



Photo By: Aaron Outram

Final Report – May 2009

# Central Area Master Plan



Planning Division  
City of Peterborough

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## ***Central Area Master Plan Update***

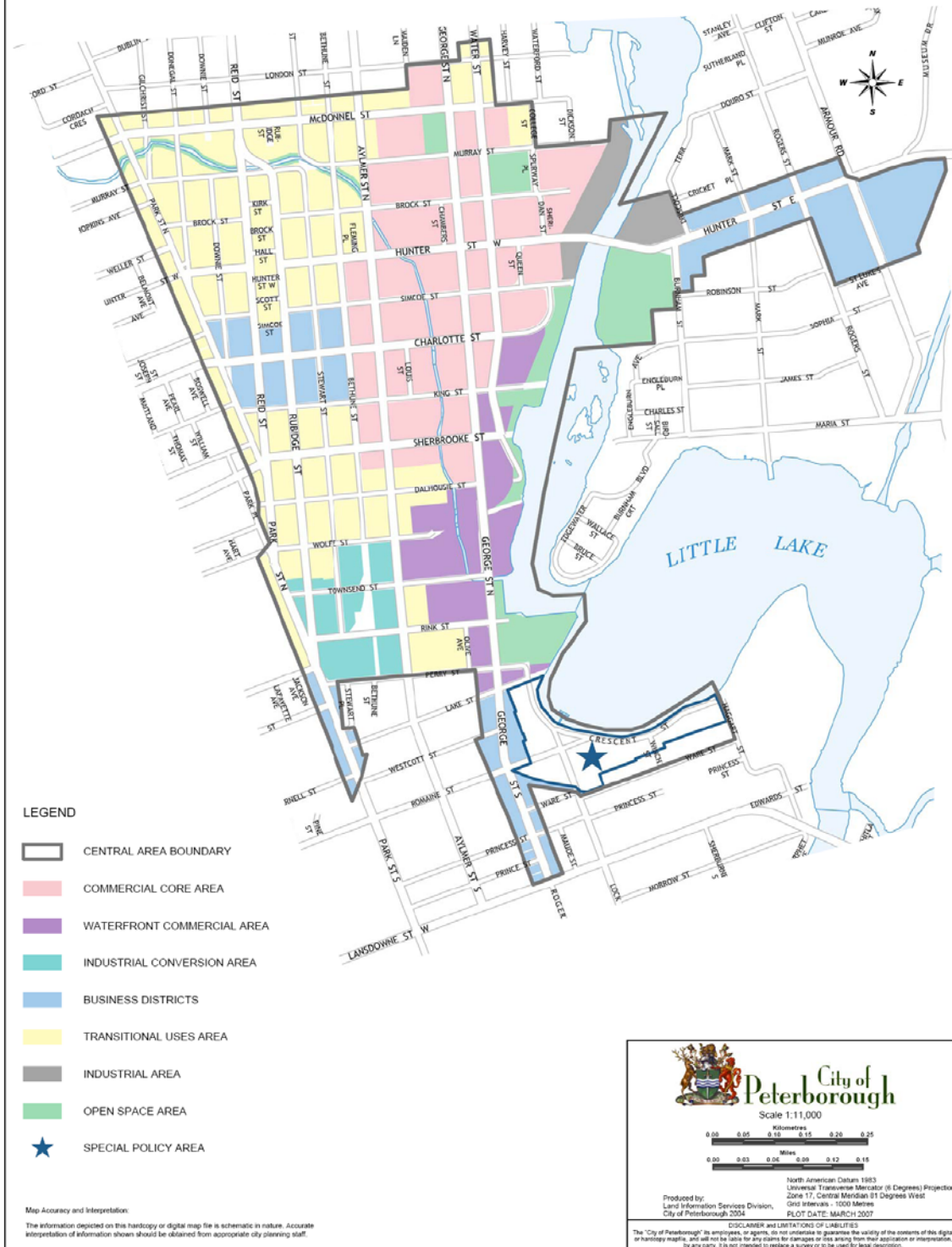
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### *Official Plan Schedule J: Central Area Land Use Plan*

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- Chapter 3** The Official Plan Policy Vision of the Central Area
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# - SCHEDULE J - CENTRAL AREA LAND-USE PLAN



# Chapter 1

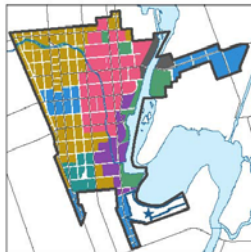
## **Central Area Master Plan Update: Introduction to the Project**

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The Central Area Master Plan is intended to stimulate creativity. It is intended to capture opportunity. It is intended to direct priority. It is a statement of vision for what the Official Plan considers to be the **historic heart of the community – the Central Area**.

The Central Area Master Plan is a planning strategy that adds policy depth and clarity to the Commercial Land Use Policies for the Central Area already contained within the Official Plan. The Master Plan therefore complements the Official Plan. The Central Area Master Plan applies equally to the activities of the municipality, the private sector and to all those citizens and organizations that work together to give the Downtown vitality and purpose.



**2000 - OPA 111:  
The Central Area**

In 2000 the City adopted Official Plan Amendment 111. This amendment established a new Commercial Policy regime for the City of Peterborough, including the Central Area. The Master Plan Update is an obligation of that new policy regime.

***“Council will expand and update the Regional Centre/CBD Area Master Plan of Section 4.8.2 as an amendment to the Official Plan to include all of the Central Area and this will be a priority activity of the City.” (Section 4.3.2.1)***



**1991 – OPA 57:  
The Regional  
Centre/CBD**

The existing “Downtown” Master Plan was adopted in 1991 and forms part of the City’s Official Plan. This Master Plan is the plan currently “in force”. It is, however, a product of the former commercial policy regime and thus only applies to the former Regional Centre/CBD.

OPA 111 dramatically redefined the physical limits of the Regional Centre/CBD or “Downtown” and called it “The Central Area”. The Central Area of the current policy regime is not just a physical entity but also the combination of diverse activities and places that combine to fulfill the **central place functions** of a growing urban



centre.

These **central place functions** are reflected in the retail, service, government, residential, and cultural activities of the traditional central business district.

These **central place functions** are also reflected along the gateways that bring people to the downtown. Accordingly, the George Street South, Park Street and Hunter Street East Business Districts have been added to the Central Area.

These **central place functions** are represented in the Industrial Conversion Sub-Area and Transitional Uses Sub-Area; an expansive zone around the traditional core area that contains a diverse mix of land uses, including stable residential neighbourhoods. These sub-areas contribute to the central place function today and provide the practical expansion capacity for tomorrow's downtown.

