



City of
Peterborough

To: **Members of the Planning Committee**

From: **Ken Hetherington, Manager, Planning Division**

Meeting Date: **August 24, 2015**

Subject: **Report PLPD15-040
Land-Use / Urban Design Study for the Special Policy Area
Identified in Schedule “J” of the Official Plan**

Purpose

A report to recommend the adoption of the Land-Use / Urban Design Study and to recommend the commencement of the process to amend the Official Plan and the Zoning By-law to implement its conclusions.

Recommendations

That Council approve the recommendations outlined in Report PLPD15-040 dated August 24, 2015, of the Manager, Planning Division, as follows:

- a) That the Land-Use / Urban Design Study prepared by Gladki Planning Associates and Suzita Morita Inc. for the Special Policy Area as identified on Schedule J of the City's Official Plan be adopted, and
- b) That the process to amend the Official Plan and the Zoning By-law be initiated to implement the conclusions of the Land-Use / Urban Design Study.
- c) That the Cultural Heritage Assessment dated February 26, 2014, completed by ERA Architects, be received.

Budget and Financial Implications

There are no budget or financial implications that would arise for the City with the approval of the recommendations in this report. The necessary amendments to the Official Plan and Zoning By-law will be City initiated applications thereby eliminating any consulting fees.

Background

The City selected AECOM Canada Ltd. through an RFP process to conduct a Municipal Class Environmental Assessment (EA) for the Otonabee Trail Extension and Shoreline Improvements around Little Lake, as well as a Land-Use / Urban Design Study for the Special Policy Area identified in Schedule “J” of the City’s Official Plan (see Exhibit A).

The two initiatives were combined in the scope of services because they are located within the same area and the recommendations of one has an impact on the other. For example, if one of the conclusions of the Trail Extension EA is to limit the number of driveways on Crescent Street, then it needs to be considered in the Land-Use Urban Design Study.

Currently, Section 4.3.2.2.9 of the Official Plan recognizes the potential of properties within the Special Policy Area to support a growing tourism industry through the establishment of bed and breakfast establishments/inn accommodations, café/tea rooms, and boutique retail establishments. The Official Plan calls for the City to undertake a detailed planning analysis, to be adopted by Council, prior to the passage of any Zoning By-law amendments for properties within the Special Policy Area.

The Official Plan requires that the detailed Planning Analysis address the following:

- The need for certain uses and the corresponding short term to long term geographical limits of the opportunity.
- That Urban Design standards are proposed to ensure development and re-development exhibits high aesthetic qualities, is sensitive to the abutting uses, and reinforces the tourism potential of the area.
- That public infrastructure improvements are proposed, necessary to support the recommended commercialization of the Special Policy Area, including the extension of the Otonabee River Trail, lighting and off-street parking opportunities.

Combining the Land-Use / Urban Design Study with the EA for the Otonabee River Trail extension around Little Lake was driven by several inquiries by developers interested in consolidating properties to accommodate buildings with greater residential density on Crescent Street facing Little Lake. Three developers have drafted preliminary

development plans showing multi-storey condominium buildings with underground parking.

Consultation

Gladki Planning Associates and Suzita Morita Inc. were retained by AECOM Canada Limited to conduct the Land-Use Urban Design Study. Three Public Information Meetings took place: October 16, 2014, at the Peterborough Lion's Club Community Centre, and October 30, 2013 and June 5, 2014, in the Public Library Auditorium.

Comments from persons, committees and agencies interested in the study were received in writing, by email and verbally at the information meetings. The Land-Use and Urban Design Study is appended as Exhibit “B” to this report. Section 2.0 in the study report documents the process and consultation undertaken.

Study Area and Existing Conditions

It became evident early on in the study that the boundaries of the Special Policy Area as denoted on Schedule J of the Official Plan needed attention. The boundary effectively divides blocks in two. In developing a framework for new land-use and urban design policies it became necessary to include more area to enhance the outcome. As a result, it was agreed to expand the area to include full blocks by extending the boundaries to George Street and Ware Street. Current Official Plan policy grants flexibility in this regard as the planning analysis is required to address the need for certain uses and the corresponding short term to long term geographical limits of the opportunity. The expanded study area lies entirely within the Central Area boundary as depicted on Schedule J of the City's Official Plan.

The Study addresses current land uses and built form in the area, including the existing components and condition of streets, sidewalks and other public spaces.

Cultural Heritage Assessment

An understanding of the area's cultural heritage attributes was needed in order to fully establish the terms of reference for the study. As a result, a heritage architect was retained to prepare a Cultural Heritage Assessment. The assessment suggests that there is not a strong case to designate individual buildings or the area as whole as a Heritage Conservation District. The Cultural Heritage Assessment is attached as Exhibit “C” to Report PLPD 15-040 and its conclusions are discussed in greater detail on page six of the document.

Policy Context

Section 4.0 of the Land Use and Urban Design Study details the policy context for the study, as it is important to understand the implications of some broader policies, both at the Provincial and the Municipal level that would apply. This includes regard for the Provincial Policy Statement (PPS 2014), Places to Grow: The Growth Plan for the Greater Golden Horseshoe, the City’s Official Plan and Zoning By-law.

Recommendations

Comments received through the consultation process varied from “no changes” to high-rise and mid-rise buildings ringing the southern edge of Little Lake. There was negligible interest or support expressed for the tourism related uses envisioned in the current Official Plan policies. The Land Use and Urban Design Study proposes a compromise between the extremes in opinions expressed through the consultation process. It is recommended to allow some change that would parallel the broader direction of Provincial and City policies, while preserving the features of the area people care about most.

The vision for the area as expressed in the Land Use and Urban Design Study is as follows:

“The Special Policy Area is part of the Central Area. It features moderate intensification scaled to its context that brings more residents and businesses to the centre of the City. It frames views and vistas of Little Lake that, through high quality architecture and landscaping, project a strong positive image of Peterborough. It is an important public place, which serves as a location of scenic natural beauty, a community meeting place for recreation and community events and an amenity for pedestrians and cyclists”.

The principles associated with proposed land use and urban design vision for the area, are as follows:

- a) Ensure a publically accessible waterfront
- b) Enhance public spaces through landscaping and amenities
- c) Use public art to celebrate the area’s identity
- d) Preserve the role of the waterfront in community life
- e) Preserve existing mature trees where possible
- f) Add additional trees and greenery while preserving views
- g) Ensure new development fits within its context in terms of design and transitions
- h) Ensure the architectural compatibility of new development with the existing character of the area

- i) Respect the area as an important view/vista
- j) Control and calm traffic along Crescent Street
- k) Improve amenities for pedestrians and cyclists and link to broader walking and cycling networks
- l) Promote accessibility for those with disabilities and limited mobility

The Study recommends the division of the expanded Special Policy Area into two sub-areas, primarily distinguished from each other by the intensity of permitted built form. A description of the two sub-areas is found in section 5.2 of the Study (see Exhibit “B”). “Sub-area 1” is defined as the block bounded by Crescent, Romaine, George and Lake Streets. It is being recommended to permit mid-rise buildings, transitioning in height from a maximum of six storeys along George and Lake Streets, to three storeys at the corner of Lock and Romaine Streets. Page 13 of the Study provides an in-depth rational for the building height and massing parameters.

“Sub-area 2” includes the blocks defined by Crescent, Haggart, Ware and Lock Streets, plus the half block defined by Lock Street, the former CP Rail spur-line corridor and Romaine Street. It is recommended that the re-development of properties permit low-rise apartments (may be condominiums) and stacked row housing at a scale compatible with existing detached dwellings.

It is recommended to discourage vehicular traffic on Crescent Street and minimize the number of driveways. Garages do not front on Crescent, Ware, Haggart and Lock Streets, as parking and loading should only be accessed from a public rear laneway system accessed from Ware and Romaine Streets. The idea is to create a public laneway system combined with publically accessible spaces with a series of landscaped pedestrian walkways traversing through the block.

Land Use

Throughout the expanded Special Policy Area, the predominant land use is residential. The exceptions to this are along George Street and Lake Street. George Street is designated by the Official Plan as an Intensification Corridor and Business District and serves as a commercial anchor for the southern end the Central Area. Permitting at-grade related commercial uses along the George Street and Lake Street frontages as described will animate these sections of streets and link to activities at Del Crary Park as well as at the Art Gallery. Along George Street, residential or office uses are recommended above the first storey. A map showing the recommended land use is displayed in section 5.3 of the Land Use and Urban Design Study Report.

Urban Design

In order to successfully integrate new development, urban design standards are needed to ensure that architectural and landscape architectural design excellence can co-exist in and thrive in the existing context. The overall objective is to have new development integrate as seamlessly as possible. The standards address the massing of buildings, the relationship of higher and lower elements and the framing of street frontages relating to the distinct character of the different parts of the study area. The urban design standards are guided by the following principles:

- All new development should be sympathetic to the character and scale of the neighbourhood
- The relationship between blocks should ensure that buildings and open spaces are compatible
- The relationship between buildings within a block should offer maximum desirable flexibility while ensuring coherence

The Land Use and Urban Design Study recommends specific building setback requirements, which respects the existing built form condition. However, it recommends setbacks in some areas that would provide for enhancements along a property's frontage, or improves public accessibility and the creation of green spaces and courtyards within the interior of blocks.

The Urban Design component of the Study envisions a diversity of built form to create a lively urban streetscape with a variety of high quality architectural design. The Study discusses building typology, heights and roof-top step-backs. There is focus on building height transitions, corners and prominent sites, as well as the importance in diversity of design. Balconies, terraces and bay windows are addressed and special considerations with respect to the design of a building's ground floor are discussed. For example, buildings with residential uses on the ground floor facing the street should be designed to maximize the number of front doors leading to gardens in the front yard set back area.

The Urban Design component of the Study recognizes and addresses the plan to enhance the public open space along the Little Lake shoreline. New development in the study area should maintain and compliment the Otonabee River Trail extension and Shoreline Improvements around Little Lake. These include a diversity of architectural design, generous setbacks along Crescent Street and in-between buildings. This would assist in creating visual and physical linkages between inner blocks and the waterfront, where a system of interconnected walkways and green spaces could maximize access and the preservation of vistas.

The urban design standards included in the Study's recommendations requires the submission of an arborist's report to identify significant trees. Where possible, significant

trees should be preserved and integrated into landscaped open space areas. At the request of staff, an arborist's report will be required as part of an application for Site Plan Approval.

Implementation

The Official Plan calls for the City to undertake a detailed planning analysis, to be adopted by Council, prior to the passage of any Zoning By-law amendments for properties within the Special Policy Area. Once adopted by Council, the Land Use and Urban Design Study's recommendations will replace Section 4.3.2.2.9 of the current Official Plan. The current Official Plan pre-supposed that the future for the Special Policy Area is to “support a growing tourism industry”. While this may be true to some extent, fifteen years have passed since Schedule J and the Special Policy Area designation appeared in the Official Plan. Since that time there have not been any inquiries for Zoning By-law Amendments in keeping with the types of tourism based uses contemplated under the current Plan.

However, there have been inquiries concerning the redevelopment of properties to accommodate an increase in residential density. Clearly, this was a result of the attractiveness of the area – as a place to live. The natural beauty of the river and the lake, the proximity of trails with the linkages to the Downtown they offer, are all contributing factors relating to the demand for some increase in residential density within the Special Policy Area.

Due to the prominence of the location, the Study recommends the creation of an Urban Design Review Panel, consisting of private sector design professionals such as architects, landscape architects, urban design specialists and engineers, capable of providing objective advice to City Staff. As the Study suggests, the Urban Design Review Panel's objective will be to promote the uniqueness of the area, maintain its vitality, ensuring comfort and safety while making sure new development is as compatible as possible with its surroundings. The creation of an Urban Design Review Panel will give some comfort to existing residents who are concerned with the potential changes to residential density and built form following the Official Plan and Zoning By-law amendments.

The Land Use and Urban Design Study does not contemplate the pro-active re-zoning of properties within the expanded Special Policy Area. It recommends an Official Plan Amendment with proponents submitting Zoning By-law Amendment applications, to be reviewed for consistency with the land use parameters and urban design standards set out in Official Plan policy. Planning Staff are however recommending a comprehensive Zoning By-law amendment for the expanded Special Policy Area, implementing the Land-Use recommendations and some important urban design considerations in each zoning district's development regulations.

Once the new Zoning By-law Amendment has been enacted, developer's can submit their applications for Site Plan Approval. In addition to development regulations, the Site Plan Applications will be required to demonstrate compliance with the Urban Design Guidelines set out in the Study. They may be requested to produce block plans to show the relationship between existing built form and adjacent development proposals, which would include coordination for the proper layout and design of walkways, open space, building mass and heights, setbacks, parking and loading.

With Council's adoption of the Land Use and Urban Design Study and the approval of the recommendation to initiate Zoning By-law Amendments, Staff will be recommending the incorporation of bonusing provisions. Where Council deems appropriate, increases in density and building height should be permissible where a development proposal offers specific facilities and features or offers significant improvements to local public amenities.

This could include but not necessarily limited to: underground parking, the preservation of significant trees, the development of publicly accessible open space and the creation of mutual rights-of-ways for access to development properties other than from Crescent Street.

Next Steps

With Council's approval of the recommendations in this report, Planning Staff will take the appropriate steps to amend the Official Plan and initiate the process to amend the Zoning By-law. As prescribed in the Planning Act, the public will be able to participate in the process. Through the Land Use and Urban Design Study's consultation period, a few residents expressed concern with the pace at which change could occur to the area. It will take a few months to draft the new Land Use categories and development regulations and a few months more to take the initiative through the review process before a staff report will be ready for Planning Committee recommending Official Plan and Zoning By-law Amendments. Following the approval of the amendments, it will take some time for Site Plan Applications to be prepared and to come forward for review and approval. As a result, perceptible changes to the area will not happen very quickly.

Summary

The Official Plan calls for the City to undertake a detailed planning analysis, to be adopted by Council, prior to the passage of any Zoning By-law amendments for properties within the Special Policy Area.

The Land Use and Urban Design Study engaged the public through a series of public information meetings. Through the process it was determined that some change is

appropriate, paralleling the broader direction of Provincial and City policies, while preserving the features of the area people care about most.

The Land Use and Urban Design Study recommends moderate intensification scaled to its context that brings more residents and businesses to the centre of the City. Together with the Otonabee River Trail Extension and Shoreline Improvements Project, the Downtown and the entire City will benefit.

