) Replicas of historical light standards are discouraged, as installing replicas of a particular era contrasts with the variety represented by the District. Contemporary non-decorative light standards are appropriate.

#### **4.7.6 Parking**

Parking areas associated with residences and other buildings with residential uses frequently have parking located within the lot. It is important that parking be accommodated as much as possible within a driveway located on the property but behind and beside the principal façade(s) of the main building.

##### Policies

- a) New parking spaces shall be designed and located so that they are as unobtrusive as possible, ensuring that front lawns, tree and shrub plantings and hedges are maintained.
- b) Parking shall not be provided in front of living areas, and shall be restricted to driveways in traditional locations as per the applicable zoning by-law.

#### **4.7.7 Signage**

##### Policies

- a) Small signs, such as address signs or commemorative plaques, are appropriate landscape features and are permitted.
- b) Signs that are backlit, contain flashing or animated lights, or neon lights are not permitted.
- c) Conformity with the City of Kingston Sign By-law, as amended from time to time, is required for all signage.

#### **4.8 Landscape conservation guidelines for the public realm**

The public realm within the District has undergone change from the earliest period of settlement. Although there have been changes to the heritage fabric, building and property uses have generally remained constant, as has the core area street grid pattern. The road right-of-way has generally accommodated sidewalks, allowing pedestrians access throughout the Village. The sidewalks have also served to separate pedestrians from vehicles. External to the Village, changes in traffic patterns have resulted from the construction of a by-pass around Barriefield, including changing roads from two-way travel to one-way travel. This has resulted in only one entrance to the Village, and a predominant pattern of local traffic.

##### Policy

- a) Any alterations or additions to the streetscape shall ensure that there is accommodation and safety for pedestrians, cyclists, and people with mobility limitations and vision challenges.
- b) The cultural heritage value of the District shall not be compromised by inappropriate contemporary urban design trends and engineering standards suitable to new suburban development.

##### Guidelines

- c) The use of concrete is appropriate for pedestrian areas, and asphalt paving is appropriate in the vehicular portion of the road allowance. Other types of materials for roadway and pedestrian areas, such as decorative pavers and gravel may also be considered on a case by case basis.
- d) Streetscape features such as street and addressing signage, seating, planters, hanging baskets, garbage receptacles, bike racks, community mail boxes, and street furniture may be added to the public realm within the Village. These types of enhancements have a predictable life cycle and are reversible.

#### **4.8.1 Street lighting**

Since the early 1900s, the streets of Barriefield have been lined with tall wooden hydro poles supporting overhead wires and streetlights. These features contrast to modern subdivisions which typically have underground utility servicing and low ornamental lighting.

##### Policies

- a) The current pattern of wooden utility poles and street lights should continue, with street lights mounted on existing poles to provide a safe level of illumination. The current poles provide a vertical element to the streetscape.  
If poles are no longer required for utility purposes, street lights should remain but be installed on dedicated poles within the streetscape.
- b) Street lighting should be of a simple, contemporary design that is compatible with the character of the District.
- c) Replicas of historic light standards shall be avoided.

#### **4.8.2 Utilities**

##### Policies

- a) The underground installation of utilities currently installed overhead is permitted as part of related public works projects.
- b) Utility boxes and meters are required to be easily accessible and visible for purposes of servicing and meter-reading. Where possible, they should be located in an inconspicuous but accessible location, preferably along the side of the building but within 1 metre of the principal façade.
- c) Fire hydrants are required to be located in easily accessible and highly-visible areas. Their placement will be guided by City fire regulations. Replica fire hydrants that appear historic are not encouraged or appropriate.



