

**Official Plan Review Comments by the  
Peterborough Architectural Conservation Advisory Committee**

**1 Preamble**

Cultural heritage resources contribute to our city's identity, economic potential and quality of life. Properties of cultural heritage value or interest include buildings or structures, historical sites, landscapes and archaeological sites. These sites provide physical and cultural links to the original settlement of the area, including the role and impact of the First Nations, by connecting the present to specific periods or events in history. The City itself owns a number of designated properties and properties of cultural heritage value including monuments, structures and installations.

The policies of this chapter of the Plan, in conjunction with the provisions of the Ontario Heritage Act, provide the necessary framework for the protection and enhancement of this City's heritage resources. The City of Peterborough shall use the authority and tools provided by legislation, policies and programs, including the Ontario Heritage Act, the Planning Act, the Provincial Policy Statement 2005, the Environmental Assessment Act, the Municipal Act, the Greenbelt Act, and the Places to Grow Act to implement and enforce the cultural heritage policies of this plan.

**2 Built Heritage Resources**

The term Built Heritage Resources refers to real property that are designated or are eligible to be designated by by-law or subject to a heritage easement under the Ontario Heritage Act. The term includes buildings, structures, monuments, installations, or evidence of human activity that are located on real property and which have been identified by the municipality as having cultural heritage value or significance. Built heritage resources may also be designated as character-defining elements of larger heritage properties. They may be identified by the City as having individual cultural heritage value, or form part of a cultural heritage landscape, heritage district, or area of heritage character. The City owns a number of designated properties and properties of cultural heritage value, as well as monuments, structures and installations.

**3 City Programs**

The City will conserve and protect cultural heritage resources and implement and enforce the policies of this section by undertaking the following:

- designing and constructing any public, capital and maintenance works involving or adjacent to designated and other cultural heritage resources in a manner that conforms to the intent of the City's policies and plans regarding the conservation of built heritage resources;
- cooperating with neighbouring municipalities, other levels of government, conservation authorities, local boards, non-profit organizations, corporations and

individuals in the conservation of cultural heritage resources within the municipality;

- developing implementation strategies that provide for opportunities to participate in cultural heritage initiatives offered by other levels of government;
- using fiscal tools and incentives to facilitate heritage conservation including, but not limited to, the Heritage Property Tax Relief Program, the Facade Improvement Program, pursuant to the Planning Act;
- adjusting geographical boundaries for incentive programs targeting heritage conservation through the creation of a 'Heritage Schedule' to more closely represent the historic development of the City;
- identifying, documenting, and designating cultural heritage resources as appropriate, in secondary plans, or other City plans or studies, and implementing measures to protect and enhance any identified valued cultural heritage resources through the conditions of development approval;
- enhancing opportunities for public awareness of cultural heritage resources by initiating and supporting promotional and educational City programs or by promoting the programs of other agencies, governments or groups;
- leading and coordinating the repurposing of landmark heritage buildings.

#### **4 Heritage Register**

The City shall protect and preserve cultural heritage resources in accordance with applicable legislation and recognized heritage protocols. As provided for in the Ontario Heritage Act, the City shall maintain a register of all known properties of cultural heritage value or interest that are considered significant and have been publicly identified by one or more of the following means:

- designated under the Ontario Heritage Act;
- protected by an easement entered into under the Ontario Heritage Act;
- designated by the National Historic Sites and Monuments Board as a National Historic Site or National Park;
- identified by the Province of Ontario;
- endorsed by the Council of the City of Peterborough as having cultural heritage value or interest.

#### **5 Heritage Conservation Districts**

A heritage conservation district is the most common type of protection for a cultural heritage landscape. Designation under Part V of the Ontario Heritage Act enables the creation of a heritage district that protects large groups of built heritage resources that share a common thematic history. At the same time, conservation district plans allow for compatible new development. The City currently has no heritage conservation districts. A suggested list of potential areas has been included at the end of this section.

**a Designation Procedure**

Prior to designating an area as a heritage conservation district under Part V of the Ontario Heritage Act, the City must undertake a heritage conservation district study. During the study period, alteration works on the properties within the heritage conservation district study area, including erection, demolition or removal may be regulated.

**b Properties Designated Under the Ontario Heritage Act**

Properties already designated under Part IV of the Ontario Heritage Act may be included as part of the heritage conservation district to ensure integrity of the district. Additionally, properties located within a heritage conservation district may also be designated under Part IV of the Ontario Heritage Act if they carry individual significance.