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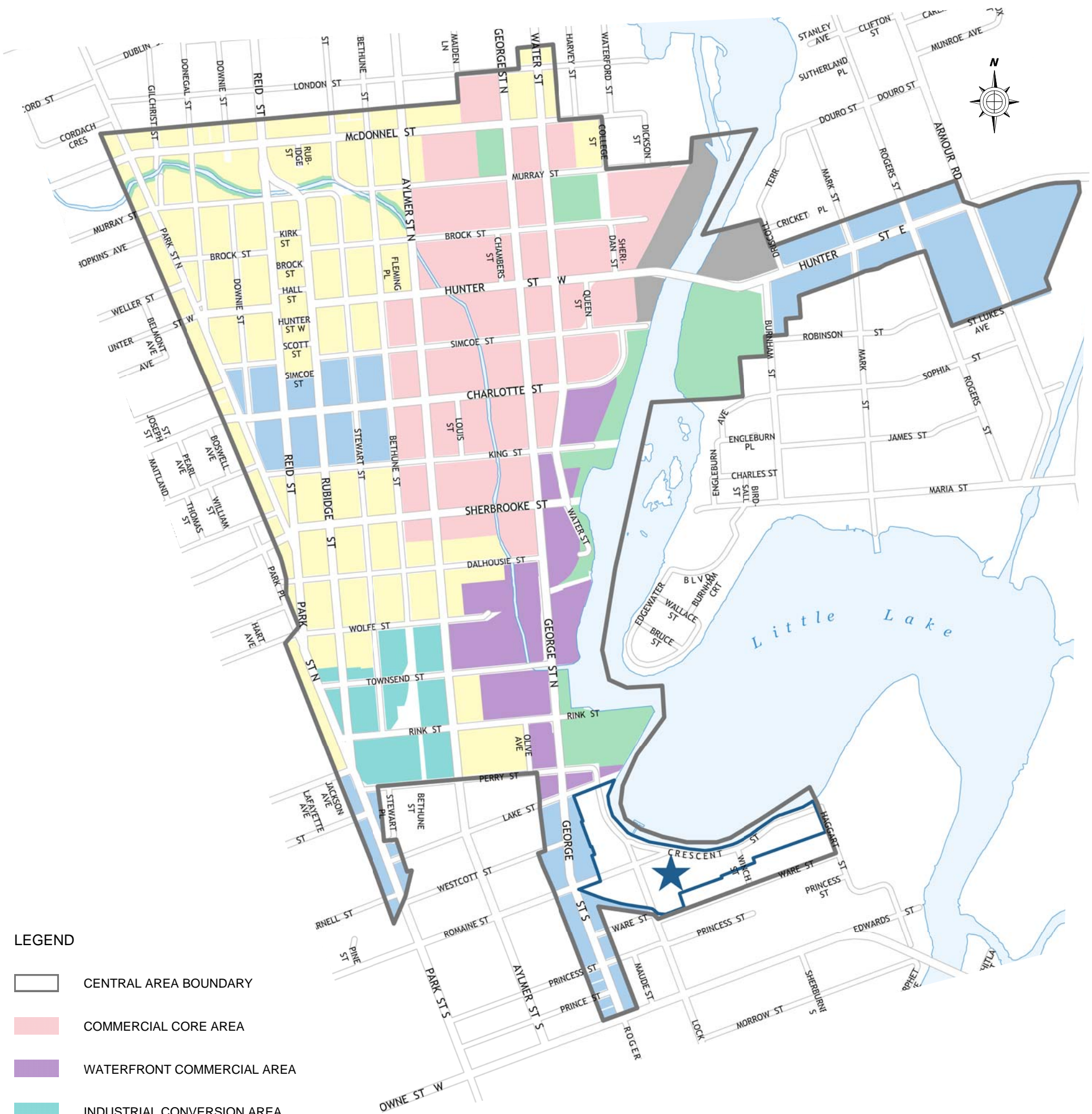
Attachments:

Exhibit A – Special Policy Area, Schedule J, Official Plan
Exhibit B – Land Use and Urban Design Study
Exhibit C – Cultural Heritage Assessment, ERA Architects

The City of Peterborough Official Plan

- SCHEDULE J -

CENTRAL AREA LAND-USE PLAN




LEGEND

- CENTRAL AREA BOUNDARY
- COMMERCIAL CORE AREA
- WATERFRONT COMMERCIAL AREA
- INDUSTRIAL CONVERSION AREA
- BUSINESS DISTRICTS
- TRANSITIONAL USES AREA
- INDUSTRIAL AREA
- OPEN SPACE AREA
- SPECIAL POLICY AREA Section 4.3.2.2.9

Map Accuracy and Interpretation:

The information depicted on this hardcopy or digital map file is schematic in nature. Accurate interpretation of information shown should be obtained from appropriate city planning staff.



City of
Peterborough

Scale 1:11,000

Kilometres

0.00 0.05 0.10 0.15 0.20 0.25

Miles

0.00 0.03 0.06 0.09 0.12 0.15

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City of
Peterborough
Special Policy Area
– Official Plan
Schedule “J”
Land Use and Urban
Design Study

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1.0 Introduction

The purpose of this study is to make recommendations that will guide growth and development in the Special Policy Area shown on Schedule “J” of the City of Peterborough Official Plan.

Schedule “J” is the land use plan for Peterborough’s Central Area. It shows a number of sub-areas, each with Official Plan policies to guide their long-term evolution. Current Official Plan policies for the Special Policy Area recognize the potential of properties to support a growing tourism industry, such as the establishment of bed and breakfast/inn accommodations, cafes/tea rooms and boutique retail establishments. These policies include the condition that, before zoning by-laws for the area are passed implementing this policy direction, a detailed planning analysis of the area be conducted.

Despite these policies being in force for over a decade, there has been little movement toward this vision for the area and therefore the need for a planning analysis has not been triggered. More recently, there has been interest in redevelopment for higher density residential uses. Given the lack of interest in realizing the vision for the area represented in current policies, the planning analysis presented in this report takes the opportunity to rethink the vision for the Special Policy Area and determine what kind of development is appropriate for the area given the current context.

In shaping a vision for the Special Policy Area, three inputs were particularly important:

1. the broader policy context, including pertinent provincial plans and policies and the policies of the Official Plan;
2. an analysis of existing conditions; and
3. consultation with the public and stakeholders.

This report details these elements of the planning analysis, which is followed by a proposed vision for the Special Policy Area, a set of principles intended to guide the realization of the vision and recommended land use elements and urban design standards to be incorporated into the planning policy framework for the area. The report concludes with a discussion of approaches to implementation.

2.0 Process and Consultation

The study process ran from October 2013 to October 2014 and included three phases. Public and stakeholder consultations were a part of each phase. The phases were:

Phase 1 – Background Analysis: The purpose of the first phase was to gather the background information needed to complete the study and begin a conversation about the area's future with stakeholders and the public.

Consultation during the first phase included:

- A public meeting on October 30, 2013 which introduced the study purpose and process and engaged participants in small group discussions about what they liked about the area, the opportunities for change or improvement, and the issues that needed to be considered in shaping its evolution;
- Meetings with City staff, the Mayor and Councillors, Downtown Business Improvement Area, and Arts and Culture Committee;
- Telephone interviews with major land owners;
- A letter from the Peterborough Architectural Conservation Advisory Committee; and
- Emails received from the public.

Phase 2 – Options: Based on background analysis and consultation completed in the first phase, land use and urban design principles were elaborated to guide the work of the study and the consideration of potential options.

Consultation during the second phase included:

- A public meeting on June 5, 2014 which presented the draft land use and urban design principles, potential options for land use, heights and densities and precedents of other waterfront communities. A workbook guided small group discussions to provide feedback on the principles and potential options;
- A letter from the Art Gallery of Peterborough; and
- Emails received from the public.

Phase 3 – Proposed Solution: A vision for the area was developed with supporting land use and urban design principles. The implications of this vision in terms of land uses, heights and urban design elements were elaborated and 3D and 2D plans generated to demonstrate the potential long-term implications of the proposed solution.

Consultation during the third phase included:

- A public open house on October 16, 2014 where the proposed solution was presented for comment and feedback. The format of the open house included a presentation, an opportunity for questions and comments and a chance to circulate and view boards detailing the proposed solution.

3.0 Study Area and Existing Conditions

The boundaries of the Special Policy Area are indicated in Figure 1. The Special Policy Area includes properties fronting onto Crescent Street between Lake and Haggart Streets, as well as some properties fronting onto Lake, Romaine, Lock and Haggart Streets. The effect of this boundary is that some blocks are cut in two. Given the importance of contemplating the impact of a new planning policy framework on abutting properties, the geographical scope of the study has been expanded to include full blocks by extending the boundaries to George and Ware Streets.

City Context

The study area is located at the southern part of Peterborough's Central Area along the western and southern edge of Little Lake. To the east of the area lies Little Lake Cemetery; to the south, residential streets and a former rail corridor separate the area from Lansdowne Street and its mix of commercial and residential uses; the western edge of the area is George Street which also features a mix of commercial and residential uses; to the north is the Art Gallery of Peterborough and Del Cray Park.



Figure 1: Special Policy Area and Study Area Expansion

Land Uses and Built Form

The expanded study area is predominantly residential with a mix of housing styles from various periods. Built form is mostly single detached houses of two to two-and-a-half storeys, although there are single and one-and-a-half storey houses on Ware, Romaine and George Streets. Two three-storey rental residential buildings are located at the corner of Crescent and Lake Streets. A commercial building with surface parking houses Kawartha Mirror and Glass at the corner of George and Romaine Streets. On Haggart Street, there are two buildings related to Little Lake Cemetery, one a former office and another which currently serves as a storage building and machine yard. In the area surrounding the study area, there is a mix of single detached dwellings interspersed with the several high rise and low rise apartment buildings, commercial uses and community-oriented buildings such as churches and a school. Just to the north of the study area, a six-storey condominium stretches from Crescent to George Streets along the northern side of Lake Street.

There is a relatively consistent pattern of lots and front yard setbacks with several exceptions: 87 Lock Street and 123 Crescent Street, which are some of the older houses in the area, are set well back from the street on large lots with significant mature trees. The relative consistency of lot widths and building setbacks create a pattern which defines views onto the area from the lake, particularly along Crescent Street.

Most houses have parking on individual driveways to the front or the side of the house, sometimes with enclosed garages. There is one rear laneway accessed from George Street into the centre of the block defined by George, Lake, Crescent and Romaine Streets.



Six-storey condominium and the Art Gallery of Peterborough to the north of the study area.



Southern shore of Little Lake.



Houses along Crescent Street, west of Lock Street.

Streets, Sidewalks and other Public Spaces

All streets in the area are two-way, with a 20.0-m right-of-way along George Street. Sidewalks are present on: one side of the street on Crescent, Lake, Haggart and Romaine Streets; both sides of the street on George, Ware and Lock Streets; and neither side of the street on Winch Street. Buffering between the sidewalk and the road is inconsistent, ranging from a curb along parts of Crescent Street to a wide strip of lawn along Ware Street.

Along Crescent Street, the sidewalk is on the landward side of the street. The space in between the street and the lake has some informal pedestrian paths, parking spaces perpendicular to the street, several public art features, trees and is otherwise covered in lawn. A T-shaped wharf provides boating access near the intersection of Lock and Crescent Streets.



Informal path along Crescent Street.



Public art and the T-wharf on the south shore of Little Lake.



Ware Street.

Vegetation

In addition to the public green spaces described above, many properties along the street feature vegetation, particularly mature trees, either at the front or back of buildings. These trees contribute greatly to views to the study area from elsewhere along the lakeshore and to the creation of a hospitable and attractive pedestrian environment.

Cultural Heritage Assessment

Due to the age of some of the homes in the Special Policy Area, the City of Peterborough retained a heritage architect to prepare a Cultural Heritage Assessment (ERA Architects, February 26, 2014). The assessment found that the area features a typical collection of Peterborough housing styles, most dating from the late 1800s to mid-1900s. There are several unique buildings present, including: the Ware/Winch House at 123 Crescent Street, likely the oldest building in the area but altered on several occasions; the Art Gallery of Peterborough, a Georgian Revival house with a modernist addition; the Letellier Apartments, two 3-storey apartment buildings; and the Laplante House at 87 Lock Street.

No properties in the study are currently listed on the City of Peterborough's heritage register of properties designated under Part IV of the *Ontario Heritage Act*. The assessment suggests that there is not a strong case to designate individual buildings or the area as a whole as a Heritage Conservation District. The buildings are typical of Peterborough housing types from the eras in which they were built. The designs are generally not exceptional, and there are better and more intact examples of these styles elsewhere in the city. Cultural heritage aspects, such the concentration of Peterborough's French Canadian population in the area in the 1850s to 1870s, have not left a built legacy that is distinct from other parts of Peterborough. The assessment concludes that the features that make the area interesting are the relationship of the houses to the water, the public accessibility of the lakeshore and the consistent street-wall the houses create that frames views to the southern shore of the lake.



Ware/Winch House at 123 Crescent Street.



Gabled front of house at 173 Crescent Street.



Laplante House at 87 Lock Street

4.0 Policy Context

The planning framework to be developed for the study area is required to reflect and be consistent with plans and policies set at the provincial level and those the City of Peterborough has established through its Official Plan. An important part of the planning analysis included in this report is to determine the implications of these broader policies for this particular area. Below is a description of the pertinent broader policies, as well as a summary of the Official Plan policies currently covering the study area and the in-force zoning.

Provincial Policy Statement (PPS 2014)

The PPS 2014 establishes the policy foundation for regulating the development and use of land in Ontario. The PPS acknowledges that Ontario's long-term prosperity, environmental health and social well-being is conditional on the ability to wisely manage change and promote efficient land use and development patterns. The Planning Act states that decisions affecting development matters "shall be consistent with" the PPS.

Section 1.0, Building Strong Healthy Communities, outlines the policies which will shape growth in Ontario. The emphasis of these policies is clearly the promotion of intensification and redevelopment as the preferable means to manage growth. They establish that:

- Growth will be managed by accommodating appropriate development through efficient development patterns that optimize the use of land, resources and public investment in infrastructure and public service facilities;
- Growth will be focussed on settlement areas, either through intensification and redevelopment, or if necessary, by developing in designated growth areas; and
- Growth will feature densities and a mix of land uses that efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit.

In addition to this central growth management direction, the PPS 2014 includes other policies that are particularly relevant for Special Policy Area:

- Planning authorities are to promote a range of housing types and densities;
- Public streets, spaces and facilities should be planned to be safe and meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;
- Opportunities should be provided for public access to shorelines;
- A land use pattern, density and mix of uses should be promoted that minimizes the length and number of vehicle trips and supports the development of viable choices and plans for transit;
- The vitality and viability of downtowns and main streets should be maintained and, where possible, enhanced; and
- A sense of place should be encouraged by promoting well-designed built form and cultural planning, and conserving features that help define character, including built heritage resources and cultural heritage landscapes.

Places to Grow: The Growth Plan for the Greater Golden Horseshoe

Established under the Places to Grow Act (Bill 136), the objectives of the Growth Plan are to effectively manage growth and develop stronger communities in the Greater Golden Horseshoe (GGH), one of the fastest growing regions in North America. The Growth Plan aims to create conditions so that the region might experience the benefits of growth, while avoiding negative aspects. Urban sprawl is identified as a development pattern that will undermine the GGH's competitiveness in the long-term. The Planning Act requires that municipal planning decisions "shall conform" with the Provincial Growth Plan.

As an alternative to sprawl, the Plan outlines a growth management regime, with emphasis on intensification and the efficient use of infrastructure. In the context of the City of Peterborough, the key elements include:

- Directing a significant portion of new growth to the existing built-up area through intensification;
- Better use of infrastructure through compact urban form;
- Reducing dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments; and
- Planning and investing for a balance of jobs and housing in communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services.

The plan recognizes that urban growth centres, intensification corridors and major transit station areas will be the key focus for development to accommodate intensification. Downtown Peterborough has been identified as an urban growth centre; the area is smaller than the Central Area Plan identified in the Peterborough Official Plan and does not include the Special Policy Area. George Street is designated as an intensification corridor in the Peterborough Official Plan. Intensification corridors will feature a mix of residential, office, institutional and commercial development at densities that support and ensure the viability of existing and planned transit service levels. These focal points for intensification will generally achieve higher densities than surrounding areas while creating an appropriate transition of built form. They will be characterized by high quality public open spaces with site design and urban design standards that create attractive and vibrant places.

City of Peterborough Official Plan *(December 31, 2009 consolidation)*

The approach taken to growth management in the Official Plan is consistent with the provincial policies outlined above. A significant portion of future growth (a minimum of 40%) will be absorbed through infill or intensification to optimize the use of land and infrastructure and foster a mix of uses. Intensification will occur where infrastructure exists or can readily be improved and where additional development can

compatibly be integrated with existing built form, land use patterns, natural heritage features and natural hazards (2.4.4.1). Higher levels of intensification will be encouraged in the Urban Growth Centre within the Central Area, Intensification Corridors (George Street is shown to be an intensification corridor on Schedule A-1 of the Official Plan) and Major Transit Station Areas (2.4.4.1 and 2.4.2.b). New development in existing built up areas is to have compact urban form and an appropriate mix of uses and densities that allow for the efficient use of land, infrastructures and public services facilities (2.4.2.c).

Policy 2.1.4 notes that maximum effort should be made to preserve, protect and enhance both the natural and the urbanized landscape by providing careful attention to integration of development with natural features in the urban environment. An assessment shall be made of the visual impact of each proposed development in relation to existing structures, land uses, street scape, natural areas and features.

The Special Policy Area shown on Schedule "J" is designated Commercial on Schedule "A" and located in the Central Area. The Central Area is the historic heart of the community and accommodates the largest and most diverse concentration of central place functions, including retail, office, service, entertainment and other commercial uses, as well as governmental, institutional, residential and community activities. Official Plan policies promote the development, redevelopment and rehabilitation of the Central Area for a mix of uses (2.3.2.g). The amount and intensity of residential uses in and around the Central Area is to be increased by supporting appropriate multi-unit residential or mixed use development and redevelopment (2.3.2.h).