A key outcome of the Central Area Master Plan Update will be to develop new planning strategies for an expanded Central Area, in particular those sub-areas not presently covered by the current Region Centre/CBD Master Plan.

The Central Area Master Plan Update is not starting over; rather it builds upon and makes current the planning strategies that have long-guided the planning traditions of Downtown Peterborough. The planning context however, ***is*** dynamic. Provincial policy changes, the economic and business environment is in constant flux and community sensibilities adjust to the profile of its citizens.

In summary, the Central Area Master Plan is intended to:

- stimulate creativity,
- capture opportunity, and
- direct priority.

It is a statement of vision for what the Official Plan considers to be the **historic heart of the community – the Central Area.**

# Chapter 2

## **Central Area Master Plan Update: The Actions and Outcomes of the 1991 Master Plan**

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### **The 1991 Downtown Master Plan**

The 1991 “Downtown” Master Plan was adopted by Council as Official Plan Amendment 71. The Master Plan was a product of the 1988-1990 Commercial Policy Review (OPA 57) and covered the Regional Centre/CBD as defined by that planning process. Generally, the Regional Centre CDB limits of the 1991 Master Plan matches the Commercial Core, Waterfront Commercial, Charlotte Street West Business District, Industrial, and Open Space Sub-Areas of the 2000 Central Area.

### **The Downtown Master Plan is like a Secondary Plan for Downtown Peterborough**

While the 1991 Downtown Master Plan was adopted as an amendment to the Official Plan, it did not duplicate the commercial land use policies for the Regional Centre/CBD found within the balance of the Official Plan. At a very basic level the 1991 Master Plan was a secondary level of planning direction, or a Secondary Plan. Its focus was on **implementation strategies** to promote the fulfillment of downtown’s planned function. Whereas the Land Use policies of the Official Plan focus on defining opportunity by **geographic area** (Commercial Core, Charlotte Street West Business District, etc.), the Master Plan defines the opportunity by **theme** (Urban Form, Heritage, Parking, Streetscape Design, etc.). The Master Plan transcends physical boundaries and unifies the planning vision for Downtown.

### **Theme: Urban Form and Growth**

The 1991 Downtown Master Plan called for the preparation of **Site and Building Design Guidelines** to give definition to urban form. Perhaps the most significant influence of this policy direction was on the built form of the Main Office of the Ministry of Natural Resources.

The MNR facility represents the largest concentration of office floor space in downtown Peterborough yet the mass has been sensitively held to 5 storeys in one building that reads from the street view as 2. The building mass is defined by a strong 3-storey ‘podium’ or base; reminiscent of traditional Peterborough, with more transparent upper floors stepped back from the street plane. The back of the



MNR Main Office

**Theme:  
Housing**

building is as architecturally appealing as the front, providing the intended integration of development adjacent to the waterfront with the waterfront.

The Master Plan recognizes that the full potential of the Downtown to achieve the intensity of use appropriate for a Downtown setting must be guided by the ability of the Downtown infrastructure to support growth. To minimize this risk the Master Plan obliges the City to:

- Monitor on an ongoing basis the need for capital and operational improvements to infrastructure, and
- Consider the upgrading of capacities during the setting of municipal capital priorities.

**Theme:  
Public Spaces**



Millennium Walk

The Master Plan promotes the provision of a diverse mix of housing types in the Downtown recognizing that a diverse range of households prefer or require a downtown environment.

The Master Plan encourages the establishment of new public spaces and the upgrading of existing public spaces with 2 priorities:

- Creation of open space within the areas of intensive development
- Re-establish the traditional link with the Waterfront

**Theme:  
Tree Planting**

The Otonabee River Trail Project is the most significant manifestation of this policy priority. It is a multi-phased project that is returning the urban waterfront to public use.

The 1991 Master Plan required the development of Guidelines for 'greening' the Downtown. The Plan envisioned that the City's Streetscape Design program would be utilized to achieve, in part, the greening of Downtown.

**Theme:  
Conservation**

The Otonabee River and Jackson Creek are recognized as significant environmental resources and thus their conservation and reclamation are encouraged, including erosion control, promotion of water quality, and fish habitats. The Master Plan requires the development of a **Conservation Implementation Plan**.

**Theme:  
Jackson Creek  
Flood Plain**

In recognition of the City's historic pattern of development adjacent to Jackson Creek and the reality of flood prone lands adjacent to Jackson Creek, the Master Plan expresses the intent of the City to pursue policy options for continued development within the Flood Plain, in accordance with Provincial Policy.

**Theme:**  
**Heritage**



Morrow Building:  
George Street

In 1996, the Province approved the establishment of a **Special Policy Area** for flood plain management in Downtown Peterborough on the basis that the affected lands were part of the historic centre of the city and policy flexibility would promote continued economic and social viability. The Special Policy Area permits development in the floodplain provided buildings are flood proofed to at least the 100-year flood event.

The 1991 Master Plan strongly promotes the protection of properties and buildings of historical or architectural importance. Even though the significance of individual properties may not warrant designation under the Ontario Heritage Act, their loss may detract from the character of Downtown, therefore the conservation of all properties is encouraged. To fulfill this objective, the Master Plan requires the development of a **Heritage Conservation Implementation Plan**, the scope of which may include the establishment of an area of demolition control and a heritage conservation district.

**Theme:**  
**Streetscape Design**



Hunter Street Café  
District: Phase 1

The 1991 Master Plan requires the development of **Streetscape Guidelines** for the downtown addressing the following:

- Consistency in design philosophy and application
- Accommodation of street trees and other plantings
- Vehicular traffic directional signage
- The burial of utility services
- The component elements of a comprehensive streetscape program including sidewalk treatments, street furniture, garbage and recycling containers, street lighting and other public installations.

**Theme:**  
**Building and Site Design**



Cox Terrace

The 1991 Master Plan requires the City to prepare **Site and Building Design Guidelines** with particular regard for the following matters:

- Respect for the established architectural style
- Promotion of downtown as “a people place”
- Building form, including height, massing, and architectural character
- Signage in order to promote a pedestrian scale
- Respect for context – that is, a site’s relationship to environmental and heritage resources

**Theme:**  
**Marketing**

A key thrust of the 1991 Master Plan is to create and develop a multi-functional centre. Downtown Marketing efforts should



promote major activity generators such as retail, office, restaurants, hotel, convention, tourist attractions, theatre, the arts and well as medium and high density residential, and mixed-use developments.

The Master Plan recognizes the importance of the DBIA in the promotion of the Downtown and obliges the City to be a 'significant supporter of the DBIA and its programs.' The City is required to support the role of the Downtown Action Committee. The Committees mandate is to consider and recommend programs and projects for the benefit and enhancement of the Downtown.