**Photo 18:** *Typical utility pole pattern within the District.*

### **4.8.3 Sidewalks and boulevards**

#### Policies

- a) Sidewalks are important from a public safety perspective. The underlying principal for additions and alterations to sidewalks is that they should sustain accessibility and barrier-free travel for pedestrians. Existing sidewalks in the Village, with the exception of the newer sidewalks along Main



**Photo 19:** *Example of streetscape / sidewalk combination within the District.*

- Street, are approximately 0.9 metres wide, flush with the street and bordered by a grass or gravel boulevard. Replacement sidewalks should be a maximum of 1.1 metres wide (i.e. less than the current City standard of 1.5 metres).
- b) Intersections may be altered with the addition of low contrast surface textures and ramped to the pavement in order to be fully accessible.
  - c) Some existing sidewalks are curb-faced, and some are flush with the road; either option is acceptable.
  - d) Specific detailed design of sidewalks should be based on a site visit, thorough inventory of conditions, and available space in order to minimize adverse effects on the cultural heritage value of the District.

#### Guideline

- e) Additional guidance regarding sidewalks is provided in Section 4.9 regarding accessibility.

### **4.8.4 Streets and other public works projects**

#### Policies

- a) Public works projects within the District, such as road widening, new road construction, flood protection, or bank stabilization undertaken by a variety of authorities must take into account the cultural heritage value and heritage attributes of the District. Construction standards may need to be adjusted in order to address the special character of the District.
- b) Existing road widths are narrow as compared to current urban / suburban design standards for road cross-sections, and generally do not contain the



same features as modern residential streets. This is reflective of the early design of the Village, and this existing character shall be retained.

Guideline

- c) The existing alignments, elevations, layout pattern and road widths should be regularly maintained and retained when resurfacing or upgrades are undertaken.

**4.8.5 Street trees**

Guidelines

- a) The City is encouraged to undertake both the preservation of the existing lilac fencerows along the road allowances, and installation of new trees and fencerows where needed throughout the Village.
- b) New vegetation should frame but not block the view of the front entranceway of any Heritage buildings.
- c) Street trees should be selected from a variety of hardy tree species to reinforce the mix of vegetation currently found in the District. Sample species are contained within **Appendix D** of this document.



**Photo 20:** *Typical streetscape vegetation pattern.*

**4.8.6 Public parks and open space**

Guidelines

There are presently several properties owned by the City of Kingston that are located within the Barriefield Heritage Conservation District. These include the Barriefield Rock Garden (located south of James Street), Barriefield Parkette (on Green Bay Road), a pathway leading from Regent Street to Green Bay Road (within the unopened road allowance), the unopened portion of the Wellington Street road allowance, and a property located on the James Street extension. These lands are expected to be retained in public ownership and provide various levels of recreational opportunities and public access in the future.

The Rock Garden in particular, is an important community feature that has been developed and maintained primarily through the volunteer efforts of residents of Barriefield and other Kingstonians over recent decades. The property contains a

variety of landscape plantings, pathways, resting areas, and other landscape features. Continued management of the Rock Garden is encouraged, so that the area can continue to function as a community resource.



**Photos 21-23:** *Various landscape features within the Barriefield Rock Garden*

The City of Kingston may investigate the addition of other parks and open space areas in order to conserve the cultural heritage value, particularly the rural atmosphere, of the District and provide further recreational green/park space. See Section 4.5.4 with respect to providing parkland on vacant lands.

#### **4.8.7 Protection and enhancement of historic views**

Historic views are an important component of Barriefield. Historic views can be found up and down every street and contribute to the rural character of the Village. The protection of these views is vital to the conservation of the heritage character of the District. All views are important, and most are protected through the conservation policies and guidelines of this Plan, however those specifically included as significant historic views, for the purposes of this section, require additional consideration.

A number of significant historic views were identified in the 1992 Heritage Conservation District Plan. These significant historic views have been updated based on current conditions; further, those protected views identified in the City of Kingston Official Plan are also included.

The Ontario Heritage Toolkit provides guidance related to historic views and notes that *“views represent a significant visual linkage between the component parts of an individual HCD, or between the district and the surrounding area. Visual interest may be enhanced by vistas defined and enclosed by buildings and other structures, land-forms, vegetation patterns or structures. Panoramic views, where available, provide a “visual mosaic” of the district, and the rich textural patterns created by past or existing land-use and other supporting activity.”* (source: The Ontario Heritage Toolkit - Heritage Conservation Districts, page 23).