The Central Area is broken into sub-areas, each with special policies pertaining to them. Current policies for the Special Policy Area shown on Schedule "J" recognize the potential of properties within the area to support a growing tourism industry through the establishment of bed and breakfast/inn accommodation, cafes/tea rooms, and boutique retail establishments. A detailed planning analysis is

to be conducted before zoning by-laws are amended to implement these policies.

The Central Area Master Plan – included in the Official Plan as a Secondary Plan – provides further policy detail on the evolution of the area. It aims to stabilize and strengthen the central place functions of the downtown. New residential development, particularly in a higher density of mixed-use forms, will add vitality to the Central Area and expand the local market for retail growth (10.5.3.c).

City of Peterborough Comprehensive Zoning By-Law 97-123

The zoning in-force in the study area is shown on Figure 2. The majority of the area is zoned R.1 and R.2, residential districts within which the only permitted use is a dwelling. Essentially these are zones for low density housing of two storeys, with

a maximum of 2 units on a lot. A lot at the corner of Lake and Crescent Streets is zoned R.3 which allows for slightly higher densities: dwellings of up to 8 units per lot or boarding houses. Properties on Haggart Street are zoned Open Space District 3 (OS.3), which include among the permitted uses, a cemetery. There are two properties covered by Special District zones, SP.222 that permits a home for children as defined under the Children Residential Services Act and SP.237 which permits a broader range of retail, commercial and residential uses with a maximum height of 3 storeys.

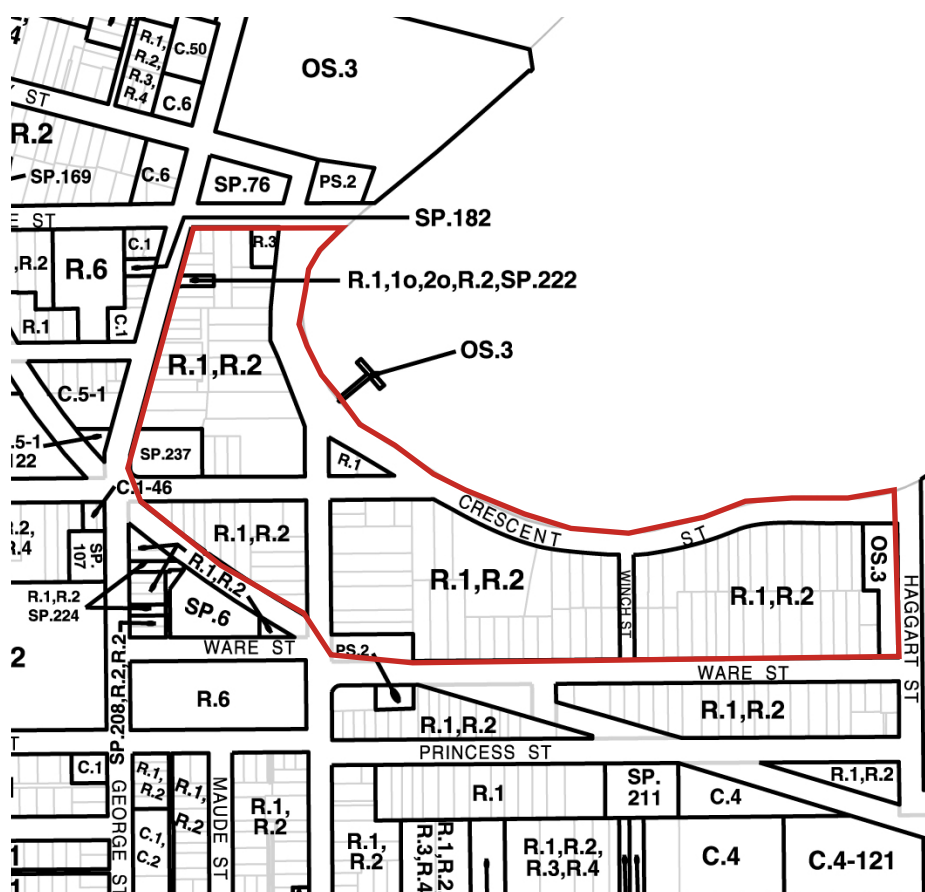


Figure 2: Zoning Map

5.0 Recommendations

This section makes recommendations on the future direction of the Special Policy Area from a land use and urban design perspective. These recommendations work from the general to the specific:

- A vision establishes an overall direction for the long-term evolution of the area.
- A set of principles provides further general guidance on the direction of change.
- A summary of sub-areas describes how land use elements and urban design standards will combine to realize the vision and principles for the study area.
- A more detailed description of land use elements and urban design standards provides further direction on specific features.

The City of Peterborough will consider these recommendations when updating the planning policy framework for the area. The planning policy framework will serve to guide both public and private sector activities in the Special Policy Area. It will link to other City initiatives to improve public spaces, such as the extension of the Otonabee River Trail and the consideration of the circulation of pedestrian, cyclist and vehicular traffic. Perhaps more significantly in terms of the built form of the area, the planning policy framework will determine the scope and character of what can occur on privately owned land.

Change to the built environment occurs slowly and incrementally over time. Regardless of alterations made to the planning policy framework, many private property owners may choose not to change their properties. However, when change does occur, the planning policy framework will be in place and establish the parameters for that change.

5.1 Vision and Principles

Participants engaged through consultation events and other stakeholders had very different ideas about the preferred direction of change for the Special Policy Area, ranging from “no change” to high-rise and mid-rise built form ringing the southern edge of the lake (there was little support expressed for the tourism-related uses envisioned in the current

Official Plan policies). The vision and principles presented below were crafted to strike a middle ground which allows for some change in line with the broader direction of provincial and City policies, while preserving some of the features of the area that people care about most.

VISION

The Special Policy Area is a part of the Central Area. It features moderate intensification scaled to its context that brings more residents and businesses to the centre of the city. It frames views and vistas of Little Lake that, through high quality architecture and landscaping, project a strong positive image of Peterborough. It is an important public place which serves as a location of scenic natural beauty, a community meeting place for recreation and community events and an amenity for pedestrians and cyclists.

PRINCIPLES

1. Ensure a publically accessible waterfront

Little Lake itself and its surrounding shore are an important public amenity for all Peterboroughians in terms of views and recreational activities. Any changes should preserve and enhance public access to the lake and its shore.

2. Enhance public spaces through landscaping and amenities

As an important public space, the waterfront should be landscaped to add to its attractiveness and utility. The extension of the Otonabee River Trail through the study area is a good example of increasing the quality of landscaping and improving utility for pedestrians and cyclists while preserving the environmental integrity of the waterfront.

3. Use public art to celebrate the area's identity

Public art can be an engaging way of adding to the character and uniqueness of public spaces. Public art should be used to celebrate the area's present and past roles as a Peterborough neighbourhood and public space.

4. **Preserve the role of the waterfront in community life** The waterfront is a community meeting point both in terms of day-to-day recreation and major community events such as the Dragon Boat Festival, Peterborough Musicfest and Victoria and Canada Day celebrations. Any changes that occur to the area should ensure that the role the waterfront plays in community life is protected.
5. **Preserve existing mature trees where possible** Large mature trees, many of which are on private property, give the study area its green and scenic character and contribute to the attractiveness of the view to the study area from other points along the lake. These trees should be preserved as important neighbourhood features.
6. **Add additional trees and greenery while preserving views** In addition to preserving existing vegetation, new development and improvements to public spaces should add vegetation to increase the attractiveness of the area. Landscaping of the public waterfront should be done in a manner which is conscious of preserving existing views from private properties along the lake. All private development should add to the tree canopy and use vegetation to soften the visual impact of new frontages.
7. **Ensure new development fits within its context in terms of design and transitions** New built form will be massed and designed to integrate well with existing built form. Transitions in heights will allow a gradual movement from mid-rise to low-rise built form and between new and existing buildings. New buildings will be compatible with existing patterns and textures that presently characterize the area. New development will exhibit high aesthetic qualities and be sensitive to abutting uses.
8. **Ensure the architectural compatibility of new development with the existing character of the area** New buildings will be compatible with existing built form. Compatibility does not require new buildings to replicate existing styles. However, continuity can be created between old and new by referencing existing styles through architectural features and materials. For example, the choice of brick might reflect the existing palate present on the street; or the design of gables or windows might demonstrate an evolution of these features to a modern context in a way that softens contrasts between old and new buildings.
9. **Respect the area as an important view/vista** Little Lake is an iconic Peterborough vista and the frontage of Crescent Street frames many of these views. As such, the frontage of Crescent Street should display the highest quality design and materials and project a strong positive image of Peterborough.
10. **Control and calm traffic along Crescent Street** Crescent Street is a local street and, while important for accessing the southern shore of Little Lake, it should not be used as a thoroughfare through the area. Traffic control and traffic calming should be used to limit the volume and speed of traffic along Crescent Street.
11. **Improve amenities for pedestrians and cyclists and link to broader walking and cycling networks** Pedestrian and cycling infrastructure can work to improve the accessibility and use of the Little Lake waterfront, one of Peterborough's key assets and recreational amenities. Connecting the walking and cycling network through the area promotes active forms of recreation and movement and reinforces the place of Little Lake at the heart of the Peterborough community.
12. **Promote accessibility for those with disabilities and limited mobility** The amenities of waterfront should be available for all to enjoy. Paths and amenities should be designed to ensure accessibility for those with disabilities and limited mobility.

5.2 Sub-areas Descriptions

The vision and principles detailed above provide a general direction for the evolution of the Special Policy Area as a whole. This section goes into further detail by providing a more complete overview of how they apply to sub-areas of the Special Policy Area. These descriptions outline the potential of the sub-area if redeveloped at the maximum recommended intensity. As discussed above, movement toward this vision of the area will be an incremental process realized only in the long term.

It is recommended that the planning framework divide the Special Policy Area into two sub-areas, which are primarily distinguished from each other by the intensity of permitted built form (see Figure 3):

Sub-area 1 – The block defined by Crescent, Romaine, George and Lake Streets.

Sub-area 2 – The blocks defined by Crescent, Haggart, Ware, and Lock Streets, plus the half block defined by Lock Street, the former rail corridor and Romaine Street.



Figure 3: Sub-areas

Sub-area 1

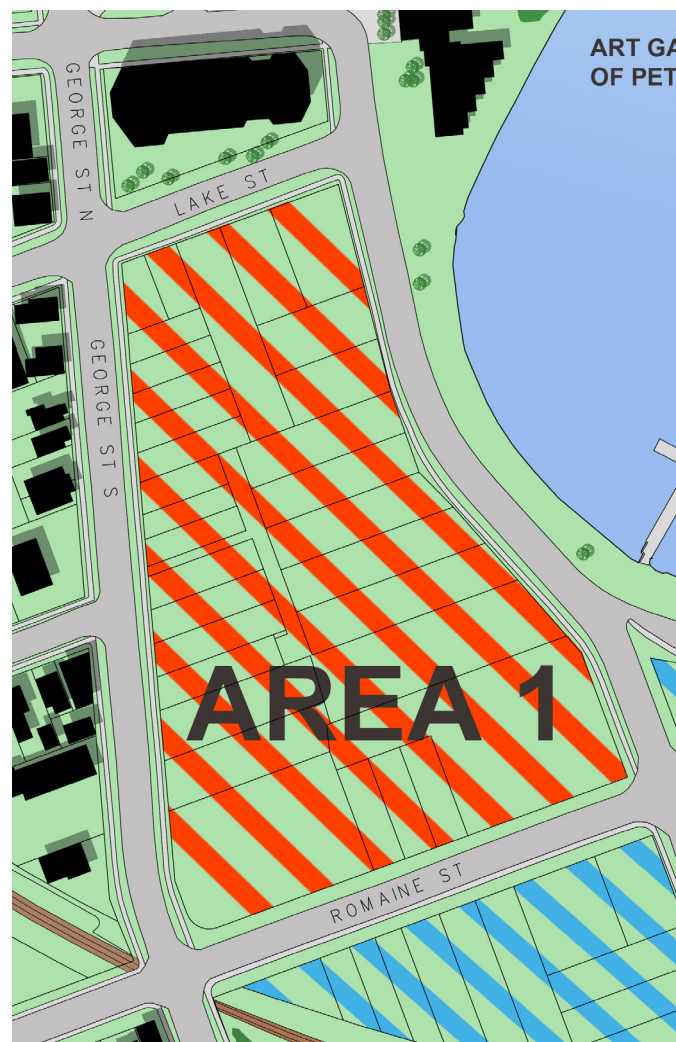
Sub-area 1 is defined by mid-rise built form which transitions in height from a maximum of 6 storeys along George and Lake Streets to 3 storeys at the corner of Lock and Romaine Streets. This stepping down of heights is an appropriate transition from George Street, designated as an intensification corridor in the Official Plan, to low-rise built form to the southeast.

In terms of land uses, George Street, shown as a Business District on Schedule “J” of the Official Plan, has the greatest mix, including retail/commercial on the ground floor and residential or office above. The mix of uses, built form and urban design of this part of George Street contribute to the creation of a quality commercial corridor that serves as a gateway to the downtown. Ground floor retail/commercial uses continue onto Lake Street and part way down Crescent Street with residential above. Ground floor uses relate directly to the street and animate and enliven pedestrian spaces. For the remainder of the Crescent and Romaine Street frontages, only residential uses are permitted.

In addition to transitions in height, building massing is important in ensuring that buildings relate appropriately to the street and to each other. Consistent setbacks of buildings from the street and stepbacks of the buildings’ massing ensure that streets are appropriately framed and animated, and that pedestrian conditions are comfortable. Side yard setbacks and stepbacks provide a transition between buildings. Design features, building articulation and high quality materials combine with the massing to ensure new built form exhibits high aesthetic qualities, is sensitive to abutting uses and is compatible with existing built form patterns.

Vehicular traffic is not encouraged on Crescent Street. Parking and loading are accessed through a rear public laneway system with entrance/egress points on Romaine, George and Lake Streets. No driveways are permitted on Crescent Street. Side yard setbacks are encouraged to serve as privately-owned publically accessible landscaped pedestrian connections between buildings, which

in combination with the public rear laneway system creates a network which improves the permeability of the block. Existing mature trees are preserved whenever possible and all front setbacks feature landscaping with trees and other vegetation, as does the interior of the block.



Sub-area 1

Sub-area 2

Sub-area 2 is defined predominantly by low-rise built form (3 storeys) and residential uses. Low-rise apartments and town houses exist at a scale that is compatible with existing detached houses. Mid-rise built form is permitted at the corner of Haggart and Crescent Streets as a counter pole to the mid-rise buildings in Sub-area 1. Building massing and side setbacks provide appropriate transitions to abutting properties. Maximum frontages, design features, building articulation and high quality materials create a visually varied frontage which consistently frames the street, breaks up the horizontal perception of the length of facades and references existing built form patterns. New development contributes to the attractiveness of views of the area from along the lakeshore.

Vehicular traffic is not encouraged along Crescent Street and the number of driveways on Crescent Street is minimized. No garages front the street on Crescent, Ware, Haggart or Lock Streets. Parking and loading are accessed from a public rear laneway system accessed from Ware and Romaine Streets. The public laneway system combines with privately owned publically-accessible spaces to create a series of landscaped pedestrian paths through the

block. Existing mature trees are preserved whenever possible and new trees and vegetation are added to frontages and privately owned publically-accessible spaces.



Sub-area 2

5.3 Land Use Elements

Recommended land use elements address land uses and heights. They provide the broad structure for the evolution of the study area; urban design standards (detailed in the following sub-section) then provide a finer scale of detail in the recommended characteristics of built form and the relationship of public and private realms.

Land Uses

Figure 4 shows recommended land uses. The area is predominantly residential, in keeping with current land uses. The exceptions to this predominant land use are:

- Along George Street where a mix of office, residential and commercial-at-grade uses are permitted. As an intensification corridor and business district, George Street serves as a commercial anchor for the southern end of the Central Area. Grade-related uses, like retail and commercial services that animate this section of the street, will be promoted. Residential or office uses are appropriate for upper storeys.
- Along Lake Street and the northern portion of Lake Street where, in addition to residential uses, there is potential for commercial-at-grade uses which animate the street and link to activities at Del Cray Park and the Art Gallery of Peterborough.