***Theme:***  
***Monitoring***

The 1991 Master Plan requires the City to undertake annually a monitoring program of economic indicators that serve as measures of economic performance.

In addition, the Plan requires the monitoring program to annually track demographic trends and income data for the regional trade area from all available sources. The objective of the monitoring program is to provide the appropriate mix of goods and services within the downtown and to assist in understanding the economic viability of business activity.

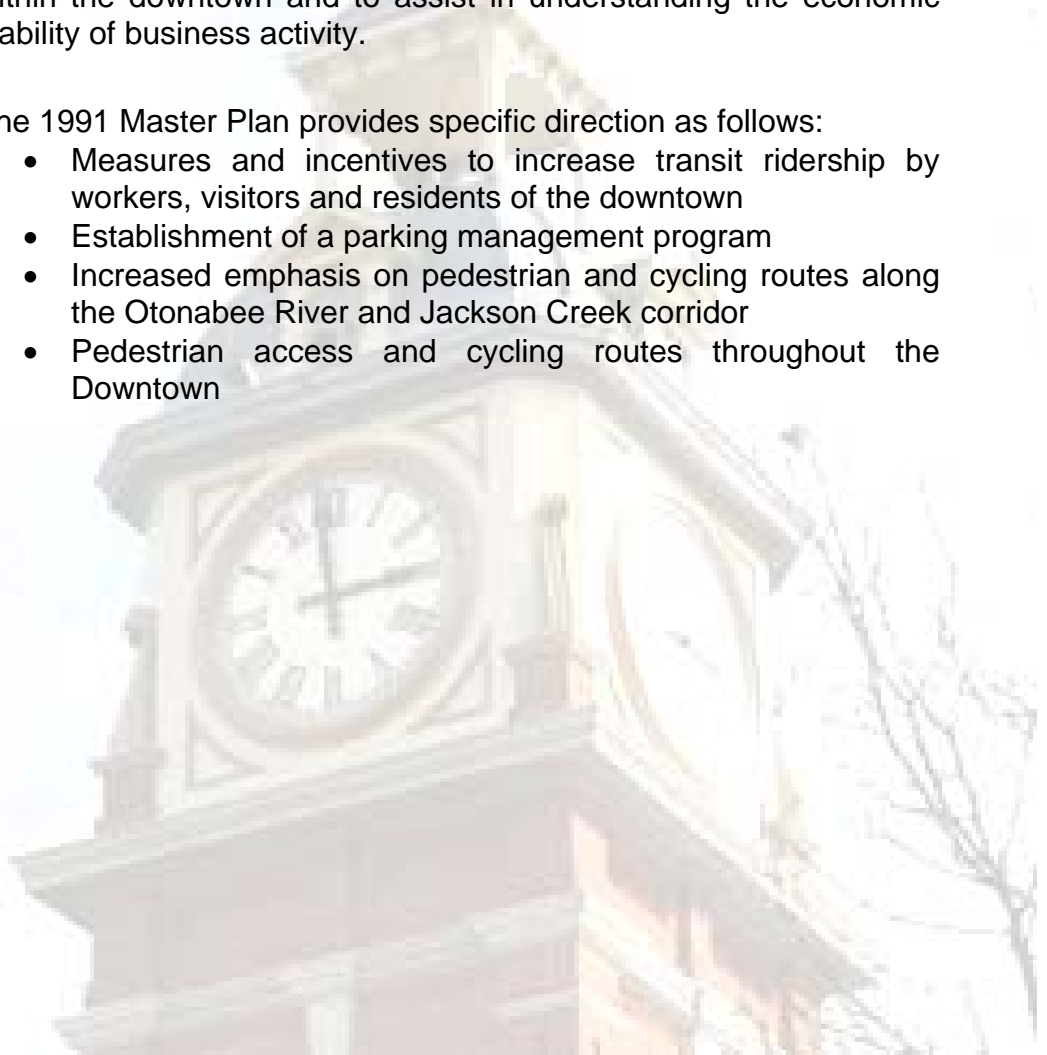
***Theme:***  
***Traffic, Pedestrian***  
***Access and Parking***



*Simcoe Street Bus  
Terminal and  
Parkade*

The 1991 Master Plan provides specific direction as follows:

- Measures and incentives to increase transit ridership by workers, visitors and residents of the downtown
- Establishment of a parking management program
- Increased emphasis on pedestrian and cycling routes along the Otonabee River and Jackson Creek corridor
- Pedestrian access and cycling routes throughout the Downtown



# Chapter 3

## **Central Area Master Plan Update: The Official Plan Policy Vision of the Central Area**

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### **General Central Area Policies of the Official Plan s.4.3.2**

#### **The Concept of “Central Place” Functions is Introduced**

The Central Area is described as Peterborough’s “traditional centre”. It consists of 2 parts: the “downtown core” and “other central lands.” The Central Area accommodates the **largest** and **most diverse** concentrations of “**central place**” functions in the City including:

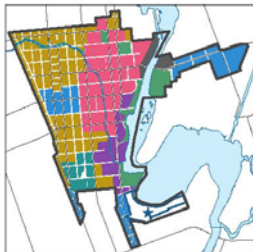
- Retail
- Office
- Service
- Entertainment and other commercial uses
- Governmental
- Institutional
- Residential and
- Community activities

Retail uses are a significant component including comparison shopping, specialty outlets, and more localized commercial facilities related to nearby residents and downtown workers.

The retail, service and other facilities are **collectively** the most significant provision of “specialized and higher-order functions” serving the region.

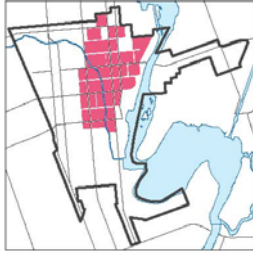
Industrial uses are described as **desirable** and **contributing** and the City will encourage their ongoing viability.

### **Sub-Area Policies**



The Central Area is comprised of 7 sub-areas. The sub-area policies provide **general** direction regarding development in each sub-area, **however**, provided development conforms to the general Central Area policies, it may be permitted **without** amendment to the Official Plan.

**Sub-Area 1:  
Commercial Core  
Area**



George Street

The focus of the Commercial Core Area is the major concentration of retail, office, entertainment and service commercial along major streets.

Development should reinforce a main street setting and a pedestrian shopping area by adhering to the following:

- Maintenance of continuous at-grade retail, with office and residential above
- Preservation of buildings and facades
- Improved pedestrian linkages, particularly to parking and open space
- Design of sites abutting Jackson Creek recognizing and enhancing the site's relationship to the creek.

The City will continue to work with the DBIA and landowners to encourage upgrades to existing buildings utilizing such programs as a Community Improvement Plan.