Significant historic views relate to the following types of views:

- views of the St. Mark’s Church tower and roof from various vantage points, including from the northern portion of the District, from Wellington Street, from the Kingston Road 15 / Wellington Street intersection, and from Main Street at the church driveway;
- views of the “Barriefield Common” north from Highway 2 and south from James Street;
- views from Green Bay Road and James Street towards the Great Cataraqui River/the UNESCO World Heritage Site.

The requirement for a 30 metre buffer along the eastern edge of the District, as outlined in Section 4.5.4.c, will help to preserve significant historic views of the St. Mark’s Church tower and roof, as viewed along Kingston Road 15.

The significant historic views and the proposed buffer have been identified on **Figure 2**.



**Figure 2:** Significant historic views to be retained.

The following policies and guidelines apply to the retention of significant historic views within the District:

Policy

- a) Significant historic views, as noted in Figure 2, shall be maintained.
- b) When considering any development or redevelopment that may have an adverse effect on the significant historic views, demonstration of the retention and protection of these views, through the preparation of a heritage impact statement, will be required.

#### **4.9 Guidelines related to accessibility**

The *Accessibility for Ontarians with Disabilities Act* (AODA) became law on June 13, 2005. The Act's overall intent is to make the province accessible by 2025 through establishing accessibility standards for customer service, transportation, information and communication, employment and the built environment. The goal of the *Accessibility Standards for the Built Environment* is to remove barriers to access in public spaces and buildings and applies to new construction and planned redevelopment.

Compliance for those properties designated under the *Ontario Heritage Act* includes a modified set of standards. These are intended to take into account the cultural heritage value and heritage attributes of the protected heritage property.

Some clarification is provided through Ontario Regulation 191/11 related to outdoor walkways or sidewalks, and it is noted that exceptions from complying with the AODA are permitted in several situations (see Section 80.15), as outlined below:

1. *The requirements, or some of them, would likely affect the cultural heritage value or interest of a property identified, designated or otherwise protected under the Ontario Heritage Act as being of cultural heritage value or interest.*
2. *The requirements, or some of them, would affect the preservation of places set apart as National Historic Sites of Canada by the Minister of the Environment for Canada under the Canada National Parks Act (Canada).*
3. *The requirements, or some of them, would affect the national historic interest or significance of historic places marked or commemorated under the Historic Sites and Monuments Act (Canada).*
4. *The requirements, or some of them, might damage, directly or indirectly, the cultural heritage or natural heritage on a property included in the United Nations Educational, Scientific and Cultural Organisation's World Heritage List of sites under the Convention Concerning the Protection of the World Cultural and Natural Heritage.*
5. *There is a significant risk that the requirements, or some of them, would adversely affect water, fish, wildlife, plants, invertebrates, species at risk, ecological integrity or natural heritage values, whether the adverse effects are direct or indirect.*
6. *It is not practicable to comply with the requirements, or some of them, because existing physical or site constraints prohibit modification or addition of elements, spaces or features, such as where increasing the width of the exterior path would narrow the width of the adjacent highway or locating an accessible pedestrian signal pole within 1,500 mm of the curb edge is not feasible because of existing underground utilities.*

Exceptions 1 and 6 are applicable to the Barriefield Heritage Conservation District. Complying with accessibility standards would affect, or could affect, the cultural heritage

value of a property or the District by virtue of the fact that the existing building, street and sidewalk layout present physical limitations that may prevent compliance with accessibility standards.

