

Staff Report



Development Services Department

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REPORT TO: Heritage Kitchener

DATE OF MEETING: October 3, 2023

SUBMITTED BY: Garrett Stevenson, Manager Development Review, 519-741-2200 ext. 7070

PREPARED BY: Jessica Vieira, Heritage Planner, 519-741-2200 ext. 7291

WARD(S) INVOLVED: Ward 4

DATE OF REPORT: August 30, 2023

REPORT NO.: DSD-2023-395

SUBJECT: Lower Doon Secondary Plan – Cultural Heritage Landscape

RECOMMENDATION:

For information.

BACKGROUND:

The Planning Division is in receipt of a Draft Cultural Heritage Landscape (CHL) Study for Lower Doon, dated September 2023 and prepared by Archaeological Services Inc. (ASI). ASI was retained by the City of Kitchener to support the development and implementation of the Lower Doon Cultural Heritage Landscape, the boundary of the CHL, expanding on the Statement of Significance and heritage attributes of the CHL, and developing objectives, policies, and guidelines for its conservation.

The report consolidates and builds on the work completed in previous studies for the Lower Doon area, including the *Lower Doon and Homer Watson Park Candidate Cultural Heritage Landscape Evaluation* prepared by Stantec Consulting Ltd. in 2019 and the *Lower Doon Land Use Study: Heritage Component* completed by Bray Heritage in 2021.

REPORT:

Cultural Heritage Landscape Boundary

The Lower Doon CHL is located within the former village of Doon, in the southwestern corner of the City of Kitchener. The Grand River forms the northern-most boundary of the CHL, while the western edge is defined by Willow Lake Park, and the southwestern tail extends into Homer Watson Park. The eastern boundary includes residential properties that front onto the east side of Pinnacle Drive between Old Mill Road and Amherst Drive.



The boundary of the CHL was determined by assessing the Lower Doon area using the Regional Implementation Guidelines for Cultural Heritage Landscape Conservation. This is a three-pronged approach which identifies and evaluates potential CHL's by examining an area's cultural heritage value or interest, historical integrity, and community value. The cultural heritage value or interest is determined using the criteria found in Ontario Regulation 9/06 of the *Ontario Heritage Act*, amended to be applicable to landscapes. Historical integrity is determined by examining the historical context of an area using a range of sub-criteria, including but not limited to historical land use, ownership, views, and natural and built features. Community value measures the way in which residents have interpreted, celebrated, and cared for a landscape also using a range of sub-criteria such as landmarks, commemoration, public space, and community identity or image.

The identification of the Lower Doon CHL and the delineation of its boundary was established over the course of several technical studies. With regards to amending the CHL boundary to include the property at 86 Pinnacle Drive, there is a general lack of cohesion and continuity in the properties along Pinnacle Drive south of the existing CHL boundary. Further, it has previously been determined that 86 Pinnacle Drive does not retain cultural heritage value and it does not need to be captured within the CHL boundary.

Statement of Significance and Heritage Attributes

The Lower Doon CHL possesses design/physical, historical/associative, and contextual value. The values identified in the revised Statement of Significance are summarized in the table below.

Category	Description
Design / Physical	<ul style="list-style-type: none"> • Representative example of a nineteenth-century settlement complex in Upper Canada. • Landscape and built features are representative of the periods in evolution experienced by the area. • Some examples of mid-to-late nineteenth century development remains. • Segments of the original village street network remain (Pinnacle Drive, Amherst Drive, and Old Mill Road). • Southernmost trail within Willow Lake Park follows the general alignment of the Galt Branch of the Grand Trunk Railway. • The Old Mill Ruin is an early example of a mill complex constructed in stone in Upper Canada, in contrast to the more common wooden constructs that were used at the time. • Willow Lake Park delineates the general size, shape, and location of the former mill pond, now drained.
Historical / Associative	<ul style="list-style-type: none"> • Association with the nineteenth-century settlement and development of the Village of Doon. • Association with Adam Ferrie Junior and the Ferrie family. • Some remnants of the industrial operations of the area remain (Doon Mill Ruins, the dam, and traces of the mill pond). • The evolution of Doon into the twentieth century is also expressed within the CHL, providing an understanding of local development patterns.
Contextual	<ul style="list-style-type: none"> • Defines and maintains the scenic nineteenth-century character of the area in connection to the former Village of Doon. • Possesses a distinctive sense of place. • Physically, visually, and historically linked to surroundings, including natural features such as Schneider Creek and the Grand River or surviving built features.