The City will ensure that adequate financial resources are available to maintain and improve public facilities in the Core and Waterfront sub-areas to maintain a public image of **quality and cleanliness** in order to foster civic pride.

**Sub-Area 2:  
Waterfront  
Commercial Area**



The Waterfront Commercial Area has the same land use potential of the Commercial Core but it is a 'gateway' to the heart of the City. It is intended to **"celebrate arrival"**. The natural amenity of the Waterfront Commercial Area creates its own unique potential and tourist related activities.

All development, **whether existing or new**, should reinforce the gateway profile and relationship to the Waterfront by:

- High standards of building design, including respect for the openness of the area and views to the water
- Enhanced landscaping
- Strong pedestrian linkages to the waterfront

The City will encourage the redevelopment of Waterfront Commercial properties utilizing such programs as a Community Improvement Plan.

**Sub-Area 3:  
Business Districts**

Business Districts are clusters of commercial establishments with diverse ownerships and tenants along a major street. A business District is distinguished from Commercial Core and Waterfront Commercial areas by **built form** rather than land use. Generally uses are small-scale commercial establishments on less

(a)  
**Hunter Street East  
Business District**



intensively developed sites. There are four (4) Business Districts.

This Business District connects the Central Area to the Lift Lock / Trent Severn Waterway Area. The policies encourage the development of a commercial base that supports the area's tourism potential as well as the resident population. New uses will be carefully designed to ensure compatibility with existing development through the maintenance of existing setbacks and storefront orientation.

The Business District includes Time Square and the former Hospital campus. Both properties have unique potential for residential, office, institutional, cultural and/or recreational uses as well as retail and service commercial. The use of both properties will be predominantly residential and office and development must be compatible with the Lift Lock area.

(b)  
**Charlotte Street  
West Business  
District**



This Business District forms an extension of the Commercial Core but with a unique character. Development should reinforce it as a **separate, pedestrian, small-scale** Business District adhering to the following:

- Uses that generate pedestrian traffic (especially retail) should be located at grade
- Buildings should be designed to ensure continuity of facades and heights of buildings in vicinity
- Development on side streets must be compatible with adjacent residential uses and the retention of existing buildings is encouraged.
- The Business District is included in the streetscape program to reinforce its relationship to the Commercial Core and to recognize its gateway profile

(c)  
**Park Street  
Business District**



This District recognizes an established cluster of retail and service uses with **limited** infilling opportunity. The objective of the designation is to encourage investment in existing commercial properties to improve buildings and sites.

(d)  
**George Street South  
Business District**

The George Street South Business District recognizes an established cluster of retail, office and personal service uses connecting the Central Area to Lansdowne Street. The OP

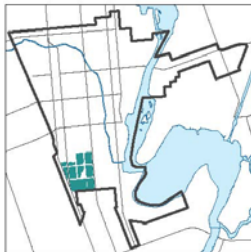




anticipates the redevelopment of a limited number of residential properties along George Street to establish a quality commercial corridor and “**gateway**”.

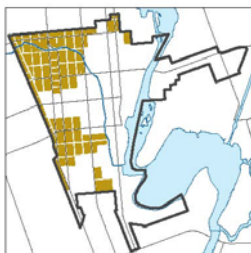
Development in the Business District will be compatible with adjacent residential uses and the zoning bylaw will establish a range of commercial uses that minimize land use conflicts and promote sound urban design. Retention of buildings is encouraged, but land assembly and redevelopment is permitted to promote comprehensive development and high urban design standards.

**Sub-Area 4:  
Industrial  
Conversion Area**



The Industrial Conversion Area recognizes a node of old predominantly single storey industrial buildings. The objective is to provide policy flexibility allowing industrial sites to be utilized for a wide variety of uses: retail, offices and studios, institutional and recreational, service commercial and service industrial uses. In particular, a specific policy objective is to provide locations for large floor plate retail uses that would have practical difficulties finding a main street presence.

**Sub-Area 5:  
Transitional Uses  
Area**



The Transitional Uses Area provides a transition between predominant commercial use of the Commercial Core Area and residential use typical of many stable neighbourhoods beyond the Central Area boundary. The designation recognizes that the area **already** exhibits a diversity of land uses co-existing and compatible with low density uses such as: special care homes, medium and high density residential, institutional uses, small-scale offices, convenience retail and service commercial. Additional development will occur, however, the majority of new uses will be high and medium density residential, office and studio uses, and home-based business activity operating under relaxed zoning regulations.



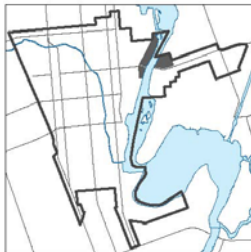
Transitional Uses at the edge of the Commercial Core and Waterfront Areas are permitted the greatest use flexibility including small-scale specialty retail and hospitality uses such as inns and restaurants.

Development proposals should be comprehensive and reinforce the following objectives:

- Minimize the impact on adjacent low density residential areas
- Provide pedestrian linkages with adjacent Business Districts, the Commercial Core, and Waterfront Areas wherever practical
- Design new buildings in a manner compatible with existing buildings
- Place traffic generators on arterial and collector streets
- Recognize natural amenities, particularly Jackson Creek and respect the creek as a public amenity and pedestrian corridor.

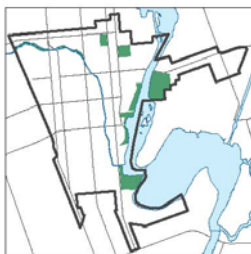
Prior to zoning sites for non-residential uses an urban design study may be required to ensure consistency on an area basis rather than individual sites.

**Sub-Area 6:  
Industrial Area**



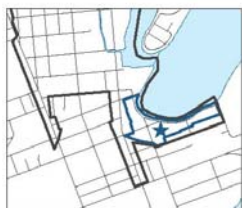
The Industrial Area designation recognizes the Quaker Oats plant and acknowledges that the facility is poised for significant investment and growth. The policy promotes the expansion of Quaker Oats in the interests of the downtown and community.

**Sub-Area 7:  
Open Space**



The availability of Open Space is a major asset and open space areas are to be ***maintained, enhanced and expanded*** wherever possible. The OP expresses the commitment to the Otonabee River Trail project. The Open Space designation supports a very diverse range of leisure, cultural and entertainment activities in addition to supporting tourism and will be developed to support such uses.

**Special Policy Area**



The Special Policy Area is physically part of the Central Area encompassing the south shore of Little Lake. The designation recognizes the potential of properties to support a growing tourism industry through the establishment of bed and breakfast businesses, inns, cafés, tearooms and boutique retail venues.

