

Village of Barriefield Heritage Conservation District Plan Update

Municipal Implementation

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



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1.0 Introduction

The successful implementation of a heritage conservation district and the management of change within a district is typically achieved through the review and approval of heritage permit applications under Section 42 of the *Ontario Heritage Act*. There are also other mechanisms, tools and actions both under the *Ontario Heritage Act* as well as other Ontario statutes, such as the *Ontario Planning Act*, that also can help complement municipal heritage initiatives. While the Barriefield Heritage Conservation District has been in place for several decades, the continued successful implementation of the District will be aided by initiatives and planning policies that directly support or provide a framework for focussing and implementing district conservation efforts.

This component of the Village of Barriefield Heritage Conservation District Plan project addresses aspects of conservation that are not necessarily related to the provisions of the *Ontario Heritage Act*, but will aid in the implementation of the District Plan. A number of initiatives are proposed in the following sections, as recommendations to City of Kingston staff. It is intended that these recommendations will be considered in the future as municipal resources and where applicable budgets allow.

2.0 Recommended changes to planning policies and by-laws

2.1 Background

One of the requirements of the update project for the Barriefield Heritage Conservation District was to recommend any required updates to City policies and by-laws. As such, a review was undertaken of municipal Official Plan policies and Zoning By-law regulations in order to identify any significant conflicts between these documents and the updated Village of Barriefield Heritage Conservation District Plan. The results of this review, and any related recommendations, are contained within this section.

2.2 City of Kingston Official Plan

The City of Kingston Official Plan was adopted by City Council in July 2009 and later approved by the Province in early 2010. The current Official Plan represents the first Official Plan approved for the amalgamated City of Kingston, and consolidates the Official Plans for the former City of Kingston, Township of Kingston, and Township of Pittsburgh.

The Issues Analysis Report provided an overview of the existing Official Plan designations and policies that are applicable within the Village of Barriefield. The Official Plan contains comprehensive policies related to cultural heritage resources, as well as specific policies related to the Village of Barriefield. The study team found that the existing policies contained in the Official Plan provide sufficient guidance related to the conservation of the cultural heritage resources within Barriefield, and no further revisions are required.

The primary Official Plan designation within Barriefield is 'Residential', which is in keeping with the character of the existing built form within the area. The Barriefield Rock Garden and areas along the James Street extension are designated as 'Open Space', and the shoreline areas are designated as 'Environmental Protection Area'. These designations are appropriate for the area, and do not conflict with the direction provided in the updated Heritage Conservation District Plan.

Open Space designation

Through the consultation process, it was suggested that existing designations within Barriefield be reviewed, and consideration be given to re-designating all vacant lands to Open Space. The study team has reviewed this request, and do not believe that any further changes to existing designations are warranted. The City of Kingston has identified that it does not require additional park / recreational lands within Barriefield, aside from what may be dedicated through future development applications. The Heritage Conservation District Plan (previous or current) does not consider that these lands are part of the cultural heritage value of the District and require protection as open space. Accordingly, the Heritage Conservation District Plan recognizes that development may occur on some of the currently vacant lands in the future. Therefore, the Open Space designation correctly applies to park and recreation areas within the village, and shoreline areas have been appropriately identified as Environmental Protection Area.

UNESCO World Heritage Site

Section 7.3.A of the Official Plan 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 from Belle Island to the northerly municipal limit, as well as the Kingston fortifications, which include Fort Henry, and the four Martello Towers. The study team further reviewed other documentation related to the Rideau Canal and, with the assistance of City staff and Parks Canada, determined that the Canal designation shown in the City of Kingston Official Plan requires revision. Parks Canada staff advised that the designation actually extends as far south as the La Salle

Causeway. As such, the City of Kingston should clarify the designation limits in the next Official Plan review.

2.2.1 Recommendation 1: UNESCO World Heritage Site

It is recommended that the boundaries of the Rideau Canal UNESCO World Heritage Site be revised through the next Official Plan review process to clarify that the southern boundary of the Canal designation is the La Salle Causeway, as advised by Parks Canada staff.