### Policies

- a) Modifications to buildings and public spaces are permitted and encouraged in order to improve accessibility.
- b) Any exceptions to compliance with standard accessibility requirements of the AODA shall be implemented in such a manner as to not put people at risk.
- c) Any alterations or additions to the streetscape shall ensure that there is accommodation and safety for pedestrians, as well as for a wide variety of other users and in particular, cyclists, public transit, and people with mobility and vision challenges.
- d) Sidewalks, where present, are generally narrow and do not meet current width requirements to accommodate full accessibility. In many cases, the present street edge, utility poles, or existing buildings prevent widths from being increased substantially. Future projects may explore increases in width to comfortably accommodate one mobility device (to a maximum width of 1.1 metres), so long as the final design is in keeping with the cultural heritage value of the District.
- e) Intersections may be altered with the addition of low contrast surface textures.
- f) The choice of materials for alterations or additions shall complement the traditional streetscapes found within the District. Concrete continues to be well suited for the continuation of sidewalks, curbs, landings and other features in the public realm.

### Guidelines

- g) Entrance ramps to buildings may be permitted for barrier-free access in accordance with applicable legislation, but should not be physically attached to the Heritage building in order to avoid damage to the heritage fabric. In some circumstances, attachments may be permitted where they cause the least amount of damage to heritage fabric. The location of ramps into Heritage buildings should be carefully considered, with preference given to locating ramps on non-principal façades, wherever possible.
- h) Accessibility as well the visual effects should be considered in the selection of materials and means of installation (refer to the *Accessibility for Ontarians with Disabilities Act* guidelines). Ramps should be designed so as not to have an

adverse effect on the heritage attributes of the building or the heritage value of the District. Ramps that are designed to form part of the landscape are encouraged. Handrails that are simple in design and dark in colour will have a lesser effect than thick light-coloured options.

- i) The City of Kingston has also adopted the Facility Accessibility Design Standards (FADS), which may be of some relevance within the District.

#### **4.10 Guidelines related to energy conservation and sustainability**

Energy conservation and sustainability are often linked to each other. Energy conservation typically involves making buildings more efficient, while also sometimes accommodating installations of green energy projects, which are generally permitted within the District. Energy conservation can also be thought of in the sense of sustainability, as retaining existing buildings and systems (e.g. windows and doors) saves the energy required to fabricate materials for new construction. Space is also saved in landfill sites in relation to construction debris if existing materials are retained. It is often said that the most energy efficient building is the one that is already standing.

The *Act to enact the Green Energy Act* is focused on promoting green energy projects and streamlining approvals processes in order to expedite these projects. Certain exemptions are made to approvals for smaller installations, and there are also procedures for self-assessment. In seeking approvals under the *Green Energy Act* or related regulations, properties designated under the *Ontario Heritage Act* retain their status and any proponent of a renewable energy project must satisfy the approval authority that they will have all heritage permits and met any conditions used by a municipality.

##### Policies

- a) The Village of Barriefield Heritage Conservation District Plan does not prohibit renewable energy projects.
- b) The addition of solar panels or solar hot water heaters may be permitted on roofs, but shall not damage or remove heritage fabric. The installation of this type of equipment should be in the same plane as the roof (e.g., at the rear slope of a roof or on a flat or low pitched roof), and shall not be visible from the street.
- c) For projects governed by the *Green Energy Act*, the scale and effects on significant historical views and the cultural heritage value of the District must be considered. The installation of large scale operations, such as wind turbines and solar arrays is not appropriate within the District.

- d) Installations of solar panels shall be located in places that are out of view from the street and shall not result in the loss of or damage to the heritage fabric.

Guidelines

- e) It is anticipated that technology related to renewable energy production will continue to evolve. The evaluation of future projects not specifically covered by these guidelines will be based on the protection and conservation of the cultural heritage value and attributes of the District.

**4.11 Archaeological considerations**

The majority of the District is noted as an Archaeologically Sensitive Area requiring further study, in the City of Kingston's Archaeological Master Plan.

- a) Soil disturbance around buildings (either through excavation and lowering grade levels or through piling of soil and raising grades) shall be minimized in order to protect or reduce the possibility of damaging unknown archaeological resources.
- b) Significant soil disturbance in areas that have not been assessed for archaeological resources will require an archaeological assessment to ensure archaeological resources are not affected.