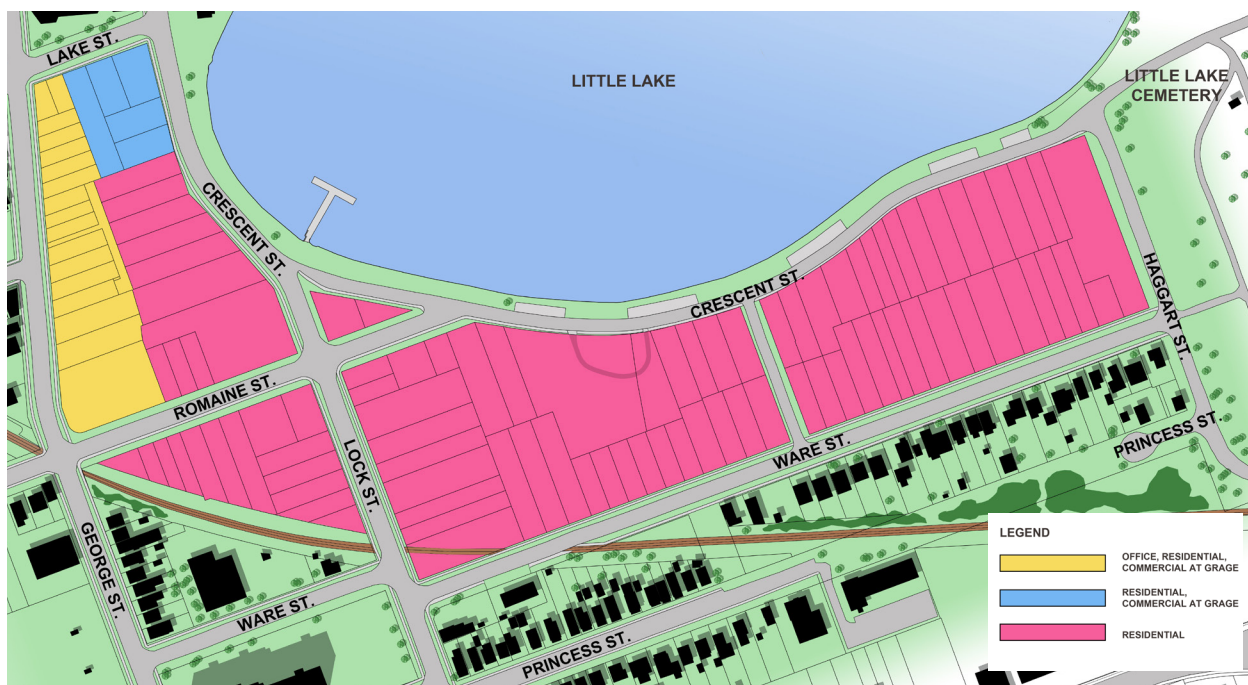


Figure 4. Recommended Land Uses

Heights

Figure 5 shows recommended heights. Mid-rise buildings of 6 storeys are appropriate for the mixed use areas along George, Lake and Crescent Streets. Buildings of 4 storeys provide an area of transition from these buildings to the lower scale (3 storeys) of the majority of the study area. At the corner of Crescent and Haggart Streets is another area of 4 storeys heights that serves as a “book-end” to the heights of the opposite end of the study area.



Figure 5. Recommended Heights

5.4 Urban Design Standards

The purpose of the urban design standards is to serve as a framework within which architectural and landscape design excellence can coexist and thrive in the existing context. The overall objective is to maintain the distinct character of the neighbourhood by recommending that new development integrate as seamlessly as possible.

These urban design standards stress performance-based objectives regarding architecture and design, promoting a diversity of expression that is context-based and contributes to a coherent built environment. As such, the standards make references to local and international precedents in order to communicate desired objectives for the area.

These design standards emphasize certain urban norms to ensure the design coherence and integrity of new developments with the existing context at Little Lake. They deal with the massing of buildings, the relationship of higher and lower elements, and the framing of street frontages relating to the distinct character of the different parts of the study area.

These standards will become the guide for the realization of a variety of built-form and architectural expression that encourage responsible growth, guided by the following principles:

- All new development on the site should be sympathetic to the character and scale of the surrounding neighbourhood.
- The relationship between blocks should ensure that buildings and open spaces are compatible.
- The relationship between buildings within a block should offer maximum desirable flexibility while ensuring coherence.

The architecture from new developments within the Little Lake study area offers the opportunity to create buildings and public spaces that are of the 21st century and yet be compatible with surrounding buildings from the past.

BUILDING SETBACKS

Building setbacks from the property lines are designed to accommodate a variety of functions. A range of building setbacks from the front property line along different streets will be designed to create an assortment of spatial relationships and proportions between the facing buildings and the public spaces in between.

Front Setbacks

Along George Street the setback shall be 0.0 m in order to reinforce the street wall condition of the commercial street.

On Crescent Street the setbacks shall be 6.0 m to allow for a row of street tree planting and a visual expansion of the public realm. It is expected that buildings would generally be built to the setback lines along the streets in order to create a consistent and clearly identifiable public realm and pedestrian zone along the blocks.

Along Ware Street the setbacks should be 5.5 m to align with the existing pattern and create unity between the north and south sides of the street.

Along other residential streets setbacks shall be 3.0 m to allow for residential units along the ground floor to have a front yard; however, front porches, steps and other front yard landscape treatments, will be encouraged in the setback zones.



Reinforcing the street wall condition along a main street.

In some cases, the setback will vary to accommodate existing mature trees, or other special conditions that will create a neighbourhood with a diversity of conditions.

Side Yard Setbacks

On the block constrained between Crescent, George, Lake and Romaine Streets, side yard setbacks shall be 5.5 m. On the rest of the blocks, side yard setbacks shall be 3.0 m.

All setbacks shall be publicly accessible and provide access to the system of interconnected inner-block sidewalks, paths and green spaces as described in the Courtyards and Public/Private Open Spaces section on this document.

Driveways may be built on the side yard setbacks as described on the Driveway access and Parking section on this document.

It is expected that buildings would generally be built to the side yard setback line except if driveways or other special conditions require more distance.



Cafes and park-like amenities could occur on the setbacks at the corner of Lake and Crescent Streets.

Rear Setbacks

On the block constrained between Crescent, George, Lake and Romaine Streets, rear yard setbacks shall be 11.0 m. On the rest of the blocks, rear yard setbacks shall be 7.5 m.

Buildings do not have to be built to the rear yard setback line.



Figure 6. Recommended front setbacks.

BUILDING TYPOLOGIES, HEIGHTS AND STEP-BACKS

In urban design terms, buildings are considered an integral part of the public realm for their role in containing and defining open space, framing and terminating views, reinforcing the character of specific places within neighbourhoods, and supporting activities in the public realm.

While the urban design standards provide a consistency of vision and approach to the development of the neighbourhood over time, it actively envisions a diversity of built form and architecture to create a lively urban streetscape and sense of variety that upholds the highest levels of architectural quality and urban design.

The built form at Little Lake should be generally designed to create a mid-rise environment on George and Lake Streets and along Crescent Street - between Lake and Romaine Streets - that transitions to a low-rise residential environment on the rest of the blocks.

Each building's typology and height will vary depending on the character and location of the street where they are located.

The criteria of street-wall heights and step-backs described below are general standards and should offer the flexibility to incorporate particular exceptions based on specific site conditions.

Mid-rise Buildings

Height

Along George Street and at the corner of Lake Street and Crescent Street buildings should have a height of 6 storeys with a minimum step-back of 3.0 m starting at the fifth floor. Heights of 4.5 m between the ground floor and the second floor are recommended to allow for the proper functioning of commercial uses.

At mid-block along Crescent Street, between Lake Street and Romaine Street, and at the corner of Crescent Street and Haggart Street, buildings should have a height of 4 storeys.



Height transition from mid-rise to low-rise building.



Example of mid-rise four storey walk-up apartment building.

Front Façade Angular Plane

Angular planes are tools designed to increase the amount of natural sunlight on the public realm and lessen the impact of the building's façade at street level. They should be applied along the front of all mid-rise developments.

The angular plane will be taken from the top of the curb from the opposite side of the street's R.O.W. All subsequent storeys must fit within a 45-degree angular plane from this point.

On corner sites, the front angular plane and heights that apply to the main street frontage will also apply to the secondary street frontage.

Step-backs

Step-backs are designed to lessen the impact of the building's façade on the public realm and should occur along the front and rear of mid-rise developments.

Step backs are also recommended along side yard setbacks where a transition of heights occurs so that the impact of these taller buildings is lessened on adjacent lower-rise buildings.

It is recommended that all step-backs should have a minimum horizontal distance of 3.0 m from the face of the façade below.

Low-rise Buildings

Low-rise buildings consist of a range of housing types: townhouses, stacked townhouses, back-to-back townhouses, triplexes, fourplexes and low-rise apartment buildings.

Along residential streets, buildings should have a height of 3 storeys with no step-back.



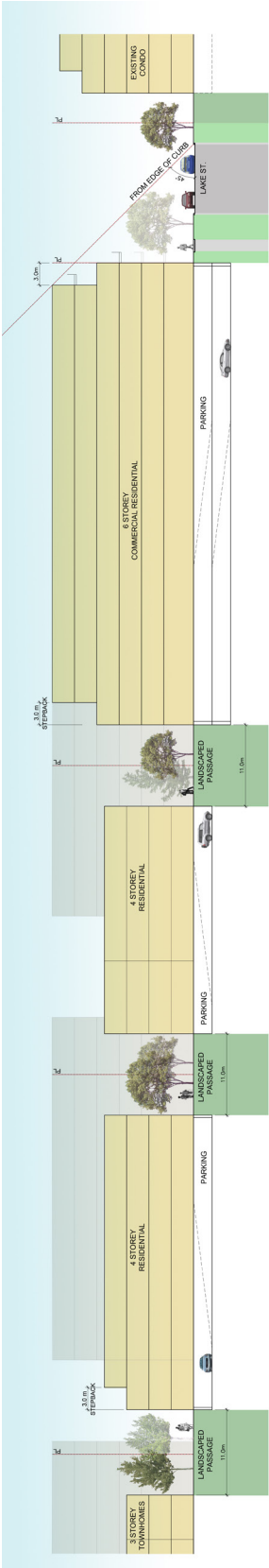
Mid- to low-rise residential typologies can generate a diverse and animated waterfront along Crescent Street.



Low-rise row houses.



Section from Crescent Street to George Streets showing angular plane, setbacks and set-backs.



Section demonstrating gradual height transition parallel to Crescent Street, from Lake to Romaine Streets.

HEIGHT TRANSITIONS

The relationship of height between proposed and existing buildings is a fundamental condition required to maintain the distinct character of the existing neighbourhood and minimize the impact that taller buildings might have on lower-rise structures. The height restrictions, setbacks and step-backs covered on this document are intended to minimize the impact from adjacencies between different typologies and uses within the study site.

CORNERS AND PROMINENT SITES

The buildings along Crescent Street play a critical urban design role in containing the open space along Little Lake's waterfront. They form an ensemble of buildings that are on visually prominent sites, and will be seen collectively along the waterfront's edge. They should have a high-level of design quality, with careful consideration of their relationship to the public realm and the adjacent residential buildings within the neighbourhood.

There are two prominent locations for buildings within the study area. The corner buildings at the intersection of Crescent Street and Lake Street, and the corner of Crescent Street and Haggart Street will serve as 'book ends' or focal points for people travelling through the neighbourhood. They should achieve a high quality of design, and realise the role of neighbourhood landmarks through site placement, form, proportion and use of materials while maintaining the character of the neighbourhood.



Corner condition of a mid-rise building.

DIVERSITY IN DESIGN

Building Front Diversity

Buildings with long frontages should reflect an image of variety and diversity through the animated treatment of their façades; use of different materials; colouring and texture; different articulation of building faces; proportion and modulation of built-form; and variety in the design of similar elements between adjoining buildings e.g. windows, porches and roofs. Where possible, there should be variation in the treatment of adjoining units.

Blank Side/End Walls

Blank wall façades should be avoided.

Front façades should be animated and diverse as described above.

Façades along side yard setbacks should be as animated as possible but designed to keep the amount of openings to a minimum in order to avoid overlook and preserve neighbouring privacy. Large openings or projections such as balconies, terraces and bay windows should be avoided along side yard setbacks.

Façades along rear yard setbacks should be as animated as possible but designed to minimize overlook and preserve neighbouring privacy.

Where possible, there should be variation in the treatment of adjoining units.

Variety of forms and materials is encouraged.



Where possible, there should be variation in the treatment of adjoining units.

BALCONIES, TERRACES AND BAY WINDOWS

Balconies, terraces and bay windows should be designed to be integral with the building façade, and form part of the articulation of the façade, rather than ‘add-ons’.

They should be designed and articulated differently to express the varying architectural conditions and scales of street-wall buildings on main streets, of mid-rise buildings, and of low-rise residential buildings on local streets.

Balconies, terraces and bay windows along rear façades should be designed to minimize overlook and preserve neighbouring privacy.



Balconies, terraces and bay windows should be articulated differently but designed to be integral with each building's facade.

GROUND FLOORS

Ground floors of buildings should be designed with building entrances, lobbies and amenity areas facing the front with a publicly accessible front yard. Alternatively, they could have the lower floors of residential units opening out to a garden in the front yard. In either case, the building's uses and façades on the ground floor, and the front yard treatment, should be friendly and welcoming.

Buildings with residential uses on the ground floor facing the street should be designed to maximise the number of front doors leading to gardens in the front yard setback area. This will provide opportunities for animation and interaction between the residents in each block. In addition, these buildings should be located at the front setback line and not further back from the street.

On special areas where commercial uses are allowed, the ground floor should be kept at the same level as the sidewalk zone outside. A high floor to floor height dimension of at least 4.5 m is encouraged. The façades should have a high level of transparency and interest, with as many entrances as possible along the frontage.

Buildings should also consider visual interest, pedestrian amenity and weather protection through canopies and other similar treatments. The treatment of the ground floor should reflect the public nature of the uses within, and should be differentiated from the residential floors above, through use of materials, textures and proportions, and could be further reinforced with an expression line.



Ground floor amenities at low-rise building entrances promote activity and interaction.

FRONT PORCHES AND CANOPIES

Canopies enhance the pedestrian scale and quality of the public realm. Where retail is allowed, canopies are encouraged along building fronts so that retail-related activities could occur under the canopies and extend out towards the public realm.

Residential units could have well designed and generous front porches at the ground floor leading out to the front yard that encourage residents to be outside, allowing for eyes on the street. These porches should be located in the front setback zone to increase interaction between the residents and the street.



Canopies provide protection from the elements and scale the building down to a pedestrian level.

VISTAS AND A PUBLICLY ACCESSIBLE WATERFRONT

There are plans to enhance the public realm and amenities along the water's edge which is used and enjoyed by thousands of people every year. As such, all new development that occurs within the study area should maintain and enhance the quality and character of Little Lake's public waterfront.

In order to maintain the existing character of the street wall along the water's edge, the design of the buildings' façades and frontages as described in the Diversity in Design section of this document is strongly encouraged.

Generous setbacks along Crescent Street and between buildings should enhance the public realm and better integrate the buildings with the green/natural character of the public realm as described on the Building Setbacks section of this document.

To increase the visual and physical linkages between the inner-blocks and the water's edge, a system of interconnected internal sidewalks, paths and green spaces should provide connections and vistas to the publicly accessible waterfront as described on the Courtyards and Public/Private Open Spaces section of this document.

COURTYARDS AND PUBLIC/ PRIVATE OPEN SPACES

When block sizes allow for courtyards and open spaces, these should be designed to be attractive and welcoming outdoor places for public use. These spaces should allow for public thru-block passage and as such should have internal foot paths and sidewalks that provide direct connections to adjacent streets. Fencing dividing and disconnecting neighbouring properties should be avoided.

Public thru-block passages will be secured through site-plan control and the creation of easements.

In courtyard situations, the buildings should contain residential units on the ground floor with gardens as the transition space between the building and the courtyard. Alternatively, building amenity areas could be located on the ground floor with access to the open space of the courtyards.

All courtyards and open spaces described above should include extensive tree planting and landscaping to provide privacy between facing buildings.



Low-rise row houses.

ACCESS, ENTRANCES, DRIVEWAYS, SERVICE BAYS AND PARKING

Pedestrian Entrances

Pedestrian entrances to commercial units, residential buildings and single-unit row houses should be located along main street frontages to increase animation along the length of the block.

Driveways

Driveway entrances to parking areas, service and loading bays should be located away from main streets in order to maintain the street focus on pedestrians. Special attention should be paid to avoid driveways along Crescent Street.