**c Heritage Conservation District Plan**

A heritage conservation district plan in compliance with the requirements of the Ontario Heritage Act must be prepared for each designated district. Such district plans are to be updated from time to time.

**d Proposed Development**

Any private or public work or development that is proposed within or adjacent to a designated heritage conservation district must demonstrate that it respects and complements the identified heritage character of the district of area.

**e Heritage Impact Statement**

A heritage impact statement may be required where construction, alteration, demolition, or addition to a property located within a heritage conservation district is proposed.

**f Potential Heritage Conservation Districts**

The City intends to investigate areas for designation as heritage conservation districts, including but not limited to:

- Old West End ( area between west side of Park Street North, to Weller Street, west of Monaghan Road, south to Gilmour Street, then east to Park Street North)
- Auburn Mills area

- Area of small wood frame cottages along south side of McDonell St, west of Reid Street.

## **6 Cultural Heritage Landscapes**

A cultural heritage landscape typically involves a specific geographic area of heritage significance composed of elements that are both human-made and natural. These geographical areas of the City have been modified and characterized by human activity and collectively create a unique cultural heritage. They are valued not only for their historical, architectural or contextual significance, but also for their contribution to the understanding of the social, economic, political and environmental influences that have shaped the community. Cultural heritage landscapes may include such features as heritage conservation districts designated under the Ontario Heritage Act, villages, parks, gardens, cemeteries, lakes, rivers, main streets, neighbourhoods, shorelines, vegetation, and scenic vistas.

It is the City's intent to conserve its cultural heritage landscapes.

Significant cultural heritage landscapes will be designated pursuant to the Ontario Heritage Act or as areas of cultural heritage character as set out in this Plan. They may also be designated by the Federal Government through the National Historic Sites and Monuments Board of Canada.

Cultural Heritage Landscape Guidelines will be developed as a part of the designation process for Cultural Heritage Landscapes in the City. These guidelines may include:

- A refined delineation of the Cultural Heritage Landscape;
- The important history and physical features, activities and processes that have shaped the Cultural Heritage Landscape;
- The physical features within the Cultural Heritage Landscape that should be retained;
- The opportunities for recognizing and interpreting the Cultural Heritage Landscape;
- Guidelines for all future projects within the landscape to promote, enhance and conserve the Cultural Heritage Landscape

## **7 Cultural Heritage Character Areas**

The City will investigate areas and landscapes of special heritage character that are described as cultural heritage character areas in this Plan. After detailed study, these areas may not be determined as appropriate for designation under the Ontario Heritage Act, but may nonetheless be recognized for their specific heritage character.

Where an area or landscape of special heritage character is not designated, but is recognized for a specific heritage character, the following may be required:

- A heritage impact statement where construction, alteration, demolition, or addition to a property located within a cultural heritage character area is proposed;
- Notification to relevant public agencies and appropriate First Nations groups of the existing and potential cultural heritage resources at an early planning stage to ensure that the objectives of heritage conservation are given due consideration in any public work project or assessment that may be undertaken.

## **8 Relevant Strategic Direction from the City of Peterborough**

The Municipal Cultural Plan adopted by Council in 2012 includes strategic directions that speak to the preservation of heritage resources as a key component to community prosperity and well being.

### *Municipal Cultural Plan Strategic Direction 3: Strengthen Heritage*

SD3 of the Municipal Cultural Plan calls on the City to build on its success in heritage conservation through continued development of policy and regulatory frameworks and tools such as heritage conservation districts to protect Peterborough's historic buildings and landscapes.

The Official Plan will support the development and implementation of such tools including:

### **a Cultural Heritage Impact Statements**

The City may require the submission of a Cultural Heritage Impact Statement (CHIS) to support an application for development if the affected lands are the site of an identified heritage resource or are located in close proximity to a significant cultural heritage resource or are on lands adjacent to a significant cultural heritage resource. The purpose of the CHIS is to determine what impacts the development will have on the resource and whether the application for development will conform to the goals, objectives and policies of this Plan and/or the area-specific policies or zoning regulations.

Development or site alteration may be permitted on adjacent lands to a protected heritage property where a CHIS has demonstrated that the heritage attributes of the protected heritage property will be conserved. Mitigation measures and/or alternative development approaches may be required in order to conserve the heritage attributes of the protected heritage property affected by the adjacent development or site alteration.

The CHIS shall be in the form of a report and contain a description of:

- The proposed development;
- The cultural heritage resource(s) affected by the development;

- The impacts upon the cultural heritage resource(s) of the proposed development;
- The measures necessary to mitigate the negative impacts of the development upon the cultural heritage resource(s); and,
- How the proposed development will relate, in terms of height, bulk, massing and presence with identified heritage buildings on the property and in the area.