## **5.0 Exempt Alterations**

### **5.1 Introduction**

Under Section 42 of the *Ontario Heritage Act*, a permit is required for the erection, demolition, removal or external alteration of a building or structure within a designated heritage conservation district.

While the need to require a permit for demolition or the construction of a new building or structure is clear, the requirement for a permit for an alteration to an existing building may be less clear. Typically, alterations or changes for which a Section 42 (heritage) permit is required are those types of alterations that would materially affect the character or external appearance of a building. Those types of physical alterations, additions and conservation work that generally require a permit are described in the body of this Plan.

Subsection 41.1 (5) of the Act makes provisions for exempting some forms of alterations from requiring a heritage permit.

The following section provides a description of those alterations that are considered to be “minor in nature” and that may be carried out without obtaining a heritage permit under Section 42 of the Act.

Regardless of exemption from regulation, the guidelines and policies provided elsewhere in this Plan shall be consulted for direction on carrying out changes and using methods that are the least destructive or have the least effect on heritage fabric or valued heritage attributes of the District. If it is likely that a minor alteration could have an adverse effect on a heritage attribute, a heritage permit may be required, regardless of the list below. If there is any doubt about whether a heritage permit is required, consultation with staff of the City of Kingston is recommended.

### **5.2 Exemptions for private properties**

Alterations that may be carried out without obtaining a permit under Section 42 of the Act are:

- a) ***Interior modifications.***
- b) ***Replacement of roofing materials*** where there is little or no change in material, colour or design (see Sections 4.2.1, 4.4 or 4.5.2).
- c) ***Installation of skylights*** located away from public view and in a manner that does not adversely affect heritage attributes (see Sections 4.2.1, 4.4 or 4.5.2).

- d) **Installation of satellite dishes** so long as they are located in such a way that they are not visible from the street and in conformity with the City's Policy on Masonry Restoration in Heritage Buildings (see Sections 4.2.1, 4.4 or 4.5.2).
- e) **Installation of security lighting and alarm systems** in conformity with the City's Policy on Masonry Restoration in Heritage Buildings.
- f) **Installation of amenity lighting** in conformity with the City's Policy on Masonry Restoration in Heritage Buildings (also see Section 4.7.5).
- g) **Installation or removal of eavestrough and downspouts** in the same material and similar colour as the existing.
- h) **Installation or removal of vegetative landscaping**, such as planting beds, shrubbery and trees including pruning and maintenance (see Section 4.7.4).
- i) **Installation or removal of hard landscaping**, such as driveways, entranceways, paths and parking areas in the same area and dimension as existing (see Section 4.7).
- j) **Installation or removal of fencing** in the rear and side yard of a property but not beyond the mid-point of the side façade of a building towards the front of a building (see Section 4.7.2).
- k) **Installation or removal of porches, verandahs and decks** located within the rear yard.
- l) **Seasonal Installation or removal of storm windows and doors** in conformity with the City's Policy on Window Renovations in Heritage Buildings.
- m) **Replacement or removal of stairs and steps** in the same dimensions and materials as existing, in conformity with the City's Policy on Masonry Restoration in Heritage Buildings.
- n) **Installation of non-illuminated address and name signage and commemorative plaques**, in conformity with the City's Policy on Masonry Restoration in Heritage Buildings (see also Section 4.7.7).
- o) **Maintenance**, as defined by City of Kingston By-law 2013-141, as amended from time to time.
- p) **Repainting** part of, or the whole building or structure (see Section 4.2.6).

As with any modifications being contemplated, it is beneficial to contact City of Kingston Planning staff to discuss proposals before commencing work.