At least one sidewalk or walkway should be provided along each driveway in order to create an inviting and safe pedestrian environment into the inner blocks and courtyards of buildings.

In order to give the interior of the blocks a distinct, pedestrian friendly, park-like character, areas along and around driveways and parking/loading entrances should be landscaped.

Driveways should be paved with permeable surfaces such as modular pavers, eco-pavers or granular surfaces. Non-permeable finishes such as concrete slabs or asphalt should be avoided.

Parking

If economically feasible, parking for commercial and apartment buildings should be placed underground. The location of parking ramp accesses should be at the rear of buildings and be screened so that they minimize their impact on the interior of the block. If possible, ramps should be located within the footprint of the buildings.

Parking for residential row-houses should be underground or at individual on-grade garages located at the rear of the row-houses or at group parking garage areas at the interior of the blocks.

Service Bays

The location of service and loading bays should be at the rear of buildings and be screened or landscaped so that they minimize their impact on the interior of the block.



The location of parking should be at the rear of the property.

A NETWORK OF OPEN SPACES

Inner block and front yard greenway connections should support and enhance the clearly-defined open spaces along Little Lake's waterfront and provide pedestrian friendly waterfront linkages from inner blocks and adjacent streets.

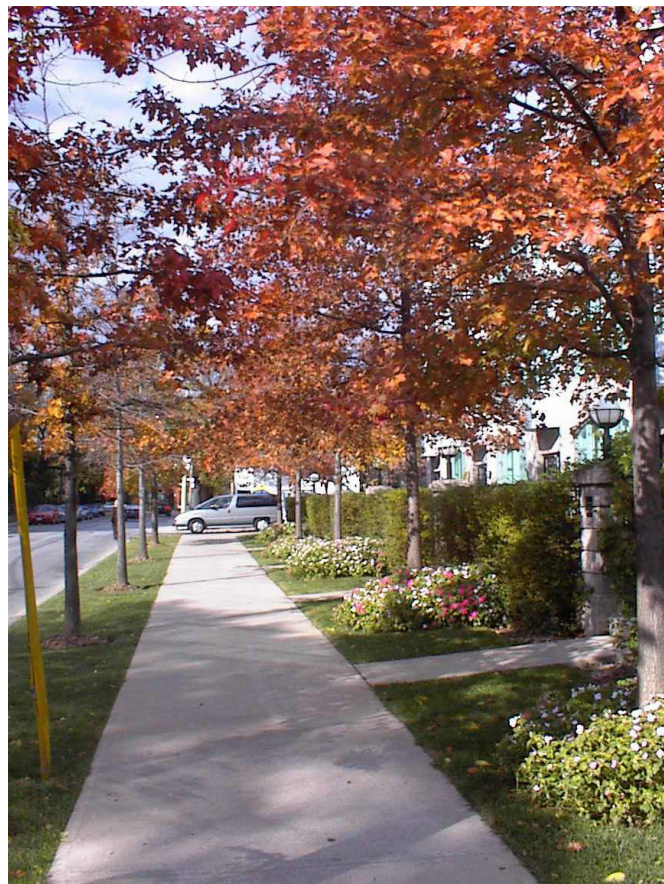
Privately owned building frontages, internal open spaces and courtyards should be considered to form part of the public realm and should be designed to maintain the green landscape character of the area and contribute to the overall quality of the streetscape.

In order to achieve this intent, most of the open spaces and landscaped areas should be soft surfaced landscaped areas with minimal impervious paving.

All new development proposals should require an arborist tree preservation report identifying existing significant trees to be preserved and integrated into the landscaped area of development blocks.

In keeping with maintenance and sustainability principles, the use of low maintenance, drought tolerant and native vegetation is encouraged in all private landscaped areas with a variety of trees, shrubs and groundcover for year-round interest.

Landscaping should consider the integration of driveways, parking garage entrances, loading and service areas into the overall design as well as minimizing visual and noise impacts to neighbouring residential units.



Open, landscaped front yards enhance and visually expand the public realm.



Publicly accessible courtyards will promote activity, connectivity between blocks and the public realm.

SIDEWALKS, STREETSCAPE ENHANCEMENT AND AMENITIES

Street and sidewalks should be enhanced by incorporating pedestrian lighting, street trees, decorative paving, landscaping and street furniture where applicable and as required.

Pedestrian routes should be designed without dead ends that could lead to areas of entrapment. Separating sidewalks and walkways from streets, driveways, laneways and traffic to avoid pedestrian-car conflicts is highly encouraged.

Adequate lighting should be provided according to municipal standards for sidewalks, pathways, parking and laneways to promote evening use.

GREEN ROOFS

The benefits of green roofs include the reduction of the built-form environmental footprint through increased storm water retention and the reduction in the urban heat island effect; the increase of sustainable urban areas that support local habitats; as well as the improvement of quality of life through social and ecological benefits such as recreational space and community gardens.

All new developments should include the incorporation of green roof technology on flat roof buildings.

Plant selection depends on a variety of factors, including climate, type and depth of growing medium, loading capacity, height of roof, maintenance expectations, and the presence of an irrigation system. However, the deeper the soil, the more diversity in flora and fauna can be achieved. A typical 'extensive' green roof system (minimal growing medium depth, weight, plant diversity and maintenance) will support herbaceous plant material. Areas where access for residents is to be provided may be designed as 'intensive' or 'semi-intensive' green roofs, with deeper planting pockets to support shrubs and small trees.



Street furniture plays an important role in creating a vibrant street life.



Green roofs help to reduce energy consumption by providing natural cooling in the summer months.

6.0 Implementation Options

These recommendations in Section 5 need to be incorporated into the City of Peterborough's planning policy framework so they can be implemented and enforced. Below is a general discussion of implementation tools.

OFFICIAL PLAN AMENDMENT

The study's recommendations need to be incorporated in the City of Peterborough's Official Plan. Policy 4.3.2.2.9 needs to be replaced to reflect the recommendations. The direction of the current policy, suggesting tourism-related uses, has not been incorporated into the new policy direction due to a lack of interest by the public and stakeholders. Therefore, an entirely new policy is required. An additional amendment would be to expand the boundary of the Special Policy Area on Schedule "J" to include the northern side of Ware Street and the eastern side of George Street.

The recommendations could also be used as the basis for creating a secondary plan for the area. This would enshrine a further layer of the recommendations' detail in Official Plan policy. Alternatively, City Council could adopt the recommendations in Section 5 as guidance in the interpretation of Official Plan policies. This approach does not give the recommendations as a great force as if they were Official Plan policies themselves, but provides greater flexibility in their interpretation. The land use elements and urban design standards included in the recommendations would provide guidance in considering development applications that require zoning by-law amendments or site plan control.

URBAN DESIGN REVIEW PANEL

The southern shore of Little Lake is a significant viewscape. Although development may occur on private land, it has a public impact in terms of contributing to the viewscape, shaping the identity of the area and framing the public realm. As such, it is imperative that development within the study area meet the highest standards of design.

Design is taken into consideration during the City's formal development application review process. However, many municipalities have elected to supplement this process through the creation of an urban design review panel. These panels are generally made up of private sector design professionals – architects, landscape architects, urban designers and engineers – who provide independent, objective advice to city staff. Their advice focuses on promoting the uniqueness of place, maintaining vitality, ensuring comfort and safety, and making sure new development is compatible with its surroundings. The same project may go to the panel a number of times: at the conceptual pre-application stage and as the design is advanced and revised.

The creation of an urban design review panel for the study area would be one way for the City to promote a high standard of design as redevelopment occurs. It may be tool that is worth considering for the broader Central Area and other high profile parts of the city. Urban design review panels also often give advice on public projects and new urban design policy.

BLOCK PLAN REQUIREMENT

Once the recommendations of this report are adopted by Council, when proponents submit development applications that involve zoning by-law amendments and site plan control, they will be required to demonstrate how their proposals satisfy the recommended land use guidance and urban design standards and how their proposal relates to existing and planned built form.

As well as promoting compatible built form, an important feature of the urban design standards is to promote a coherent system of publically accessible private space within blocks. In circumstances where a number of development applications are forthcoming within the same block, it may be useful for the City to require proponents to submit a joint block plan. The block plan would demonstrate the relationship between adjacent development proposals submitted by separate proponents, including a consistent approach to walkways, open space, building mass, heights, setbacks, parking and loading.

TREE PRESERVATION

The urban design standards included in the recommendations indicate that during redevelopment existing significant trees should be identified through an arborist's report and, whenever possible, be preserved and integrated into the landscaped area of development blocks.

There are a number of ways that mature trees might be protected in the study area:

- An arborist tree preservation report should be identified in the Official Plan as a study that the City can require as part of a complete application for applications to amend the Official Plan, to amend the Zoning By-law and applications for Plan of Subdivision, Plan of Condominium and Consent to Sever. Such a report could also be required for Site Plan Control Approval.
- Official Plan policies supporting the preservation of mature trees and the tree canopy should be adopted.
- A tree preservation by-law should be passed that establishes guidelines for the removal of mature trees on private property.

Such approaches could protect mature trees throughout the municipality. They are especially important in the context of the study area, where the trees contribute to the attractiveness of views to the south shore of the lake.

BONUSING

The Official Plan currently enables the City to authorize increases in the height and density of development than otherwise permitted in the zoning by-law in return for the provision of specific facilities, services or matters set out in the by-law. Where appropriate, bonusing should be considered in the study area to improve local public amenities.

7.0 Next Steps

The recommendations contained in this report provide the basis for a new planning policy framework for the Special Policy Area identified on Schedule “J” of the City of Peterborough Official Plan. The recommendations are based on a review of provincial plans and policies and the policies of the Official Plan, an analysis of existing conditions and consultations with the public and stakeholders. For this framework to be put in place, City Council will be required to pass an Official Plan Amendment and to endorse the recommendations of this report. City Council may also consider enabling other implementation tools such as the creation of an urban design review panel, the requirement for arborist tree preservation reports to be submitted as part of a complete development application and other tree preservation measures. Through the public process associated with the Official Plan Amendment and the deliberations of Council, the evolution of the Special Policy Area will be subject to further public deliberation and a future direction for the area will be finalized and enabled.

CRESCENT STREET NEIGHBOURHOOD

PETERBOROUGH, ONTARIO

Issued: January 31, 2014 Revised: February 26, 2014



C U L T U R A L H E R I T A G E A S S E S S M E N T

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Cover Image: Postcard titled "Government Dock and Little Lake Peterboro, Ontario, Canada"
(Source: PG- PC-X-3b, PMA)

Cultural Heritage Assessment: Crescent Street Neighbourhood

EXECUTIVE SUMMARY

The intent of this cultural heritage assessment of the Crescent Street neighbourhood is to identify what makes this neighbourhood unique and identify features of cultural heritage value.¹ It also seeks to identify historic or cultural patterns that should be taken into consideration as this area continues to evolve and change. A neighbourhood's cultural heritage resources are a valuable asset that can be utilized to enhance a neighbourhood as it evolves over time.

We understand the City may use the findings of this study to inform the Official Plan Special Policy Area Update currently being undertaken. However, the scope of this assessment does not include approaches on how to protect heritage features while allowing for compatible growth and change.

The Crescent Street Study Area is a residential district located south of the downtown along the south shore of Little Lake. It includes Del Crary Park and the Little Lake Cemetery and extends to George Street North and Ware Street.

The following significant cultural heritage themes and features were identified:

- The south shoreline of Little Lake has a unique and picturesque composition: a continuous band of publicly accessible shore; the long established Crescent Street; and an immediate street wall of vernacular housing stock from the late 1800s and early 1900s.
- Crescent Street (nee River Road) provides an historic connection to the City of Peterborough that predates the annexation of this area in 1850. Sir Sanford Fleming's 1846 plan shows a road extending from close to the base of Aylmer Street past 'Hospital Point' and continuing as 'Rd to the Locks'. The thematic connection to this area relates to changing societal attitudes on infection control which led to the establishment of a temporary 'isolation' hospital on the point in 1846 and a cemetery outside of the town boundaries in 1851.

¹ This evaluation followed the *Ontario Regulation 9/06 - Criteria for determining cultural heritage value or interest* which covers design or physical value, historical or associative value, and contextual value.

Cultural Heritage Assessment: Crescent Street Neighbourhood

- The houses on Crescent Street maintain an intimate connection to the shoreline of Little Lake. The houses exhibit a unique pattern of development, as they are oriented to face the water across the street and maintain a shallow front lot setback. Taken together, the houses display a representative collection of Peterborough housing styles,² while providing a cohesive street wall.
- The area is enriched by the well-established presence of public amenities and cultural institutions - Del Crary Park, The Peterborough Art Gallery, Little Lake, the public shoreline and Little Lake Cemetery.
- The Study Area has social value to the citizens of Peterborough that is reflected in the long-standing patterns of recreational and cultural use. Interviews with current and former residents, and the general public support a collective memory of recreation at this picturesque lake setting so close to Peterborough's downtown. Varied and fantastic stories of life on the waterfront included swimming off the T-wharf, regattas, fireworks, funeral processions, and more. There is an opportunity to explore the intangible history of the City's waterfront culture, possibly through the documentation and interpretation of the collective memory of experiences here as well as cognitive mapping with the community to better understand what makes life here unique.
- There are several prominent local citizens who reside(d) within the Study Area and contribute to its associative value. A sampling of these residents include: George 'Red' Sullivan, NHL hockey player and coach; David Foster, owner of the first Kentucky Fried Chicken restaurant in Peterborough; and Henry Winch, local businessman and alderman.
- Finally, the Study Area has historical value related to its association with Peterborough's French Canadian population. The area was home to French Canadians who had moved from Quebec and eastern Ontario to Peterborough between the 1850s and 1870s for economic opportunities. A large number of them are known to have lived here in French Town (the area bound by Townsend Street, Crescent Street, Lansdowne Street and Monaghan Road) with the most prominent families residing on Crescent Street. There is an opportunity to further investigate Peterborough's French Canadian history.

2 The housing styles do not reflect a design style unique or responsive to the waterside setting.

The coexistence of the unique pattern of development informed by the lakeside setting, the long-standing presence of public amenities and cultural institutions, the tradition of recreation-based culture, as well as the historical association with Peterborough's French Canadian residents results in a distinct place in the City of Peterborough.

Cultural Heritage Assessment: Crescent Street Neighbourhood

1 INTRODUCTION

With regard to the Crescent Street Special Policy Area Update, the City of Peterborough has retained ERA Architects Inc. as Heritage Consultant.

The purpose of this study is to assess the cultural heritage value of the Crescent Street neighbourhood and advise on its heritage attributes. This assessment entails site analysis, historical research at local libraries and archives, and interviews with select local historians as well as current and past residents.

It is understood that the findings of this cultural heritage assessment may inform the Crescent Street Special Policy Area update.

ERA Architects has prepared this Cultural Heritage Assessment with respect to: *Ontario Regulation 9/06 Criteria for Determining Cultural Heritage Value or Interest*; the *Ontario Heritage Act*; *The Ontario Heritage Tool Kit*; and the *Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada*.

1.1 Municipal Contact

Erik Hanson, Heritage Resources Coordinator
City of Peterborough
500 George Street North
Peterborough, Ontario K9H 3R9

1.2 Existing Heritage Recognition

There are no properties within the Study Area listed on the City of Peterborough's heritage register of properties designated under Part IV of the *Ontario Heritage Act*.

There is a Conservation Plan agreement between The Little Lake Cemetery and The Corporation of the City of Peterborough (by-law no. 09-097). The intent of this agreement is to set out the principles for conserving Little Lake Cemetery as an historic landscape of high cultural significance for the City of Peterborough. The Plan includes principles to conserve the features of greatest historic significance.

Cultural Heritage Assessment: Crescent Street Neighbourhood



1. The Crescent Street neighbourhood Study Area identified with a continuous red line. The Special Policy Area is defined by the red dashed line. (Source: City of Peterborough)

1.3 Study Area Location & Description

The Crescent Street Study Area is defined as follows (starting from the north most point of the Study Area): Del Crary Park, south and east along Crescent Street to Little Lake Cemetery, west along Ware Street and north along George Street South to Del Crary Park (figure 1). The neighbourhood is in a residential district south of the downtown.

1.4 Project Background

The Official Plan Land Use Policy includes a Special Policy Area for the south shoreline of Little Lake between George Street and Little Lake Cemetery. (This area is identified with a dashed line on the above map.) This Special Policy Area is currently being updated.