Any public work shall have regard to the retention and protection of significant cultural heritage resources in accordance with the goals and objectives of this Plan. Council may impose as a condition of any development approval the retention and conservation of cultural heritage resources identified in a CHIS, or the implementation of appropriate mitigation measures, to minimize the impact of the development on the cultural heritage resource.

**b      Archival Requirements**

In the event that demolition, salvage, dismantling, relocation or irrevocable damage to a built heritage resource or a cultural heritage landscape is found to be necessary as determined by Council, thorough archival documentation is required to be undertaken by the proponent and made available to the City for archival purposes.

The above-noted archival documentation must be prepared by a qualified person and include at least the following as appropriate, or additional matters as specified by the City:

- Architectural measured drawings;
- A land use history; and,
- Photographs, maps and other available material about the cultural heritage resource in its surrounding context.

**c      Archaeological Resources**

The City recognizes that there are archaeological remnants of prehistoric and early historic habitation, as well as areas of archaeological potential within the City. Archaeological sites and resources contained within these areas could be negatively impacted by future development. The City will consult with relevant First Nations where potential First Nations archaeological resources may exist on a site.

The City shall require archaeological impact assessments and the preservation or excavation of significant archaeological resources in accordance with Provincial requirements as outlined in the City's Archaeology Policy and Procedures. Archaeological assessment reports by licensed archaeologists are to be completed in compliance with guidelines set out by the Ministry of Tourism, Culture and Sport, as well as licensing requirements referenced under the Ontario Heritage Act. Archaeological sites found in the City shall be dealt with in accordance with all applicable law.

Based on the extent and significance of the findings, the City may require:

- The site to be preserved in its natural state;
- Portions of the site to remain preserved through the development process; or,
- Artifacts found on the site to be removed by a licensed archaeologist and preserved.

The City shall consult appropriate government agencies when an identified human cemetery, marked or unmarked human burial is affected by land use development. The provisions under the Ontario Heritage Act and the Cemeteries Act shall apply.

Council may conserve the integrity of archaeological resources by adopting Zoning By-laws, under Section 34 of the Planning Act, that prohibit land uses on sites where an identified significant archaeological resource exists. The City will consult with relevant First Nations where potential archaeological resources may exist on a site.

*Municipal Cultural Plan Strategic Direction 1: Celebrate and Strengthen Our Region's Waterways, Cultural and Natural Heritage*

The Municipal Cultural Plan recognizes the region's significant cultural and natural heritage as continuing environmental, social, and economic assets for Peterborough that celebrate the important and enduring relationship between the people and the land.

**a First Nations**

The Official Plan recognizes that the Curve Lake and Hiawatha First Nations are an important element of the community and their influence is recognized in the Plan. The City will promote partnerships and seek the input of First Nations groups in planning processes that impact their culture and heritage.

**b Trent-Severn Waterway**

To recognize and protect the cultural heritage resource significance of the Trent-Severn Waterway, the City, in partnership with Parks Canada, will:

- Identify and protect the cultural heritage landscapes and built heritage resources directly associated with the Waterway;
- Require that both the terrestrial and marine archaeological resources associated with the Trent-Severn Waterway be conserved;
- Ensure that all development adjacent to or over the Waterway does not interfere with the safe and efficient navigation on the Waterway;
- Prohibit any development or site alteration that would alter the size, shape and configuration of the waterway system;

- Require that development or site alteration on lands adjacent to the lock stations and the waterway properly demonstrate that the cultural heritage resources will be conserved;
- Partner with Parks Canada to promote the Trent Severn Waterway and the Peterborough Lift Lock as a National Historic Site.

**c      Natural Heritage Resources**

The Official Plan is based on a firm recognition that cultural heritage resources are interrelated with the City's abundant natural heritage resources. Much of the City's cultural history involves the harvesting of natural resources and the modification of the natural environment. Current attitudes toward the City's outstanding natural features reflect a continuing evolution that is based on the historical connection between cultural heritage resources and natural heritage resources.

In its consideration of all development and redevelopment proposals, the City will demonstrate regard for the interrelationship between cultural heritage landscapes and scenic natural landscapes.

The natural heritage of the region is a vital cultural, social, environmental, and economic asset to the City. The Official Plan will support the stewardship of this natural heritage in sustaining Peterborough's high quality of life and will protect this resource from inappropriate development through careful planning and regulation.