Prior to any zoning being granted for the opportunity noted above, the City ***will*** undertake a detailed planning analysis, ***adopted by Council***, addressing:

- Need, and the short term and long term geographical limits of the opportunity.
- Urban design standards for high aesthetics, sensitivity to abutting uses, tourism potential.
- Public infrastructure to support the opportunity, including the Otonabee River Trail, lighting and parking.

***Bonusing:***

The Official Plan identifies the bonusing potential (increased height and density) of Central Area development for the provision of the following:

- Preservation of existing buildings, particularly those of historic or architectural significance
- Improvements to the shoreline of the Otonabee River, Little Lake or Jackson Creek and/or the provision of linkages between the shorelines and the Central Area.
- Incorporation of a major regional facility
- Provision of underground parking
- Promotion of housing intensification or the provision of affordable housing
- Provision of on-site open space and/or recreation facilities

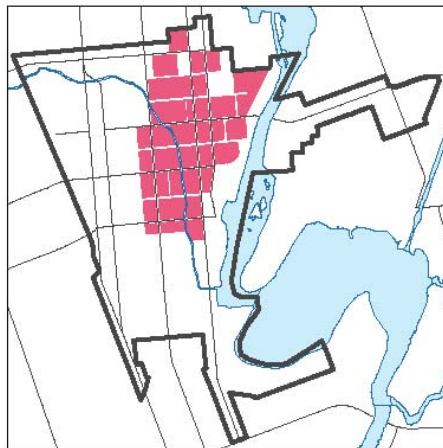
***Parking:***

The policies recognize the provision of cash-in-lieu of parking as a viable option through out the Central Area.

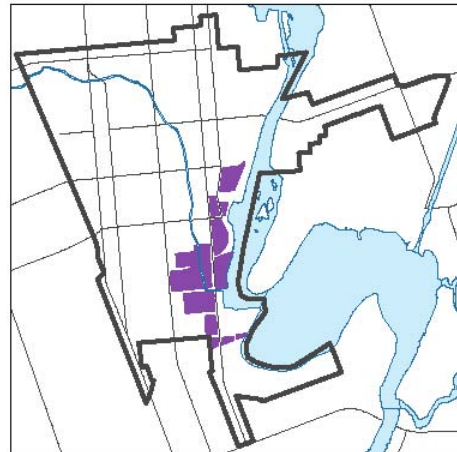
***Design Guidelines:***

The City will continue to rely on site and building design guidelines developed for the Central Area.

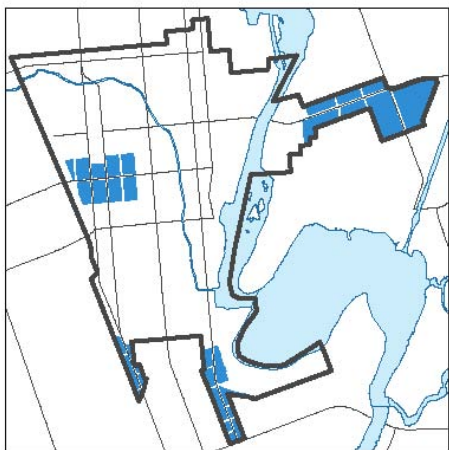
***The Seven Sub-areas of the Central Area at A Glance.***



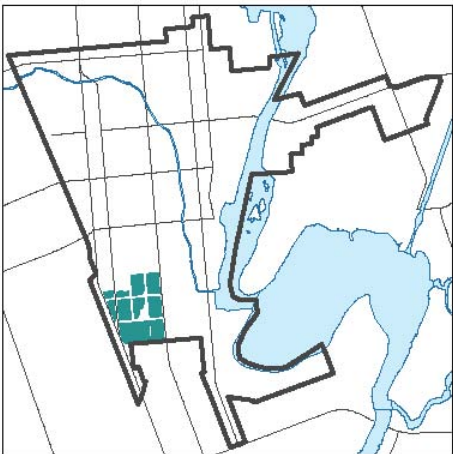
**Commercial Core Sub-area**



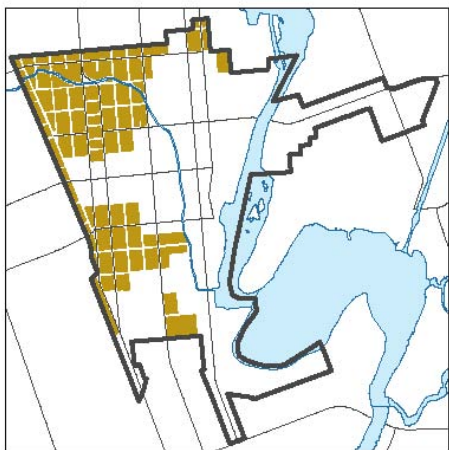
**Waterfront Commercial Sub-area**



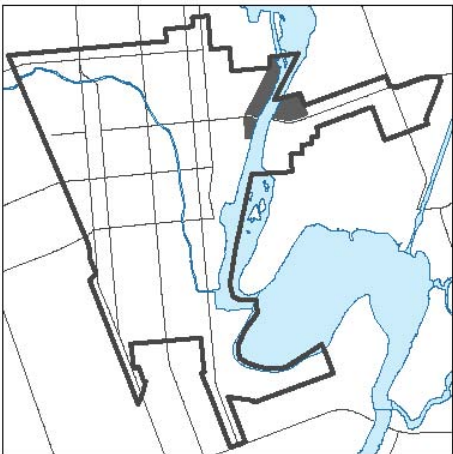
**Business Districts**



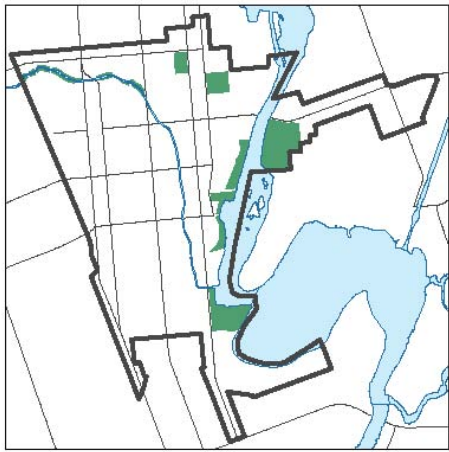
**Industrial Conversion Sub-area**



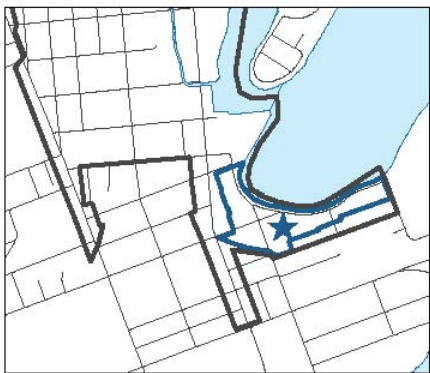
**Transitional Uses Sub-area**



**Industrial Sub-area**



**Open Space Sub-area**



**Special Policy Area**



# Chapter 4

## **Central Area Master Plan Update: Provincial Policy and Places to Grow**

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In June of 2006 the Province released the Growth Plan for the Greater Golden Horseshoe. All municipalities within the Growth Plan are required to bring local Official Plans into conformity with the Growth Plan by June of 2009.