### **5.3 Exemptions for public realm properties**

Alterations in the public realm that may be carried out without obtaining a heritage permit under Section 42 of the *Ontario Heritage Act* are:

- a) **Maintenance or minor repairs** to road or sidewalk surfaces and areas of paving that do not significantly change the appearance of the surface or change the surface material and that are pre-approved under the *Municipal Class Environmental Assessment Act*. Note, the installation of any traffic calming device (not including traffic related signage), new road or sidewalk surfaces that increase the width, new crosswalk surfaces or motifs and new boulevards requires a heritage permit (see Section 4.8).
- b) **Installation or repair of underground utilities or services** (see Sections 4.8.1 and 4.8.2).
- c) **Installation or repair of aboveground utilities or services** (see Section 4.8.2).
- d) **Installation or repair of street furniture**, such as seating, planters, hanging baskets, garbage receptacles and bike racks (see Section 4.8).
- e) **Installation or removal of vegetative landscaping or walking trails** such as street trees (see Section 4.8.).
- f) **Installation of hard landscaping**, such as driveways, entranceways, paths and parking areas in the same area and dimension as existing (see Section 4.8).

### **5.4 Emergency work**

In some instances, emergency repairs, which are considered to be a health, safety or security issue by the Director of Planning, Building and Licensing Services, the Chief Building Official or the Fire Chief, and in consultation, if possible, with the Chair and Vice Chair of the Municipal Heritage Committee, may have to be carried out to public or private property without the benefit of a full heritage permit process.

Required emergency repairs may be permitted through the delegated authority to the Director outlined in Procedural By-law 2013-141 (or its successor). Notwithstanding this provision, all work should be undertaken in a manner that does not destroy the valued heritage fabric. Photographs of 'before and after' should be taken to confirm the condition of the building or property and the nature of the finished repairs, and supplied to municipal staff as a record of the work.

## **6.0 Heritage Conservation District Plan Review Process**

### **6.1 Introduction**

It is not unusual for municipal plans and guidelines to be reviewed from time to time. Some reviews are required by statute, while others are more informal and undertaken as good municipal housekeeping. The *Ontario Heritage Act* makes no specific requirements for formal review and update. For the Barriefield Heritage Conservation District, it is considered appropriate that a formal review be undertaken for this District Plan from time to time in order to assess performance of the District Plan and make potential revisions.

It is anticipated that City staff will continue to monitor activity within the District. In particular, the following should be subject to review:

- The number of heritage permit applications submitted and approved;
- The types of alterations that are occurring within the District; and
- The number, type and value of funding applications for eligible conservation work.

At reasonable intervals (perhaps every 10 years), the City should embark on a review of the Village of Barriefield Heritage Conservation District Plan, related heritage permit activity and other associated incentives.

It is advised that the following activities should form part of the review:

- Formal engagement and dialogue with the property owners, community and all interested parties;
- Development of a “score card” to check on what objectives have been achieved and those that have not been fulfilled; and
- Recommendations for any potential revisions to the District Plan, based on past activities and heritage conservation best practices.

### **6.2 A recommended review process**

It is recommended that the City of Kingston implement a 10-year review process related to the Village of Barriefield Heritage Conservation District Plan, in order to help ensure that the document remains up to date with current heritage planning best practices, and that it reflects the needs of the community.

## 7.0 Terms and Definitions

The following comprises a list of some of the more commonly used terms and definitions in this District Plan. Where applicable, sources are indicated to show where the term has been derived.

**Alter** means to change in any manner and includes to restore, renovate, repair or disturb and “**alteration**” has a corresponding meaning (*Source: Ontario Heritage Act*).

**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 identified 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. (*Source: 2014 Provincial Policy Statement*)

**Buffering:** means allowing filtered views through material such as a deciduous shrub border or a partially enclosed fence (e.g. picket fencing). “**Buffer**” has a corresponding meaning.

**Character** means the collective physical qualities and visual attributes that distinguish a particular area or neighbourhood.

**Compatible** when used together with any building, use, alteration or any other form of change means consistent with the heritage attributes and cultural heritage value of a property, and which has little or no adverse effect on its appearance, heritage attributes, and integrity. “**Compatibility**” has a corresponding meaning.