The existing Official Plan recognizes opportunities within the residential district to support tourism growth . It also notes that any new zoning by-laws shall address:

- the need for tourism uses;
- high aesthetic urban design guidelines; and
- public infrastructure improvements related to the commercialization of this area.

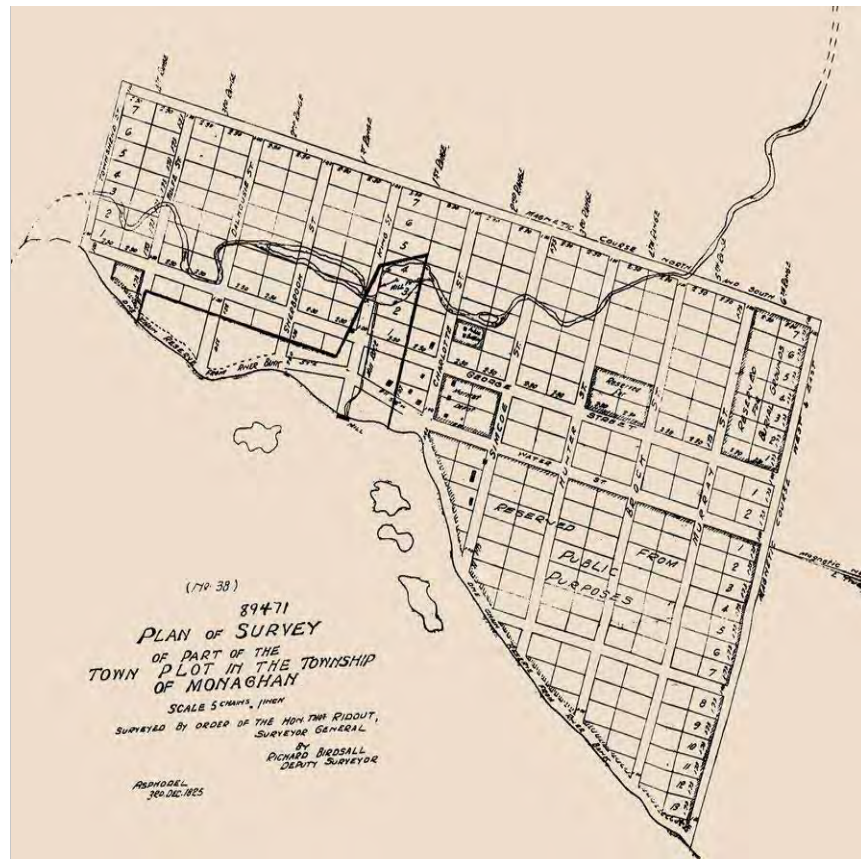
4.3.2.2.9 Special Policy Area

Schedule “J” identifies a Special Policy Area on the south shoreline of Little Lake between George Street and Little Lake Cemetery. The Special Policy Area recognizes the potential of properties within the area to support a growing tourism industry through the establishment of bed and breakfast/inn accommodation, cafes/tea rooms, and boutique retail establishments. However, prior to the passage of any zoning by-laws to implement this policy potential the City will undertake a detailed planning analysis, adopted by Council, addressing the following matters:

- the need for such uses and the corresponding short term to long term geographical limits of the opportunity.
- the requisite urban design standards to ensure development and redevelopment exhibits high aesthetic qualities, is sensitive to abutting uses and reinforces the tourism potential of the area.
- the public infrastructure improvements that are necessary to support the commercialization of the Special Policy Area, including the extension of the Otonabee River Trail, lighting and off street parking opportunities.

- *Official Plan, 2009*

Cultural Heritage Assessment: Crescent Street Neighbourhood



2. Plan of Survey of Part of the Town Plot in the Township of Monaghan, 1825 by Richard Birdsall
(Source: Virtualmuseum.ca)



3. Detail of the plan of the Town of Peterborough, Canada West by Sanford Fleming, 1846.
(Source: City of Peterborough)

2 BACKGROUND RESEARCH & ANALYSIS

2.1 Settlement of the Town of Peterborough in Brief

This area was surveyed for settlement in May of 1818 by Adam Scott with an entourage consisting of surveyor John Farrelly and district officials. It was selected for settlement due to the abundance of lumber and the presence of a large creek that could supply water power for a mill. Within two years Scott had built a double mill for lumber and grain, and by early 1825, the area was inhabited by Adam Scott's family and the workers at his mill. Although the local population was spread out, the mill had become a centre for local trade for nearby settlers and farmers.

In the year 1825, the area - then known as Scott's Plains - would experience a large influx of immigrants. That year the Honourable Peter Robinson visited England and met with Sir Wilmot Norton about assisting Irish families interested in immigrating to English Canada. Robinson agreed to undertaking the task in haste. In the fall of 1825, 415 Irish families had agreed to settle in Scott's Plains in exchange for land grants and aid / supplies. Each family of five was allocated 100 acres, rations for 18 months as well as basic tools, supplies and seed. This large immigration served as the foundation of the County's settlement.

The original Town of Peterborough, as plotted in 1825 (figure 2), was bound by McDonnell Street (north), the Otonabee River (east), Townshend Street (south) and Aylmer Street (west).

2.2 Town Expansion & Lot Subdivision

The Study Area originally formed part of North Monaghan Township as Lot 14 (part), Lot 15 and Lot 16 of Concession 12. On January 1, 1850, as part of the Town's incorporation, the Town expanded east to Haggart Street, south to Lansdowne Street West, and west to Park Street to encompass the residential portion of the Study Area.¹ Little Lake Cemetery was part of a later annexation.

1 The City of Peterborough, Growth 1825 to Present map. (PMA, 81-28-02)

Cultural Heritage Assessment: Crescent Street Neighbourhood



4. Copy of Stewart's plan of Improvements in the Town of Peterboro, July 28, 1862. The original was submitted to Council May 15, 1855. (Source: City of Peterborough)



5. Partial map of Peterborough, 1878 (Source: Illustrated Historical Atlas of Peterborough County 1825-1875.)

In the 1975 publication, Illustrated Historical Atlas of Peterborough County 1825-1875, the Town of Peterborough is described as four distinct wards. The Crescent Street neighbourhood was located in Ward One:

The largest ward by area, and the smallest population, is Ward One comprising all of the Town south of Charlotte Street. The areas that have developed east of Park Street contain the highest proportion of homes owned by factory workers, labourers and artisans anywhere in town. There are some very large properties in this ward, carved out of the old government reserve. The Little Lake Cemetery, incorporated in 1854, occupies the south-east corner of the ward. The north part of the ward is an extension of the commercial and industrial area of the town and the extensive Midland Railway yards are in this ward.

The Study Area was subdivided from its original crown lots into today's fine grained residential lots gradually over time.² Lot 14 was divided into 10-acre park lots fronting on Lock Street. These lots were crown grants:³

- Park Lot 1 (at Lansdowne): John Haggart, 1853. Tailor and town councillor in the 1850s.
- Park Lot 2: John Ronsby, 1846.
- Part Lot 3: Thomas Best, 1837. Farmer.

² This area includes plans of subdivision 7, 26, 31, 37, 41, 52, 59, 62, 83, 114, 135 and 159. Plan 159 was not available. (City of Peterborough)

³ North Monaghan Historical Research Committee, A History of North Monaghan Township: County of Peterborough, Ontario, Canada, 1817-1989. (North Monaghan: The North Monaghan Historical Research Committee, 1990) 313.

Plans of Subdivision

Plan 7 (1863): Townsend St., Little Lake, Lake St. and Park St.

Plan 26 (1859?): South of Lake St. between Little Lake and Park St.

Plan 31 (1871?): North and south of Ware St.

Plan 37 (1875?): West side of Lock St. from Little Lake to Princess St.

Plan 41 (1876): North and south of Westcott St. west of Little Lake.

Plan 52 (1882): South of Romaine St. between Lock St. and Park St.

Plan 59 (1885): West of Haggart St. (after cemetery expansion) along River Rd.

Plan 62 (1887): South side of Ware St., west of Haggart St.

Plan 83 (1891): North of Romaine St. between Lock St. and Park St.

Plan 114 (1903): North and south of Gladstone Ave. east of Lock St.

Plan 135 (1909): North-east block at George St. and Ware St., and south of the railway line.

Cultural Heritage Assessment: Crescent Street Neighbourhood



6. Detail of the Town of Peterborough and Village of Ashburnham, 1896 (Source: City of Peterborough)



7. Locks Connection Map showing impact of railway line, c. 1910. (Source: CG# PA-18, PMA)

- Park Lot 4: Charles Clarke, 1834.
- Park Lot 5: Thomas Harper, 1844. Gentleman.
- Park Lot 6: Robert Nicholls. 1844. Merchant.
- Park Lot 7: John Roche, 1845.

The incremental extension of George Street south to Perry Street (c. 1855), then Wescott Street (by 1876) and later to Lansdowne (by 1909)⁴ removed houses fronting on Lock Street from the lands to the west. By the turn of the 20th century, much of these lands had been subdivided into residential lots.

Lot 15 was also granted as park lots:

- Park Lot 1 (at Lansdowne Street): James Hawthorne, 1856.
- Park Lots 2: Cheeseman Moe, 1849.
- Part Lot 3-6: Cheeseman Moe, 1847.

In 1859 ownership of Park Lots 2 through 6 were transferred to Chas. J. Ware. The house at 123 Crescent Street is identified as belonging to Mrs. (Letita) Ware in the 1878 Illustrated Historic Atlas (figure 5), and was later inhabited by Henry Winch as indicated in the 1900 City Directory. An application to subdivide these lands dates back to 1871 and locates this house on a large lot at Lock Street and River Road (now Crescent Street). Subsequent plans would further subdivide these lands into smaller parcels and based on the 1924 Fire Insurance Plan all but the west end of Ware Street had been built out.⁵

Finally, Lot 16 was granted to Richard Birdsall, surveyor, in 1828. This area would become Little Lake Cemetery on April 16, 1851.

4 As shown on Plan of Subdivision 135.

5 This area of Peterborough first appears on the Fire Insurance Plans in 1915. It does not appear on the 1882 and 1889 plans at the Trent University Archives.

2.3 Local Industry

While the Study Area has historically been primarily residential, industrial buildings have also formed part of the fabric, likely due to the proximity of transportation, either along the water or the railway line.

In 1871, Robert Westcott acquired Park Lot 7 of Lot 14 Concession and established Westcott's Pottery on Crescent Street, immediately opposite Little Lake and south of Lake Street. Westcott operated the pottery through the 1870s. Westcott did business with Robert Romaine who was the president of the gasworks and publisher of the Peterborough Review. When Romaine started a brick and tile works on Sherbrooke Street, Westcott supplied Romaine with clay. When Romaine exhibited at the Philadelphia Centennial Exhibition in 1876, his display included Westcott's wares.⁶

In 1880, the Grand Trunk Railway completed the line connecting Belleville with Peterborough. This new line bisected the residential neighbourhood and introduced industrial and warehouse buildings along the railway right of way. Fire Insurance Plans show new buildings along this line: The Peterborough Cereal Company (1924), later the Canoe and Boat Storage (1968), on the north side of Ware Street between George Street and Lock Street, and a warehouse at the south end of Winch Street at Ware Street (1948). The railway line was abandoned in 1987 and these buildings have since been demolished and replaced with residential buildings.

Other non-residential uses shown on the Fire Insurance Plans include a sawmill at the point (1924 and 1929) and an auto service building at the northeast corner of Romaine and George Streets (1948 and 1968).

2.4 French Town⁷

The Study Area forms the eastern portion of a once predominantly French Canadian residential neighbourhood commonly known as French Town. The neighbourhood's French population was established during the mid-1800s when Peterborough received an influx of French Canadians who were attracted by local economic

⁶ Ken Brown, The Peterborough Potteries (Peterborough: Peterborough Historical Society, January 2003) 10-12.

⁷ An interview with Peter McConkey greatly informed his section. McConkey, a French Canadian descendent, is researching Peterborough's French Canadian history including documenting oral histories of other descendents.

prosperity. French Town was bounded by Townsend Street, Little Lake, Lansdowne Street and Monaghan Road with the most prominent French families residing on Crescent Street.⁸

In his 1981 essay, *Early French Settlers*, Peter A. Moore states that “French settlers first arrived in the 1840s and by 1861 there were more than 250 families of French descent settled here.”⁹ Many French settlers arrived in the Kawartha region to work seasonally in the lumber industry, living predominantly in camps north of Peterborough. Other settlers arrived from Quebec¹⁰ and eastern Ontario in the mid-1800s, also in a response to economic growth. Many family businesses were established at this time (grocery stores, meat shops, bakeries, tailors, boat-building), to complement other employment available as labourers, masons, fishermen and lumbermen.¹¹

The 1881 Census of Canada for the Town of Peterborough records a significant population of French Canadian origin, including family names such as: Desautel, Odette, Goyette, Dumont, Guerin, LeVausaur, Gordon, Brioua, Goslin, Borrette, Sauve, Martin, Dion, Buchevin, Bauvais, Potvin, Lefevre, Dumotette, Denou, Archambault, Ritchie, Gouya, Barrett, Lacombe, etc.¹² Most of these families were Roman Catholic.¹³

Of the French families who settled here, one of the most well known was the LaPlante Family. The LaPlantes arrived from LaPrarie in Quebec, where they had been established since 1664. They relocated after Toussaint LaPlante met Charles Perry (a Peterborough lumberman) while working on the Lachine rapids. LaPlante was one of a small number of loggers able to run the logs through the fast moving

8 McConkey estimates the local population was 60% of French origin.

9 A.O.C. Cole and Jean Murray Cole, eds. Kawartha Heritage: Proceedings of the Kawartha Conference, 1981 (Peterborough: The Peterborough Historical Atlas Foundation, 1981) 162.

10 Many Quebec settlers were from LaPrarie, just outside of Montreal.

11 Census of Canada, 1881. Library and Archives of Canada.

12 The census data does not include street addresses.

13 In 1882 the Roman Catholic church established a diocese in Peterborough; the area previously had operated under the Kingston diocese. The congregation was made up Irish and French Canadian residents with differing interests. In 1890, Bishop R. A. O'Connor of Irish descent, invited the Sisters of St. Joseph to establish a congregation here. The Sisters took over teaching in the Roman Catholic schools and established St. Joseph's hospital. The Sisters taught in English only whereas the Kingston nuns had conducted classes in both French and English.

Cultural Heritage Assessment: Crescent Street Neighbourhood

rapids. Impressed by his skill, Perry informed LaPlante of opportunities for him in Peterborough and arranged for his relocation in 1849. The LaPlante family settled into life in Peterborough, though it was difficult given that they were relatively poor and did not speak English.

The eldest son, Noe (1840-1929), would achieve a prosperous life in Peterborough. Noe received schooling¹⁴ and in 1852 he started work as a butcher for Richard Winch (brother to Harry Winch) and later Daniel Hopkins. Eight years later, Noe purchased the butchering business from Hopkins. By 1870, Noe was affluent enough to purchase 10 acres south of the downtown; this was Park Lot 6 of Lot 14 Concession 12 which extended from Little Lake to Park Street. He built a large home at 87 Lock Street and it is known to have been a place of local entertainment. Noe retired in 1887 after selling the business to his brother Noel and L. D. Letellier. Noe would later serve as a member of both City Council and the Separate School Board, and he expanded his land holdings, eventually becoming a large property owner.

By the turn of the 20th century, much of the French Canadian population had assimilated into the larger community.

2.5 The Point

The Point, now known as Del Crary Park, has undergone many names and uses since the founding of Peterborough.

The Point is identified on Sir Sanford Fleming's 1846 plan of the Town of Peterborough as Hospital Point, a reflection of its intended use as an isolation hospital which came about in a rather roundabout way (figure 3). In 1847 public meetings were held about the famine occurring in Ireland and Scotland.¹⁵ Relief funds were raised for both Ireland and Scotland but, for reasons unknown, the donations allocated for Ireland were never claimed. In September, it was decided that these unclaimed funds would be reallocated to assist new immigrants. Many of the new immigrants

14 Until he was twelve, the family could only afford for Noe to attend school every other day.

15 Anne M. Graham, For God and For Humanity: History of the Nicholls Hospital and Peterborough Civic Hospital Schools of Nursing 1891-1974 (Peterborough: Peterborough Civic Hospital Nurses Alumnae Association, 1991) 9.

were suffering from typhus or cholera and, in an effort to prevent disease from spreading, a local Health Committee was established and a temporary hospital was erected on the point.