The Growth Plan impacts Peterborough in 2 fundamental ways. The entire municipality falls within the coverage of the Growth Plan and thus all policy statements concerning growth management, intensification, transportation, employment and such are as applicable to Peterborough as they are to the balance of the Greater Golden Horseshoe. Urban centres will be characterized by vibrant and more compact settlement and development patterns.

Secondly, Downtown Peterborough is identified as an Urban Growth Centre, the only such centre in the 'Outer Ring' east of Barrie. As an Urban Growth Centre Downtown Peterborough is expected to contribute to the Province's strategy to revitalize downtowns, not only by accommodating additional people and jobs but also by becoming meeting places, locations for cultural facilities, public institutions, major services and transit hubs.



**Places to Grow:  
Downtown  
Peterborough  
Urban Growth  
Centre**

Since the release of the Growth Plan the Province has worked with the City to determine the approximate size and location of "**Downtown Peterborough**" and it will now fall to the City to reflect the boundary in the Official Plan. The delineation of the boundary of the Urban Growth Centre is of great importance as from this point forward the City must progressively plan the density of Downtown Peterborough so that it can achieve an intensity of 150 residents and jobs combined per hectare by 2031. Through a collaborative research effort between City and Provincial staff, it has been determined that the present density of **Downtown Peterborough** is approximately 100 residents and jobs combined per hectare. The Province has the ability to monitor growth indicators within Downtown Peterborough and thus the City's progress on Growth Plan conformity will be both expected and rewarded.



**Commercial Core**



**Waterfront Commercial**

For Growth Plan purposes the boundary of Downtown Peterborough is considered to be generally consisting of the Commercial Core and Waterfront Commercial Sub-Areas of the larger Central Area. To match the boundary of the Central Area, as defined by the Official Plan, for Growth Plan purposes would have imposed a development intensity expectation over such a broad area that would be inconsistent with community values at this point in time.

In addition to the achievement of density targets in **Downtown Peterborough** by 2031, Places to Grow establishes three principles for planning:

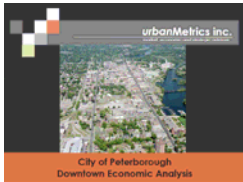
- Downtown will be planned as a focal area for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses,
- Downtown will be planned to accommodate and support major transit infrastructure, and
- Downtown will be planned to accommodate a significant share of population and employment growth.



# Chapter 5

## **Central Area Master Plan Update: Downtown Economic Analysis**

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**Downtown  
Economic Analysis  
by Urban Metrics,  
March 2008**

### **Causes of Downtown Decline**

In March of 2008 the City released the **Downtown Economic Analysis (DEA)** to provide supporting documentation for the Central Area Master Plan Update. The **DEA** provides an economic profile of Peterborough's downtown based on Peterborough-specific research coupled with the insight of an experienced and independent consultant.

The completion of the **DEA** was assisted by an active consultation program undertaken in the fall of 2007 involving a broad spectrum of Downtown stakeholders. The **DEA** itself is not an expression of municipal policy but rather a research document containing a suite of recommendations to promote the ongoing health of the Downtown.

The **DEA** provides a solid basis for the development of municipal land use policy and enhancement strategies. Accordingly it serves as an important input to the Central Area Master Plan Update process.

The **DEA** provides a number of helpful reminders of the extraordinary pressure being placed on all Downtowns over an extended period of time and are considered to be the primary causes of Downtown decline. To varying degrees the causes are part of the Peterborough experience.

- The natural outward flow of urban growth and commercial assessment. As cities grow outwards alternative nodes of commercial activity intercept traditional downtown shoppers.
- Higher development and land assembly costs in the downtown coupled with the operational challenges, such as goods movement and space requirements, of many commercial users.
- Apathy towards the downtown by the suburban generation with no historic association with the downtown.

**Critical Success Factors**

- The retreat and consolidation of the department store sector.
- Public sector approaches to Downtown renewal in the 70's aimed at mega-projects without sustainable market support.
- Lack of residential growth in and adjacent to downtown.
- The concentration of marginalized population groups in the downtown.
- The costs of congestion in an environment unable to cope with large traffic volumes.

Going forward, the challenge for Peterborough is to recognize the pressure points and to plan accordingly.

Just as there are universal challenges to downtown vitality, there are critical success factors. The **DEA** identifies eight (8) such factors:

- Attracting new retail customers to the Downtown requires a critical mass of retailers (not necessarily a major retail anchor).
- Access to multiple markets (workers, residents, tourists, regional population, students).
- A differentiated shopping experience.
- Civic commitment to solidify public confidence.
- Entertainment and recreation.
- A large residential population in proximity.
- Tourists, who add an additional market and animate the downtown.
- A well-managed and funded downtown merchants association.

**Recommendations**

The **DEA** provides 14 recommendations to enhance the economic health of the downtown.

**1. Residential Intensification**

**Introduce policies and programs to encourage residential intensification in and around the downtown core.**

Residential development in the downtown and close to the downtown creates a stable and reliable market for the downtown that is less influenced by broader economic trends and more influenced by proximity. Building the population base is good





Rivulet Court by  
AON



## 2. Major Office and Government Sector



MNR Main Office

## 3. Retail Function



Downtown Retail



Interior: Wild Rock  
Outfitters

## 4. Institutional and Academic Hub

economics. Provincial planning policy, as detailed in Chapter 4, encourages intensification – an increase in jobs and employment in urban growth centres. The **DEA** recommends that the City not only promote intensification in the 'growth centre' delineation identified by the Province for density calculation purposes but also throughout the balance of the Central Area to grow the population base which sees the downtown as its logical shopping district of choice.

## Protect Downtown Peterborough as the major office and government centre.

The **DEA** recommends that the Downtown continue to be designated as the location for major office and government functions and that investment in government facilities be directed to the downtown area, particularly the area identified by the Province as the Urban Growth Centre.

## Protect against the further erosion of the downtown retail function.

While the retail function of the downtown is performing well the **DEA** cites the new competition from peripheral retail development as a potential threat. Further, given that a healthy retail sector is important to the multi-functional nature of a vibrant Downtown, it is important to ensure that retail growth outside the downtown core be proportional to population growth outside the core, thereby reserving retail expansion opportunity in the downtown to support downtown population growth. In this way:

- Downtown will maintain its current strength as a retail centre,
- Downtown growth targets in Places to Grow will be supported by Downtown retail expansion, and
- The downtown retail offering will be broadened so that it also has consumer appeal across the entire City.