**Conservation:** All actions or processes that are aimed at safeguarding the character-defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve “Preservation,” “Rehabilitation,” “Restoration,” or a combination of these actions or processes. (*Source: Standards and Guidelines for the Conservation of Historic Places in Canada*)

**Conserved:** means the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the *Ontario Heritage Act*. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or heritage impact assessment. Mitigative measures and/or alternative development approaches can be included in these plans and assessments. (*Source: 2014 Provincial Policy Statement*)

**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). (Source: 2014 *Provincial Policy Statement*)

**Cultural heritage resources:** A human work or a place that gives evidence of human activity or has spiritual or cultural meaning, and which has been determined to have historic value. Cultural heritage resources include both physical and intangible heritage resources, protected heritage properties, built heritage resources, cultural heritage landscapes, archaeological resources, paleontological resources, and both documentary and material heritage. (Source: *City of Kingston Official Plan*)

**Development:** The creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the *Planning Act*, but does not include:

- a. activities that create or maintain *infrastructure* authorized under an environmental assessment process;
- b. works subject to the *Drainage Act*; or,
- c. underground or surface mining of *minerals* or advanced exploration on mining lands in *significant* areas of *mineral* potential where advanced exploration has the same meaning as under the *Mining Act*.

**Effects (adverse)** include those conditions resulting in the attrition of protected heritage properties and include: the destruction, loss, removal or incompatible alteration of all or part of a protected heritage property; the isolation of a protected heritage property from its surrounding streetscape or setting; or the introduction of physical, visual, audible or atmospheric elements that are not in character with a heritage property and/or its setting. **“Adversely affected”** and **“adversely affects”** have a corresponding meaning.

**Effects (beneficial)** include those conditions resulting in: the protection of heritage properties from demolition or removal; the retention of a protected heritage property in situ in a structurally stable and sound condition or state of repair; accurate restoration of a protected heritage property; the sympathetic alteration or repair of a protected heritage property to permit an existing or new use; enhancement of a protected heritage property by accommodating compatible new development; or maintenance of a

protected heritage property through the repair and replacement of worn-out components and using compatible materials and techniques.

**Fenestration** means the placement, size, and type of windows within a building.

**Heritage attributes** means, in relation to real property, and to the buildings and structures on the real property, the attributes of the property, buildings and structures that contribute to their cultural heritage value or interest (Source: Ontario Heritage Act).

**Heritage fabric** means the physical components relating to the layout, materials and details of built and landscape heritage resources.

**Heritage value:** The aesthetic, historic, scientific, cultural, social or spiritual importance or significance for past, present or future generations. The heritage value of an historic place is embodied in its character-defining materials, forms, location, spatial configurations, uses and cultural associations or meanings. (Source: Standards and Guidelines for the Conservation of Historic Places in Canada)

**Preservation:** The action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value. (Source: Standards and Guidelines for the Conservation of Historic Places in Canada)

**Principal Façade** means the building elevation (or elevations) that are visible from the public street or right-of-way.

**Property** means real property and includes all buildings and structures thereon (Source: Ontario Heritage Act).

**Protected heritage property:** means property designated under Parts IV, V or VI of the *Ontario Heritage Act*; property subject to a heritage conservation easement under Parts II or IV of the *Ontario Heritage Act*; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites. (Source: 2014 Provincial Policy Statement)

**Rehabilitation:** The action or process of making possible a continuing or compatible contemporary use of a historic place or an individual component, while protecting its heritage value. (Source: Standards and Guidelines for the Conservation of Historic Places in Canada)

**Restoration:** The action or process of accurately revealing, recovering or representing the state of a historic place or of an individual component, as it appeared at a particular

period in its history, while protecting its heritage value. (Source: *Standards and Guidelines for the Conservation of Historic Places in Canada*)

**Screening** means the blocking of views through the use of solid fencing or evergreen planting material.

**Significant** means: ... in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to our understanding of the history of a place, an event, or a people. (Source: *2014 Provincial Policy Statement*)