The identified heritage attributes of the CHL are divided into the following categories: landscape, built form and streetscapes, and views. A complete list of all identified heritage attributes can be found in Section 4.3 of the ASI draft report, attached as **Attachment A** to this report. Appendix A of the Lower Doon CHL Study contains photographic documentation of the heritage attributes.

Proposed Policies and Guidelines

Objectives, policies, and guidelines were developed as part of this Study, to secure the long-term protection of the cultural heritage value of the CHL and the identified heritage attributes. They are intended to provide guidance to property owners and the City to manage change within and adjacent to the CHL, so that new development is appropriate to and remains sensitive and respectful of the cultural heritage resource. The policies

developed include general policies and policies specific to parkland, the Grand River shoreline, the Mill Ruins, roads and circulation routes, and interpretation. There are guidelines which also speak to built form within and adjacent to the CHL and the protection of views. The proposed objectives, policies, and guidelines can be found in Section 6.1 of the Lower Doon CHL Study.

Implementation Recommendations

The following recommendations are given by the Lower Doon CHL Study:

- The Lower Doon Cultural Heritage Landscape should be designated as a significant cultural heritage landscape in the City of Kitchener Official Plan and identified on Map 9 of the Plan. Guideline III in the Regional Implementation Guideline for Cultural Heritage Landscape Conservation (Region of Waterloo 2018) recommends that the Official Plan identify designated C.H.L.s using an official name, a statement of significance and a general location map, and reference the detailed documentation within the C.H.L.'s Technical Study. The Guideline also advises that additional C.H.L. conservation policies and/or a detailed map may be included.
- Publicly owned lands located within the Lower Doon C.H.L. should be appropriately managed by the City of Kitchener to ensure the conservation of the C.H.L.'s identified heritage attributes and in accordance with the objectives, policies, and guidelines presented herein. These lands include Willow Lake Park and the ruins of Doon Mills, Schneider Creek, the Grand River Natural Area north of Old Mill Road, and the original street alignment of Old Mill Road, Pinnacle Drive, and Amherst Drive.

It is anticipated that, through an Official Plan Amendment through the Lower Doon Land Use Study implementation in late 2023, the Lower Doon CHL will be identified on Map 9 of the City of Kitchener Official Plan. The policies proposed within the Lower Doon CHL study will be incorporated into a new section of the Official Plan dedicated to the implementation and conservation of Cultural Heritage Landscapes within the City. It is expected that this new section of the Official Plan be amended over time to contain both general policies and other CHL-specific policies, once detailed review and assessments of the respective CHL's have been complete.

Per the recommendation of the Lower Doon CHL study, the City of Kitchener is intending to pursue designation of Willow Lake Park and 1810 Old Mill Road / the Grand River Natural Area (Old Mill). The repair and conservation of the Doon Mill Ruins are being addressed under a separate process that was initiated at the end of 2022. LHC Heritage Planning and Archeology Incorporated in conjunction with Tacoma Engineers have been retained by the City of Kitchener to complete the work. Further updates on this work will be provided under separate cover at a later time.

STRATEGIC PLAN ALIGNMENT:

This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

Capital Budget – The recommendation has no impact on the Capital Budget.

Operating Budget – The recommendation has no impact on the Operating Budget.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City’s website with the agenda in advance of the council / committee meeting. The EngageWR webpage for the project has been regularly updated and newsletters circulated to residents of the area during various stages.

CONSULT and COLLABORATE – The City of Kitchener has hosted different engagement events to consult and collaborate with the community. On May 10th, 2023, two walk-shops were held at two different times, to ensure as many participants as possible. The goal of the walkshop was to observe, discuss, ask questions, and generate ideas about the approach being taken for the Lower Doon Secondary Plan project, and included exploring the heritage attributes and draft Lower Doon Cultural Heritage Landscape Plan. On July 18th, 2023, an in-person drop-in booth was established at Conestoga College, inviting students to provide feedback on the plans for the community. Members of the public were also invited to share their feedback on draft materials digitally through EngageWR.

PREVIOUS REPORTS/AUTHORITIES:

- *Lower Doon and Homer Watson Park Candidate Cultural Heritage Landscape Evaluation*, Stantec Consulting Ltd. (2019)
- *Lower Doon Land Use Study: Heritage Component*, Bray Heritage (2021)

APPROVED BY: Justin Readman, General Manager of Development Services

ATTACHMENTS:

- Attachment A – Lower Doon Cultural Heritage Landscape Study, ASI, September 2023