## Explore opportunities to establish an institutional and academic hub in the Central Area.

Downtown Peterborough has developed into a strong centre for



Art Gallery

government institutions such as MNR and other provincial ministries, City Hall, the County Courthouse and County Administration Centre, the Provincial Courthouse and the Federal Canada Revenue Agency.

In addition to encouraging additional institutional development, the **DEA** encourages the exploration of partnerships with Trent University and Fleming College for the establishment of satellite campuses in the Central Area. The **DEA** cites successful partnerships in cities such as Cambridge and Brantford where institutional development has stimulated economic, social and cultural development. Peterborough is unique for its size to already enjoy the community presence of two major post secondary institutions where the comparison cities had neither. The Central Area therefore may provide a unique environment for the delivery of specialized programs in satellite environments where there already exists clusters of supportive activities or facilities, such as performance venues, galleries, social and human service agencies.

5.  
**Cultural and  
Entertainment  
Centre**



Galaxy Cinema

**Promote the Core for cultural and entertainment uses.**

Showplace, Market Hall and Galaxy Cinemas are noted as being within close proximity to each other and form the nucleus of a Downtown entertainment cluster. Other cultural venues, however, such as the Canadian Canoe Museum, The Centennial Museum and to a lesser degree that Art Gallery, while within reach of the commercial core, are dispersed and do not readily contribute to the entertainment cluster. The **DEA** promotes two strategies to deal with the dispersed nature of cultural and entertainment venues:

- Where distance is not too onerous, it may be feasible to link dispersed venues with entertainment corridors such as dining and tourist retail and services.
- As a longer-term strategy, effort should be made to attract the dispersed cultural uses to the core such as the Centennial Museum, the Canadian Canoe Museum and the Farmers Market.

The **DEA** recommends that the Official Plan continue to regard cultural and entertainment activities as priority functions of the Downtown.

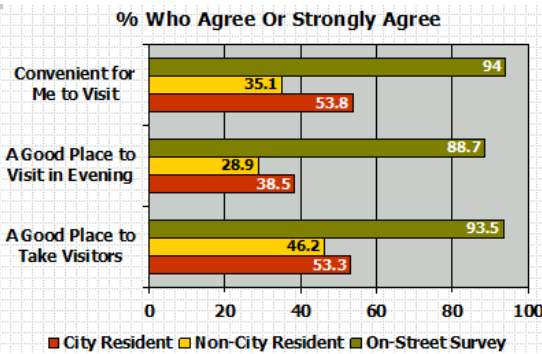
6.  
**Downtown Brand**

**Develop a downtown brand.**

The research phase of the **DEA** clearly painted a picture where



local and area citizens are not well informed about all that the Downtown had to offer, as well as the functional characteristics of the downtown, such as parking supply and public safety. This is in dramatic contrast to those residents who frequent the downtown on a regular basis and whose perceptions are developed by actual experience.



The **DEA** recommends that it is time to revisit the message and to develop a new brand which focuses on the positive attributes of downtown that are not replicated in malls or big box stores. The **DEA** notes, however that the brand must be actualized

and further that there must be a commitment to realize the brand by both the municipality and the downtown business sector.

## 7. Traffic Circulation



One-way:  
George Street



Two-way:  
Charlotte Street

## Review Traffic Circulation in the Central Area

The **DEA** notes that, through the Downtown consultations, there is still a diverging opinion on the matter of two-way verses one-way streets in the downtown. The generally held argument in support of two-way streets is that the slowing of traffic and the ability for the driver to take note of the shopping opportunity is more conducive to an enjoyable pedestrian experience. The defence of the one-way street system is typically based on the ability to move traffic, particularly where there are limited opportunities for the reassignment of that lost capacity. The **DEA** recommends that this matter be addressed once and for all through the Transportation Master Plan Update

## 8. Enhance Accessibility



Millennium Walk

## Enhance accessibility for pedestrians and cyclists

Places to Grow and the local strategies to ensure downtown density targets are met will invariably lead to more people enjoying the street level and more movement throughout the downtown. In conjunction with an intensification program the **DEA** recommends that the city review the accessibility characteristics of the downtown for pedestrians and cyclists. This would include improved access to the waterfront, mid-block pedestrian crossings, bike racks and priority to downtown snow bank removal.



9.  
**A Place for Seniors  
and Families**



Chiasson Children's  
Pond

**Establish a strategy to make Downtown inviting for seniors  
and families**

The **DEA** cites 2 population groups that most downtowns do not do enough to accommodate. The seniors market is expected to grow significantly and therefore it will be important for the downtown to capture this share of the market. Doing so will also serve the tourist market. Elements that are important to this market sector include:

- Ease of mobility: reduced traffic flow, friendly pedestrian crossings, highly visible signage, rest areas, and wide sidewalks.
- Safety and the perception of safety
- Services attractive to seniors: health services, recreation and leisure facilities, waterfront trails and cultural attractions
- Retiree and pre-retiree housing

Similarly, downtowns are generally not 'family friendly'. Families commonly hold the same mobility and safety concerns as held by seniors.

Downtowns typically have little to offer children and therefore, with the exception of special events, there are few reasons for a family to frequent downtown. The **DEA** recommends that special consideration be given to the inclusion of activities and facilities geared to children in the planning and development process, including purpose-built play areas, children's attractions such as a children's museum, little peoples theatre and children oriented retailers and services.

10.  
**Tourism Strategy**



The Boathouse:  
Millennium Park

**Initiate a downtown tourism development strategy**

Successful downtowns are also tourism centres. Downtown Peterborough has several tourism venues such as the Marina, Del Cray Park, The Festival of Lights, the Art Gallery and Millennium Park as well as a wide range of restaurants and galleries attractive

	Aug.	Sept.	Ave.
Permanent Resident	75.0%	66.3%	70.7%
Just Passing Through	8.7%	3.4%	6.0%
Visiting with Friends	5.0%	6.4%	5.7%
University or College Student	0.7%	20.2%	10.4%
Seasonal Resident	9.5%	2.3%	6.0%
Tourist	1.0%	1.4%	1.2%

to tourists. The **DEA** concludes however, that the Downtown does not have a sufficient mass of attractions and therefore extra effort needs to be applied to build the tourist product inventory.

The research phase of the



**DEA** included 2 on-street surveys to understand who was on the Downtown streets in August (prime tourist season) and in September (back to school). The survey results showed a virtual absence of any tourist presence reinforcing the conclusion that Downtown Peterborough lacks a sufficient tourism product inventory and/or an effective downtown-specific tourism development strategy. The flip side of the findings however, is a great opportunity.

