



City of
Peterborough

To: **Members of the Committee of the Whole**

From: **Ken Doherty, Director of Community Services**

Meeting Date: **June 1, 2015**

Subject: **Report CSACH15-002**
Heritage Conservation District Study

Purpose

A report to recommend the adoption of the Avenues and Neighbourhood Heritage Conservation District (HCD) Study.

Recommendations

That Council approve the recommendations outlined in Report CSACH15-002 dated June 1, 2015, of the Director of Community Services, as follows:

- a) That a presentation by Lindsay Reid of ERA Architects be received,
- b) That the recommendation of the Peterborough Architectural Conservation Advisory Committee (PACAC) to adopt the Heritage Conservation District Study for the Avenues and Neighbourhood under Part V, Section 40.3 of the *Ontario Heritage Act* (R.S.O. 1990, c.O.18), be approved,
- c) That an Official Plan be amended to identify heritage conservation districts as an approved heritage planning tool, and;
- d) That Staff be authorized to proceed with the completion of a Heritage Conservation District Plan and By-law for the Avenues and Neighbourhood.

Budget and Financial Implications

In 2014 Council approved a \$40,000 capital allocation for the completion of a Heritage Conservation District Plan (6-2.02). In 2015 Council made a further \$30,000 capital allocation (6-2.03). There is sufficient approved budget to cover the estimated \$60,000 cost for the creation of the Plan with \$10,000 held as a contingency in the event that a challenge is made before the OMB.

Background

Project Background

A key recommendation of the Municipal Cultural Plan passed by Council in 2012 was the creation of the City's first Heritage Conservation District (HCD). An HCD is a defined area of the City where the heritage features of the buildings and landscape are protected by the municipality through designation under the Ontario Heritage Act (OHA). HCD designation enables the Council of a municipality to manage and guide future change in the District through policies and guidelines for the conservation, protection and enhancement of the area's special character.

In May of 2013 the City held a city-wide public information session and workshop to seek community input into neighbourhoods that might be suitable for designation as an HCD. Based on input from the community, three areas were chosen for further consideration: The Avenues, Dickson Mills, and The Old West End. A second community meeting was held in June specifically for residents of the three neighbourhoods. Based on the input from each of those neighbourhoods, Staff recommended that the Avenues should be the subject of a Heritage Conservation District Study. ERA Architects was hired through a competitive bidding process to facilitate the completion of the Heritage Conservation District Study.

The Avenues and Neighbourhood Heritage Conservation District Study has three goals:

- to assess the heritage characteristics of the Study Area;
- to identify significant cultural heritage resources within it, and;
- to recommend whether an area, or areas should be considered for Heritage Conservation District (HCD) designation under Part V of the Ontario Heritage Act.

Studies of Heritage Conservation District designations in other municipalities have highlighted numerous benefits including:

- Conservation and enhancement of a place's unique character
- Increased cultural/historical tourism
- Attraction and retention of stable businesses
- Property values which are more resilient to economic downturn

There are two distinct parts in the creation of an HCD, the **Study phase** and the **Plan phase**. The HCD Study phase does not result in the designation of a Heritage Conservation District. The Study phase simply evaluates the Study Area and, if merited, proposes an HCD boundary for Council's consideration.

Designation of an HCD is the outcome of the HCD Plan phase. Under the Plan, the HCD boundary is finalized and guidelines are developed to manage future change while providing for the conservation, protection and enhancement of the area's special character. The HCD Plan is developed in close consultation with the community.

Timeline

Fall 2013

The Avenues Heritage Conservation District (HCD) Study began in the fall of 2013 with the first public meeting held in early November. The meeting included a presentation by ERA Architects, a community mapping exercise as well as a discussion about HCD designation and community values. At this meeting, the community was invited to assist with individual building research in the Study Area. At that time, The *Avenues Heritage Conservation District Study Questionnaire* was mailed to all property owners and residents in the HCD Study Area. About 40 residents responded and this information was incorporated into the research process. ERA Architects also produced a *Background and Issues Identification Report* which provided an introduction to the HCD Study, including a brief overview of the Study Area, the HCD Study process, and a high level policy review.

Summer and Fall 2014

ERA Architects spent the summer completing research on the houses in the Avenues neighbourhood in preparation for presentation of a draft report to the community. This research includes archival research, building documentation and local stories gathered about life in the Avenues. Members of the community were invited to undertake the documentation of their own homes and submit information that they may have collected on their property over the years. Research was conducted by the consultants, community members, City staff and students from the Fleming College Museum Management and Curatorship Program on over 400 buildings in the study area.

During the fall, research and analysis of the Avenues continued. This included historical and documentary research, analyzing the questionnaires and mapping exercise, meeting with the Steering Committee, carrying out individual interviews with community members and developing an overall evaluation of cultural heritage resources within the Study Area.

Winter 2015

Over the winter, Staff met with the consultants several times to review their findings. In January a second Public Meeting was held at which ERA presented details of the Study. In February ERA presented its first draft of the Study to the Steering Committee for review and comment and Staff met with the Bolivar Street Resident's Association to review the project with them. In March the draft Heritage Conservation District Study was

released to the public for review and comment. A third Public Consultation Meeting for the community was held on April 1st and feedback from that meeting was incorporated into the final draft.

The Avenues Neighbourhood HCD Study report was presented to the Peterborough Architectural Conservation Advisory Committee (PACAC) on May 7th for its statutory review and approval. PACAC approved the draft and requested that Staff forward it to Council for adoption.

If Council adopts the recommendations of this report, Staff is prepared to undertake the District plan immediately.

Summary

The Avenues and Neighbourhood Heritage Conservation District Study has identified the area as an early 20th century suburb reflecting dominant design trends of the time. The development of the Avenues and Neighbourhood is closely connected with the establishment and growth of Canadian General Electric Co. and the expansion of Peterborough's streetcar system. Today the area displays a visual coherence that distinguishes it from the surrounding neighbourhoods. The Study recommends the designation of the Avenues Neighbourhood for protection as a Heritage District under Part 5 of the Ontario Heritage Act.

Submitted by,

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Attachments:

Appendix A – Draft Heritage Conservation District Study – The Avenues and Neighbourhood