At the fore of this work was Peterborough's first physician, Dr. Hutchinson (1797-1847). Hutchinson was born in Scotland and graduated from Glasgow University in the early 1800s. He immigrated to Canada in 1818 at 21 years old, residing in Cavan before establishing a practice in Peterborough in the 1830s. For 8 to 10 years, he was the only doctor in the growing town. In 1837, Hutchinson made plans to relocate to the Town of York, but was persuaded to remain in Peterborough with the promise of a new house.¹⁶ In 1847, Dr. Hutchinson attended to the sick housed in the temporary hospital before dying of typhus.

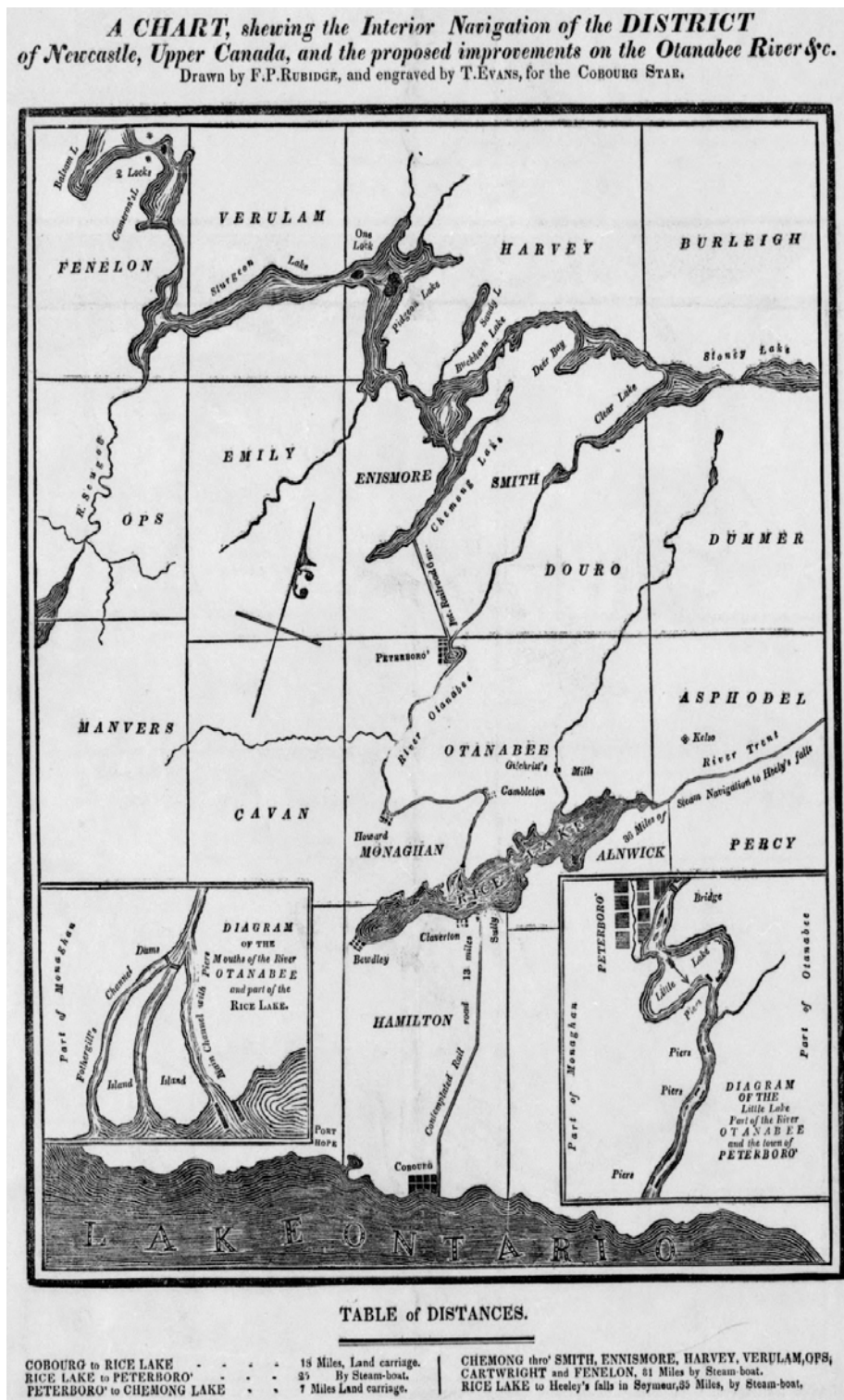
The 1878 Illustrated Historic Atlas map identifies the owner of the Point to be C. J. Bloomfield (figure 5). In the 1896 map of the Town of Peterborough and Village of Ashburnham, the Point is named Point St. Charles and a saw mill is drawn adjacent to where the Otonabee River narrows (figure 6). While most mills in Peterborough were located upstream on the rapids of the Otonabee River and Jackson Creek, mills began appearing here and across the river on Burnham Point by the late 1800s. Alfred McDonald established a lumber company with saw, shingle and planing mills on St. Charles Point in 1875, and it produced, "millions of feet of lumber and shingles and thousands of sash, doors and blinds per year."¹⁷ Every spring, white pine harvested upstream in Cavendish and Anstruther Townships floated down the Otonabee River. The timber was held in huge rafts on Little Lake until they were processed at the mills.¹⁸ The 1948 Fire Insurance Plan shows the Point, east of Crescent Street, converted into a public park. On the western portion of the lot are the remaining milling facilities and residences on Perry Street.

16 Hutchinson House is now home to the Peterborough Historical Society at 270 Brock St.

17 Peterborough Examiner Article (Looking Back) 2000-012-00542-5, PMA.

18 Robert Borg, Peterborough Land of Shining Waters (Peterborough: City and County of Peterborough, 1967) 171.

Cultural Heritage Assessment: Crescent Street Neighbourhood



8. A chart, shewing the Interior Navigation of the District of Newcastle, Upper Canada, and the proposed improvements on the Otanabee River & c., 1833. (Source: Mikan 4128818, Library & Archives of Canada)



2.6 Little Lake

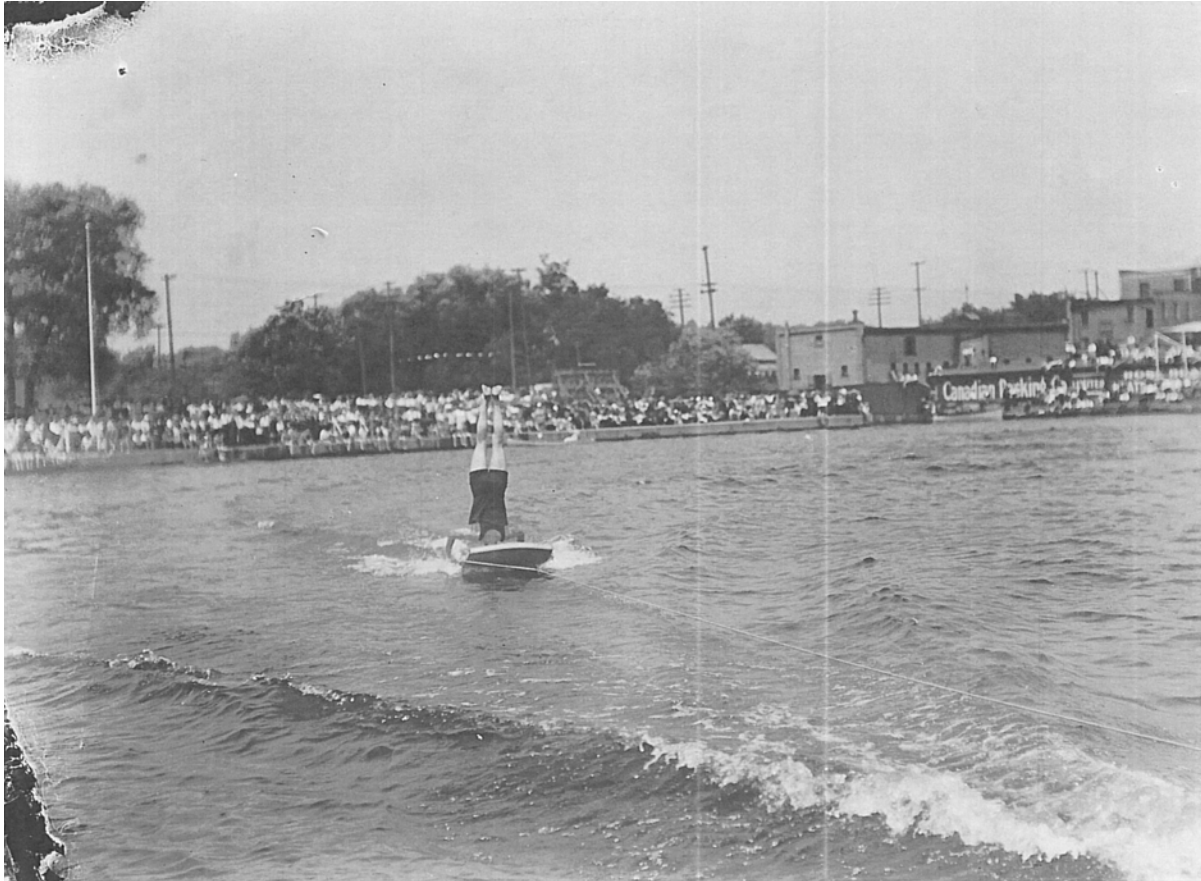
As the City of Peterborough has developed, Little Lake has evolved considerably from its early use related to transportation, the lumber industry and recreation.

Little Lake first appears on a 1833 plan as part of a transportation route between Lake Ontario (at Cobourg) and interior settlements (figure 8). While the plan proposed a single path along both waterways and railroads, the interior transportation routes were completed separately and over a long period of time.

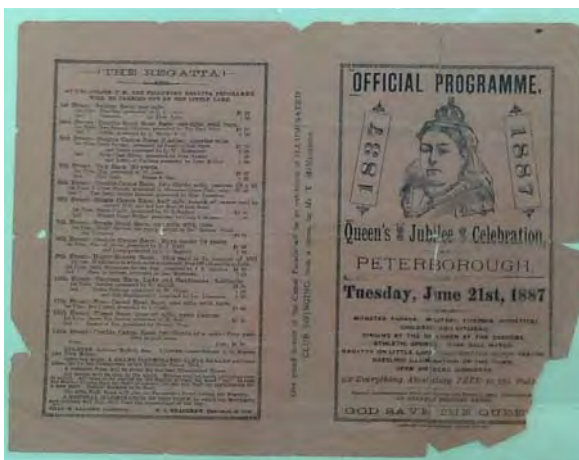
In 1833, the Legislature of Upper Canada undertook improvements to the waterways of the Newcastle District to open up the interior of the province, and to promote agriculture, lumbering and commerce. The project, now known as the Trent-Severn Waterway National Historic Site of Canada, began with the construction of a wooden lock in Bobcaygen in 1833.

9. Crescent Street at Little Lake looking West by Roy Studio, 1908. (Source: 2000-012-00542-5, PMA)

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10. Peterborough Water Ski Club performance on Little Lake, undated. (Source: Don Willcock via Erik Hanson)



11. Programme for the Queen's Jubilee & Celebration with a regatta on Little Lake, 1887. (Source: 1985-035, PMA)



12. Postcard of Peterborough showing Centennial Fountain, undated. (Source: Vintage Peterborough, Lindsay and the Kawartha Region, Facebook)

The waterway was finally completed in 1904, after years of sporadic construction, and links Georgian Bay to the Bay of Quinte. Railroad service was also completed incrementally: the Cobourg and Peterborough Railway in 1854/55;¹⁹ the Port Hope, Lindsay and Beaverton Railway that reached Peterborough in 1858; the Grand Trunk Railway line to Belleville in 1880; and the Canadian Pacific line connecting Montreal to Toronto through Peterborough in 1884. The Grand Trunk Railway ran through the south portion of the Crescent Street neighbourhood.

In 1967, the year of the centennial, a fountain was installed at the centre of Little Lake. The Centennial Fountain was a project undertaken by the Peterborough branch of the Canadian Manufacturers' Association and the local Chamber of Commerce. It consists of a floating reinforced concrete platform anchored in place by chains tied to concrete at the lake bottom, and at the time of its construction, the fountain sprayed a stream of water higher than any other floating fountain in the world. The centre jet sprays water 'as high as a 20-storey building'.²⁰ In addition, coloured lights illuminate the water in sequence that emulates the changing colours of the seasons: white (winter), green (spring), yellow (summer), and orange to red (autumn). At special occasions, fireworks are set off on a barge adjacent to the fountain.

Little Lake also has a long history of recreation, including boat racing and swimming in the summer and ice skating in the winter.²¹ Elwood Jones, in his 1987 book Peterborough: The Electric City, notes the close relationship between canoes manufactured in Peterborough and Little Lake:

The canoe regattas, held on Little Lake as early as 1857, were splendid occasions for demonstrating the fine features of the Peterborough Canoe. . . The 1859 Little Lake regatta, the private match between R. Strickland and F.H. D'Arcy, pitted two dominant canoeists of the day against one another.

The lake was also a popular swimming spot, a recreation supported by a bathing house at the end of Lake Street.²² People swam from the T-shaped wharf which was originally built as a steamboat dock and included a pair of pagodas as roofed

19 The Cobourg and Peterborough Railway closed in 1861 when the bridge across Rice Lake failed due to 'action by ice'.

20 Peterborough Centennial Fountain Calendar (The Peterborough Examiner, 1969).

21 Ellen Stewart.

22 Fire Insurance Plan, 1924.

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shelters. A former resident also recalls that Little Lake was home to the Peterborough Water Ski Club. The club hosted acrobatic ski shows and performed stunts from a ski jump platform.²³ While in 1887, the regatta on Little Lake was a feature of the Queen's Jubilee and Celebration, the tradition of boat based recreation on Little Lake continues today and also includes new forms of recreation such as dragon boat racing.

23 Ellen Stewart.



13. Boat house, undated. (Source: Don Willcock via Erik Hanson)

2.7 The South Shoreline of Little Lake

The south shoreline of Little Lake has a unique and picturesque composition: a band of shoreline accessible to the public that runs from Del Crary Park to Little Lake Cemetery; a road that historically connected the original Town of Peterborough to Little Lake Cemetery and the locks beyond;²⁴ and an immediate street wall of vernacular housing from the late 1800s and early 1900s.

The Lake's edge is made up of four properties of public benefit: Del Crary Park, The Art Gallery Of Peterborough, the Crescent Street shoreline and Little Lake Cemetery.

2.7.1 Del Crary Park

By 1948, the point at the west end of Crescent Street had been converted from a saw mill into a city park now known as Del Crary Park. The park originally extended from Little Lake to Crescent Street, but was expanded to George Street North to provide parking as part of the 1995 park redevelopment. The park is primarily an open green space with a marina and boat house to the north, and an amphitheatre completed in 1995.

2.7.2 The Art Gallery of Peterborough

The Art Gallery of Peterborough is located end of Perry Street at Little Lake in the former John MacDonald House. The house remained a residence, last inhabited by the David Foster family,²⁵ until 1977 when it was purchased by the City of Peterborough for a gallery. The roots of the Art Gallery of Peterborough date to 1973, when a committee of community members was formed to establish an art gallery. The gallery incorporated in 1974 as "a non-profit public gallery dedicated to exhibiting and collecting visual works of art."²⁶ Before the building was acquired, the collection was housed at the Peterborough Museum and Archives.