**Subordinate** means designed in such a way that there is no distraction from original building features.





**MHBC**  
PLANNING  
URBAN DESIGN  
& LANDSCAPE  
ARCHITECTURE

**By-law 2016-XX**

A By-law to adopt the Village of Barriefield Heritage Conservation District Plan 2015, pursuant to the provisions of the *Ontario Heritage Act* (R.S.O. 1990, 0.18)

**Passed:** meeting date, 2016

**Whereas** section 41 of the *Ontario Heritage Act*, R.S.O. 1990, chapter 0.18 authorizes the Council of a municipality to enact by-laws to designate a defined area, including all buildings and structures thereon, to be a heritage conservation district; and

**Whereas** section 41.1(2) of the *Ontario Heritage Act*, R.S.O. 1990, Chapter 0.18 authorizes the Council of a municipality to enact by-laws to adopt a Heritage Conservation District Plan for an existing designated Heritage Conservation District; and

**Whereas** the Council, as required by Section 41.1(6) of the *Ontario Heritage Act*, R.S.O. 1990, chapter 0.18, has made available to the public the 'Village of Barriefield Heritage Conservation District Plan', and held the statutory public meeting on May 4, 2016, with appropriate notice given in accordance with the *Ontario Heritage Act*; and

**Whereas** Council has consulted with its Municipal Heritage Committee;

**Therefore be it resolved that** the Council of the City of Kingston hereby enacts as follows:

1. The Village of Barriefield Heritage Conservation District Plan, April 2016, attached hereto as Schedule 'A' and forming part of this by-law, is hereby adopted as the heritage conservation district plan pursuant to Part V, Section 41.1(2) of the *Ontario Heritage Act*;
2. A copy of the designating by-law shall be registered against each property affected in the proper land registry office. The City Clerk is hereby authorized to cause a copy of this by-law to be served on the owners of the land within the boundaries of the Barriefield Heritage Conservation District and on the Ontario Heritage Trust and to cause notice of the passage of this by-law to be published in The Kingston Whig-Standard;
3. This by-law shall come into force and take effect on the date of its passing.

Given First and Second Readings month XX, 2016

Given Third Reading and Passed month XX, 2016

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**John Bolognone**  
**City Clerk**

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**Bryan Paterson**  
**Mayor**

**Notice of passage of a bylaw to adopt the *Village of Barriefield Heritage Conservation District Plan*, pursuant to the provisions of the *Ontario Heritage Act* (RSO 1990, chapter O.18)**

**Take notice** that the Council of The Corporation of the City of Kingston on \_\_\_\_\_, 2016 passed Bylaw No, 2016 \_\_\_\_\_ under Section 41.1(2) of the *Ontario Heritage Act*, RSO 1990, chapter O.18, to adopt the *Village of Barriefield Heritage Conservation District Plan*. The lands affected by this bylaw include all those properties within the current boundary of the Barriefield Heritage Conservation District, namely those bounded by the Great Cataraqui River to the west, Highway 2 to the south and Kingston Road 15 (formerly Highway 15) to the east and north.

**And take notice that** any person may appeal to the Ontario Municipal Board in respect to the passing of this bylaw, by filing with the Clerk of the City within 30 days of the first publication of this notice. A notice of appeal, setting out the reasons in support of the objection, accompanied by the prescribed appeal fee(s), by certified cheque or money order made payable to the minister of finance is required. For more information on the requirements of the Ontario Municipal Board, visit their website at [www.omb.gov.on.ca](http://www.omb.gov.on.ca).

**Additional information**, including obtaining a copy of the new Village of Barriefield Heritage Conservation District Plan, is available upon request from planning, building and licensing services at 613-546-4291, ext. 3233, or at [rleary@cityofkingston.ca](mailto:rleary@cityofkingston.ca) during regular business hours or at [www.cityofkingston.ca](http://www.cityofkingston.ca).

**Dated** at the City of Kingston  
this XXX day of XXXX, 2016

John Bolognone, city clerk  
City of Kingston