2.3 City of Kingston (Township of Pittsburgh) Zoning By-law

The Township of Pittsburgh Zoning By-law was initially approved in 1974, and has been updated as required since that time. The City of Kingston is currently working on the preparation of a new comprehensive Zoning By-law, which will consolidate the existing Zoning By-laws and provide consistent zoning regulations for the entire City.

The Issues Analysis Report provided an overview of the existing Zoning By-law regulations that are applicable within Barriefield. The built-up area of the village is appropriately zoned for residential, institutional, or commercial purposes. The shoreline areas are appropriately zoned as floodplain, and some municipally owned greenspace areas are zoned for open space. It is appropriate for these zone regulations to continue to apply.

The Barriefield Rock Garden, former J.E. Horton Public School, and the lands currently owned by the Department of National Defence (DND) are zoned Institutional (I). The Institutional (I) zone is appropriate for the lands owned by the Department of National Defence and for the J.E. Horton Public School. If future redevelopment were to occur on these properties, alternative zone regulations may be appropriate, in keeping with the direction contained within the Village of Barriefield Heritage Conservation District Plan and the current Residential designation in the Official Plan. The study team has reviewed the regulations contained within the Zoning By-law for the other lands within Barriefield, and recommends that the direction contained within the Residential Two Special Requirement One (R2-1) zone would be appropriate for these lands if future residential development were to occur. This zone would help to ensure that any new development occurs at a scale that is in keeping with the current development pattern in the Village, and that the built form reflects the District Plan guidance.

Related to lands within the District owned by the City of Kingston, including the Barriefield Rock Garden, and the lands fronting on the James Street extension, the study team recommends they be rezoned to Open Space (OS), to reflect their use and

Official Plan designations. This can be accomplished as a component of the new City of Kingston Zoning By-law, or as a housekeeping amendment to the existing Township of Pittsburgh Zoning By-law.

2.3.1 Recommendation 2: Open Space zoning

It is recommended that the Barriefield Rock Garden property and the lands owned by the City of Kingston on James Street extension be rezoned to Open Space (OS). This could be done through the current process to create a new Zoning By-law for the City of Kingston, or as a component of a housekeeping amendment to the current Zoning By-law for former Pittsburgh Township.

2.3.2 Recommendation 3: Zoning of DND lands and former J.E. Horton School

It is recommended that the future zoning for the vacant DND lands and former J.E. Horton School site be established at the time of any development application so that they conform to the heritage character and attributes of the Barriefield Heritage Conservation District. Residential zoning (R2-1 is recommended) in keeping with the form of the buildings currently within the District would be appropriate, as would Open Space zoning in areas not appropriate for development. The specifics of the zoning regulations would be determined through the review and approvals process associated with any proposals for new uses on the properties.

3.0 Involvement of Department of National Defence

3.1 Background

Through the consultation process, the topic of the involvement of the federal government in the conservation of the Village of Barriefield's heritage character was identified. Both the 1980 and 1992 Heritage Conservation District Plans included policies and guidelines related to the lands currently owned by the Department of National Defence (DND), which include large parcels of vacant land. These lands remain included in the updated Heritage Conservation District Plan, and guidance related to these lands remains a component of the District Plan as well.

The designation under Part V of the *Ontario Heritage Act* does not apply to lands owned by the federal government. This means that the provisions of the District Plan do not directly apply to the lands owned by the DND, Transport Canada, etc., although the guidance would apply in the event that the lands are transferred out of Federal ownership in the future.

To date, there has been some communication with staff at the DND. This has been useful in keeping the various parties apprised of related initiatives, and has been important given that the DND owns multiple properties within Barriefield. It is recommended that communication continue to occur between the City of Kingston, the appropriate departments of Federal government, and Barriefield Village Association in the future, as a way of maintaining good working relationships. Meetings could be held at regular intervals (perhaps 1-2 times per year), or as topics of interest warrant a meeting.