24 Sanford Fleming's map of the Town of Peterborough in 1846 identifies Crescent Street as 'Rd. to the Locks'.

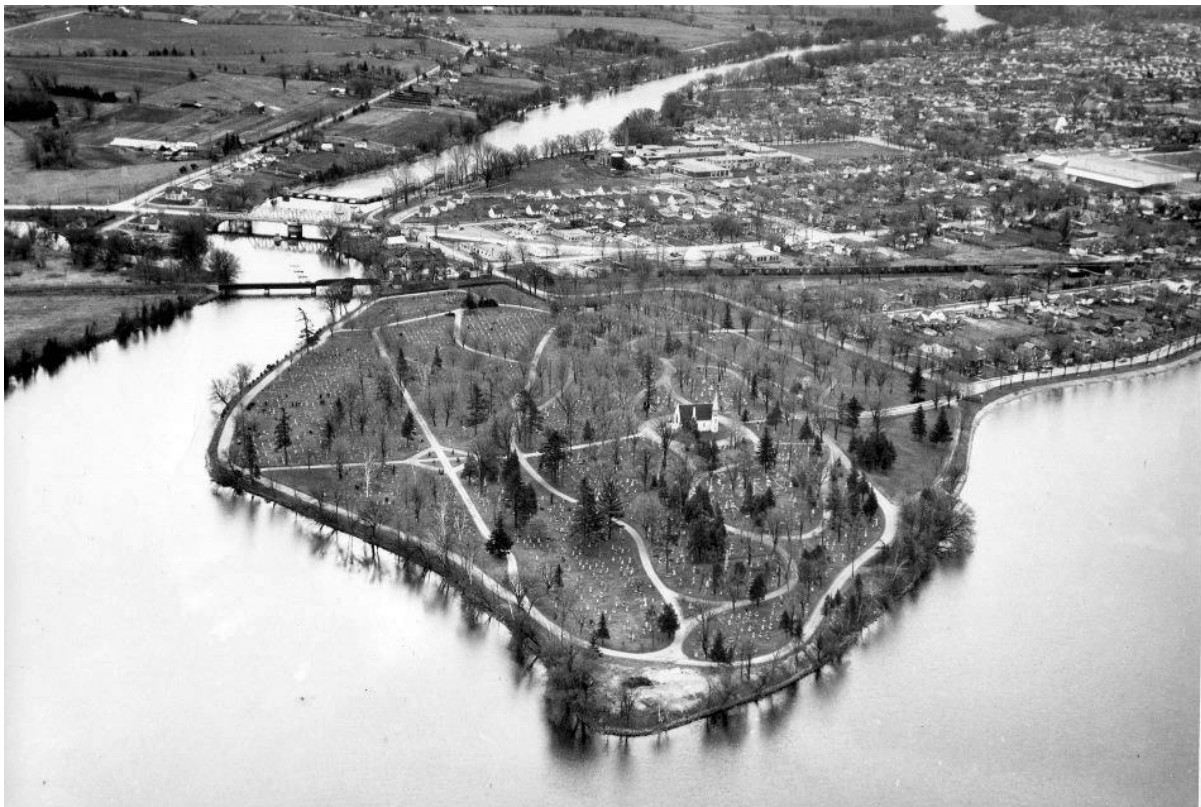
25 Ellen Stewart.

26 Art Gallery of Peterborough website.

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14. Crescent Street shoreline with cemetery gates in background (Source: Don Willcock via Erik Hanson)



15. Little Lake Cemetery aerial view from the north. 1956. (Source: Greg Bateman)

2.7.3 The Crescent Street Shoreline

Over time, the Crescent Street shoreline has been altered from its original natural state. Historical images show a timber retaining wall at the water supporting a grassy berm with a tree-lined wood plank boardwalk (figure 8). They also show docks and boats tied up at the shore's edge. In fact, Crescent Street residents were allowed to have personal docks on Little Lake into the 1970s/80s, and many families had small motor boats docked here.²⁷

The first record of improvements along the southern shoreline date to 1875 when the mayor approved three infrastructure projects to improve the economic state of the community - one of which was to crib the shores of Little Lake and build a wide road to Little Lake Cemetery.²⁸ Years later, as part of a federal employment relief program in the 1930s, further improvements were made to the Crescent Street shoreline. In 1937, a new embankment was built at Little Lake along Crescent Street.²⁹ The rip-rap embankment - a loose assemblage of broken stones erected in water or on soft ground as a foundation - was 1/2 mile long and 20 feet wide. The work ended at the Little Lake Cemetery gate and there were plans for the cemetery to extend the new embankment another 100 feet. Further improvements were made the following year with the construction of a new dock (the T-wharf) based on plans completed by the Department of Public Works Canada.³⁰

Today the public shoreline is complemented by several public sculptures at the foot of the T-wharf.

2.7.4 Little Lake Cemetery

Little Lake Cemetery was established in 1851 when a joint stock company was formed to purchase and lay out the site for a public non-denominational cemetery. The cemetery was to be located sufficiently close to the Town of Peterborough for convenience but far enough away so as to not risk endangering public health from

27 Ellen Stewart.

28 Elwood H. Jones, Little Lake Cemetery: A Public Trust is a Beautiful Thing (Peterborough: Trent Valley Archives, 2010) 23.

29 "Last Stone Laid on Crescent Street Embankment", August 20, 1937. The Peterborough Examiner (Source: Courneyea Collection, TVA)

30 "Working On The New Dock Off Crescent Street", August 20, 1938. the Peterborough Examiner. (Source: Courneyea Collection, TVA)

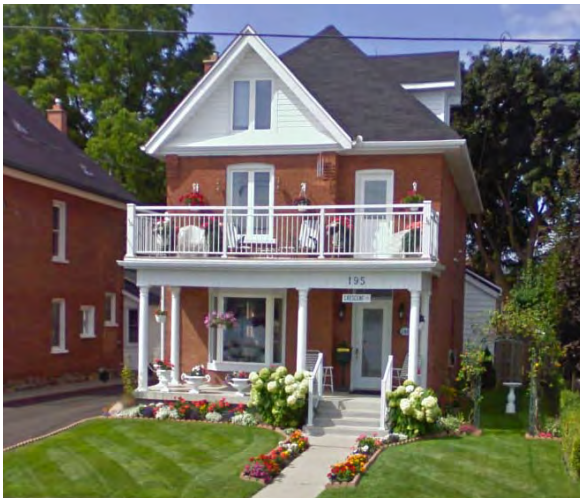
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16. Victorian Residential, 1860s-1890s (Google)



17. Georgian Revival, 1890s-1940s (Google)



18. Queen Anne Revival, 1880s-1900s (Google)



19. Edwardian, 1900s-1930s (Google)



20. Gable Front, 1900-1920s (Google)



21. Vernacular Bungalow, 1900s-1950s (Google)

infectious disease. The site selected was lot 16 Concession 12, a lovely wooded area on Little Lake, then known as Moe's Point. In the 1884 book History of the County of Peterborough Ontario, the site is described with approval:

It forms a promontory jutting out into the lake, and is surrounded by the most beautiful view of lake, river and town. All round it is a shrubbery, the trees being mostly of a sombre green appropriate to the place, those with drooping and pendent boughs being preferred.

Little Lake Cemetery is a garden cemetery. It was laid out by surveyor F.F. Passmore and Sir Sanford Fleming. Architect Kivas Tully was also involved in the shaping of the cemetery over time. The entry is framed by fine stone gates built in 1913.³¹ A Victorian chapel resides within the park-like setting; it was designed by Peterborough architect John Belcher in 1879.³² Across from the cemetery on Haggart Street is the cemetery manager's house, the former cemetery office, and a Victorian outbuilding.

2.8 Crescent Street

A unique aspect of Crescent Street is the intimate connection of its houses to the shoreline. In general, the houses are oriented to face Little Lake and are located close to the front lot line. While the houses represent a typical collection of Peterborough house styles, they provide a cohesive street wall along the water's edge.

2.9 Building Styles

The buildings within the Study Area are primarily residential and reflect a representative collection of residential styles typical to the City of Peterborough. A street survey found that the area primarily contains the following styles (figures 16-21): Victorian Residential, Georgian Revival, Queen Anne Revival, Edwardian, Gable Front, and Vernacular Bungalow. There are select examples of Loyalist/Georgian, Ontario Cottage and Arts & Crafts Bungalow style houses. There are also two multi-level residential buildings and a commercial building within the Study Area.

31 The original gates were constructed circa 1870 and were relocated to the current entrance as part of the cemetery expansion in 1885.

32 Bibliography of Canadian Architects website, John Belcher.

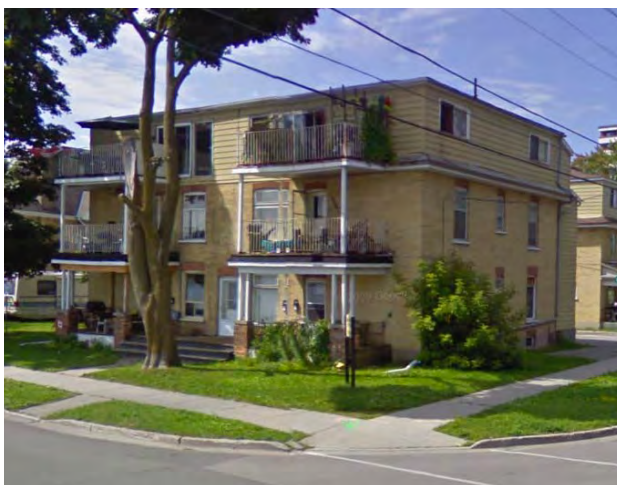
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22. The Art Galley of Peterborough (Google)



23. The Ware / Winch Estate (Google)



24. Letellier Apartments (Google)



25. Little Lake Cemetery outbuilding (Google)

In addition, a few unique buildings exist within the Study Area:

The **Ware / Winch House**, located centrally at 123 Crescent Street, is likely the oldest building within the study area. The Georgian house was constructed in the mid-1800s. The house, purchased by Chas Ware in 1871, appears on Plan of Subdivision 31 the same year. The house was later occupied by Henry (Harry) Winch (1844-1920), a drover and butcher by trade. The house was purchased by Aleric Letellier in the 1930s and converted into the 'ultra modern Letellier-Crescent Apartments.'³³ The house has been altered on several occasions.

The **Art Gallery of Peterborough**, located at 250 Crescent Street, is an historic house with a modernist addition. The house was built by the adjacent saw mill owner in 1880 and is in the Georgian Revival style. Under the ownership of the gallery, a modernist addition designed by Crang and Broake Architects was completed in 1979.

The **Letellier Apartments** are two 3-storey buff brick buildings at 23-229 Crescent Street and 131-133 Lake Street. The buildings are the only two historic apartment buildings in the area, and are associated with the Letelliers, a French family that figured prominently on Crescent Street. Throughout the 20th century the Letelliers owned several properties on Crescent Street including these apartments.³⁴ The apartment building on Lake Street is shown on the 1915 Fire Insurance Plan and the one on Crescent Street first appears on the Fire Insurance Plans in 1929. The buildings have been altered with a third floor addition.

Adjacent to the cemetery and on Haggart Street is the **Little Lake Cemetery Manager's house (1901), the former cemetery office and an outbuilding**. This collection of buildings occupies the full length of Haggart Street from Crescent Street to Ware Street. Fire Insurance Plans show two greenhouses behind the Manager's house from 1924 to 1968, as garden cemeteries often had

33 Elwood H. Jones, *An Historian's Notebook: 100 Stories - Mostly Peterborough*. (Peterborough: Trent Valley Archives, 2009) 236.

34 A sampling of the Letellier occupancy here include: In 1928, Leger D Letellier (butcher) at 15 Crescent Street and Aleric Letellier (contractor) at 15 Crescent Street. In 1951, M Letellier at 123c Crescent Street, A. Letellier at 215 Crescent and 223-9 Letellier apartments. An interview with a former resident Ellen Stewart also recalls three Letellier sisters living on Crescent Street during the 1960s-1980s.

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greenhouses for flower propagation. The brick outbuilding or storage building appears to be contemporary with the house. The former office is mid-20th century and first appears on the 1968 Fire Insurance Plan. It is now closed with the cemetery office having been relocated in 2010.

The **LaPlante House** with a carriage house at 87 Lock Street was constructed circa 1870 by Noe LaPlante. The Loyalist / Georgian brick house retained its large lot extending from Crescent to Lock Street into 1948. The 1920s maps shows a long 2-storey wood structure behind the house.

Another unique building is the **Pirie Monument Company Building** at 71 Crescent Street. The 1929 Fire Insurance Plan shows the area of the building allocated for a new road to link Crescent Street to Lansdowne Street, but by 1948 the road allowance had been replaced with building lots and a wood frame building for the Pirie Monument Company appears. The building is now a residence.

3 CONCLUSION

The Crescent Street neighbourhood is a unique residential district in Peterborough.

The Study Area is linked to several significant chapters in Peterborough's history including: changing societal views on infection control that led to the establishment of a temporary hospital and a cemetery outside of the town boundaries in the mid-1800s, Peterborough's French Canadian population, and the long-standing patterns of recreational use on Little Lake and along its south shore.

The neighbourhood also displays a pattern of development that has evolved in response to its picturesque setting on the south shoreline of Little Lake. This is evident in the layered transition from the Lake to the established residential neighbourhood: the continuous band of public amenities and cultural institutions along the shoreline, Crescent Street with its historic connection from the downtown to the cemetery, and the lake-facing orientation and shallow setback of the houses on Crescent Street.

Together, the historical associations, cultural uses, and development pattern of the Crescent Street neighbourhood form a distinct place of interest in Peterborough.

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26. Aerial photograph of Crescent Street neighbourhood, March 19, 1984. (Source: 87a 84a045, TVA)

4 APPENDICES

Appendix 1: Sources

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3. <http://www.bac-lac.gc.ca>, Library and Archives Canada (LAC).
4. <http://www.pc.gc.ca>, Parks Canada.

Interviews / Archives

Alan Brunger, Emeritus Professor, Department of Geography, Trent University.

Dr. Peter McConkey, Emeritus Professor, Department of French Studies, York University.

Ellen Stewart, former resident. Ellen lived at 195 Crescent Street from approximately 1965 to 1995.

Don Willcock, local historian and board member of the Peterborough Historical Society.

Kawartha Ancestral Research Association (KARA), Rick --- (Ware Street resident).

Peterborough Museum and Archives (PMA).

Trent University Archives (TUA), map collection.

Trent Valley Archives (TVA), Dr. Elwood Jones.

Appendix 2: Project Personnel

MICHAEL McCLELLAND, PRINCIPAL, OAA, FRAIC

Michael is a registered architect with over twenty years of experience. His work covers urban design and heritage planning in addition to building conservation. He is also actively involved in the public promotion of Canada's architectural heritage. He is a founding member of the Canadian Association of Heritage Professionals (CAHP).

Prior to establishing ERA Architects Inc. with Edwin Rowse in 1990, Michael McClelland worked for the Toronto Historical Board, advising on planning, permit and development applications, and on the preservation of City-owned museums and monuments. In 1999 he was awarded a certificate of recognition from the Ontario Association of Architects and the Toronto Society of Architects for his outstanding contribution to the built environment and to the profession of architecture and in 2006 he was made a Fellow of the Royal Architectural Institute of Canada.

LINDSAY REID, ASSOCIATE, OAA, CAHP, LEED AP

Lindsay is a licensed architect in the field of heritage conservation. She has a special interest in the conservation of cultural institutions as well as the preservation of culturally significant communities. In this area she has worked on many award-winning projects including Ruthven Park NHS, the Distillery District NHS and, as a volunteer, the 1953-2003 TSA Guide Map to post war architecture in Toronto.

She has extensive experience in all stages of building analysis, planning, municipal approvals, design, contract documents, field review and project administration for conservation and renovation projects. Lindsay's experience also includes employment as a heritage planner for the City of Toronto. There she expanded her project management, negotiation and public consultation skills and gained a more comprehensive understanding of cultural heritage and planning policy.

VICTORIA ANGEL, SENIOR HERITAGE PLANNER

An experienced heritage conservation practitioner, Victoria Angel is interested in policies and tools that address not just the physical fabric of historic places, but also the complex processes that link people and culture to place. She is currently exploring integrative approaches to heritage conservation that seek to engage also in questions surrounding urban development, sustainability, and the constant change of cultures and economies. Prior to joining Willowbank as Dean of School and ERA as Senior Planner, Victoria was a manager and policy analyst at Parks Canada, where she led

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the creation of the Canadian Register of Historic Places. She has also taught graduate and undergraduate courses at Carleton University and University of Victoria.

GEORGE MARTIN, HERITAGE PLANNER

George Martin is a heritage planner whose focus is the conservation and integration of heritage resources in site planning. George was born and raised in Peterborough. He received his Masters of Science in Conservation from the University of Hong Kong after completing a Bachelor of Urban and Regional Planning at Ryerson University. In addition, he recently completed professional training in cultural heritage landscapes at the Willowbank School of Restoration Arts. Prior to joining ERA, George was involved in heritage projects in Vancouver and China, and worked for the Committee of Adjustment at the City of Toronto.

Appendix 3: Building Survey