3.1.1 Recommendation 4: future involvement of Department of National Defence

It is recommended that regular communications between the Federal government, the City of Kingston, and Barriefield Village Association continue to occur, and that the City consider holding regular meetings between the parties to ensure that everyone is informed of initiatives of interest.

4.0 Communication regarding Heritage Conservation in Barriefield

4.1 Background

Through the consultation process, it was noted that communication about the presence of a heritage conservation district within Barriefield could be improved. The suggestion was made that information about the conservation of Barriefield's heritage value could be made available to current and new property owners, as well as a copy of the Village of Barriefield Heritage Conservation District Plan.

The City of Kingston currently has a section on their website regarding heritage conservation, including details about the Barriefield Heritage Conservation District. Information currently online includes a copy of the District Plan, as well as general information about district designation. Additional information could be added in terms of a newsletter or pamphlet about Barriefield, in order to enhance communication about the District. A regular newsletter could also be provided, or information integrated with communications from the Barriefield Village Association. Additionally, information could be provided to new property owners as properties change ownership.

4.1.1 Recommendation 5: Communication regarding Barriefield Heritage Conservation District

It is recommended that the City investigate ways in which to improve communication about the Barriefield Heritage Conservation District to residents within Barriefield, including new property owners.

5.0 Implementation process and potential refinements

5.1 Background

One of the topic areas identified through the consultation process was the implementation to date of the Village of Barriefield Heritage Conservation District Plan. In particular, the study team was asked to review the process and identify any refinements that could be made to streamline the implementation process.

General implementation

The Issues Analysis Report reviewed changes that have occurred to Provincial legislation since the approval of the current Heritage Conservation District Plan. Two main areas of change include: the ability to enact a delegation by-law to allow City staff the ability to approve certain heritage permits; and the requirement for any heritage conservation district plans to list minor alterations that do not require approval of a heritage permit.

The City of Kingston currently has in place a Procedural By-law for Heritage (By-law 2013-141), which provides delegated authority to the Director of Planning to approve various types of heritage permit applications without the need to proceed through the full heritage permit review process by the Municipal Heritage Committee and City Council. The process to update the Village of Barriefield Heritage Conservation District Plan has introduced a section of the District Plan that identifies which alterations do not require approval of a heritage permit. This will provide clear guidance to property owners and City staff regarding alterations that are considered minor and do not require approval of a heritage permit (either at the staff level or by City Council).

The two initiatives above should assist in streamlining the review and approvals process for changes within Barriefield. It is recommended that City staff continue to monitor the effectiveness of the Procedural By-law for Heritage and the Village of Barriefield Heritage Conservation District Plan, and revisit as required through the recommended regular review and update process.

Municipal Heritage Committee

Through the consultation process associated with the Heritage Conservation District Plan update project, it was suggested that the City of Kingston consider refinements to the Municipal Heritage Committee organization in order to better involve Barriefield residents in the review of heritage permits. There are several ways that this could be achieved:

- Through the establishment of a sub-committee of the Municipal Heritage Committee. The sub-committee could be composed entirely of Barriefield

residents, and provide recommendations to the Municipal Heritage Committee regarding heritage permits and other heritage matters.

- By appointing a resident of Barriefield to be a member of the Municipal Heritage Committee.
- Consultation specifically with residents of Barriefield and / or the Barriefield Village Association regarding heritage permits.
- Retain the existing committee structure, and review the matter further through regular reviews of the District Plan (or at other opportune times).

Each of the above options would need to be weighed by staff in determining which option to proceed with. City staff would also need to consider the management logistics associated with the various options, taking into account that there are other heritage conservation districts within Kingston, and a consistent approach is desirable.

5.1.1 Recommendation 6: Implementation process refinements

It is recommended that the City of Kingston continue to monitor the approvals process for heritage permits, and examine methods that may assist in streamlining the process for all involved.

5.1.2 Recommendation 7: Municipal Heritage Committee

It is recommended that the City of Kingston consider whether additional representation from Barriefield is warranted as it relates to the Municipal Heritage Committee. This review should be undertaken in a consistent manner across the City, involving all heritage conservation districts.