The **DEA**, based on stakeholder input, identifies the loss of the regional tourist centre from the downtown as a loss in the downtown's ability to host tourists that would be seeking information about downtown tourism opportunities. To restore the hosting or receiving of tourists, the **DEA** recommends a collaboration between the City and organizations to open a satellite Tourism office in the downtown during the prime summer season. The success of this endeavour is contingent upon the development of a detailed tourism strategy involving the downtown.

**11.  
Urban Design  
Guidelines**



*Hunter Street:  
Café District*

**Develop Downtown urban design guidelines**

For the past 18 years development in the Downtown has been shaped by the City's Site and Building Design Guidelines; a planning document originating from the 1991 Downtown Master Plan. The **DEA** recommends that the guidelines be refreshed and that the overall development approval process be reviewed to take into account legislative changes and new planning tools now available.

**12.  
Monitoring Report**

**Develop a monitoring report for downtown.**

The **DEA** presents for consideration, a series of performance measures that should be compiled into an Annual Monitoring Report. The objective of the report would be provide a year-to-year snap shot of the "State of the Downtown" and permit an analysis of trends to identify strengths and weaknesses. The monitoring program would permit the City to take a strategic approach to future policy formation and funding priorities.

**13.  
Community  
Improvement Plan**

**Designate a Community Improvement Plan (CIP) Area**

The Planning Act enables municipalities to develop Community Improvement Plans to give focused priority to the renewal of a 'community' where it is deemed to be in the public interest. The process of completing a CIP establishes the public interest

objectives and grants a municipality extraordinary powers to proactively pursue the objectives including the investment of public funds in privately held lands and buildings. The City has utilized the CIP authority in the past, largely to access Provincial funding for the renewal of infrastructure, particularly in the Downtown.

The **DEA** recommends that a CIP be prepared for the entire Central Area and that it be used to specifically secure the authority for the City to roll out a number of incentive programs to stimulate the renewal of property and buildings in the Central Area.

#### 14. Incentive Programs



*Former YMCA:  
Sold by the City for  
\$1.00 to preserve the  
building*

#### **Establish a Downtown development incentive program**

The **DEA** recommends that consideration be given to the following incentive programs in Downtown Peterborough:

- A Redevelopment Tax Rebate Program where grants would be given to offset increases in municipal property taxes attributable to the increase in assessed value after redevelopment. Often these programs are time limited where the new tax burden by a property owner as a result of improving the property is gradually increased over a period of years. Often the total amount of the grant equates to a specific cost of development, such as the cost to remediate a contaminated site.
- A Planning and Development Fees Rebate Program
- A Study Grant Program where municipal grants might be used to cover special investigations, such as archaeological studies and servicing studies, that would otherwise be borne by a development proponent.
- A Façade Improvement Grant Program to promote the sensitive redesign of building exteriors
- A Residential Loan/Grant Program to improve existing residential properties
- Upper Storey Renovation Program to encourage the redevelopment of under utilized upper floors.
- Commercial Loan/Grant Program to improve existing commercial properties

# Chapter 6

## **Central Area Master Plan Update: Strategic Downtown Parking Management Study**

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### ***The Recent History***

In 2007 the City released the **Strategic Downtown Parking Management Study**, prepared by IBI Group. This study was a comprehensive review of a Parking Management Strategy developed in the early 90's and updated shortly thereafter to account for the expected parking demands associated with the relocation of the Main Office of the Ministry of Natural Resources to downtown Peterborough.



*King Street Parkade*



*Chambers Lot  
Landscaping*

The MNR relocation resulted in the construction of the King Street Parkade with 628 public parking spaces in a 3 level structure. The Parkade site was previously a surface parking lot with approximately 200 spaces. The MNR relocation brought 500 new employees to the Downtown and the new Main Office displaced a privately owned, 300 stall surface parking owned and operated by Peterborough Square. Coincident with the construction of the King Street Parkade, the City assembled a number of properties in the George Street/Wolfe Street area for long range parking considerations. A portion of the land assembly has since been developed as a 95 space public parking lot, geared for long-term parkers, known as the Rehill Lot.

In contrast to the aggressive parking expansion program approximately 10 years ago, the past 10 years have seen only modest expansions of the on-street parking inventory and cosmetic and functional upgrades of the off-street parking inventory.

### ***A Good Parking System is all About Balance***

An effective parking management system is essential to the health of Downtown. The system is a delicate balance between pricing, supply, demand, location and enforcement. Often there is the perception that every downtown has insufficient parking and what exists is never close enough to suit the user or is too expensive. In practice however this is rarely the case.

### ***Short-term and Long-term Parking***

The **IBI Report**, based on consultations with downtown stakeholders, has concluded that the current parking system



Hunter Street Café District

operates “fairly well overall”. The exception is Hunter Street where the successful café district project has induced new parking demands with no new parking supply. The other area of concern is the ever-present tension between short-term customer parking and long-term proprietor and employee parking. The peak demand periods for both groups of users coincide with each other, however, the long-term parkers usually arrive before the customers. This often results in the situation where the best parking is already occupied by the time the retail customer arrives; hence the perception that there is insufficient convenient parking. The **IBI Report** recommends a pricing structure that reflects that on-street parking is the premium parking and accordingly it is priced to make on-street parking less attractive financially to long-term parkers. The pricing adjustment has since been implemented.

The **IBI Report** found the parking requirements for Downtown development in the Zoning By-law to be appropriate and reflective of industry norms. The Report noted that the pace of development did not generate significant cash-in-lieu of parking revenues and therefore this should not be relied on as an essential funding stream for the parking program.

#### **Creating Capacity through Pricing Practices**

To provide additional capacity in the parking system, the City can build more parking or free up some of the existing capacity by making other forms of transportation more cost-effective to the point they are seen by the consumer as bona fide alternatives. In this respect the **IBI Report** recommended that the price of long-term parking be increased so as to at least match the price of an adult monthly transit pass. This measure has since been implemented.

#### **Parking Supply**

In total there are 3,381 parking spaces in the downtown. The City owns and controls 1,628 off-street parking spaces and 516 metered on-street stalls for a total of 2,144 spaces or 63% of the inventory. The balance of the inventory is privately owned; 957 spaces are accessible to the public and only 280 are privately owned and dedicated.

#### **Parking Utilization**

The **IBI Report** indicates that the off-street parking supply is, on average, 70% utilized during the weekdays. The King Street and Simcoe Street Parkades both operate at a utilization rate of approximately 75%. The centre of highest on-street parking demand was found to occur at the intersection of Water Street and Simcoe Street. The second highest centre of on-street demand occurs at the intersection of Charlotte Street and Rubidag Street. In

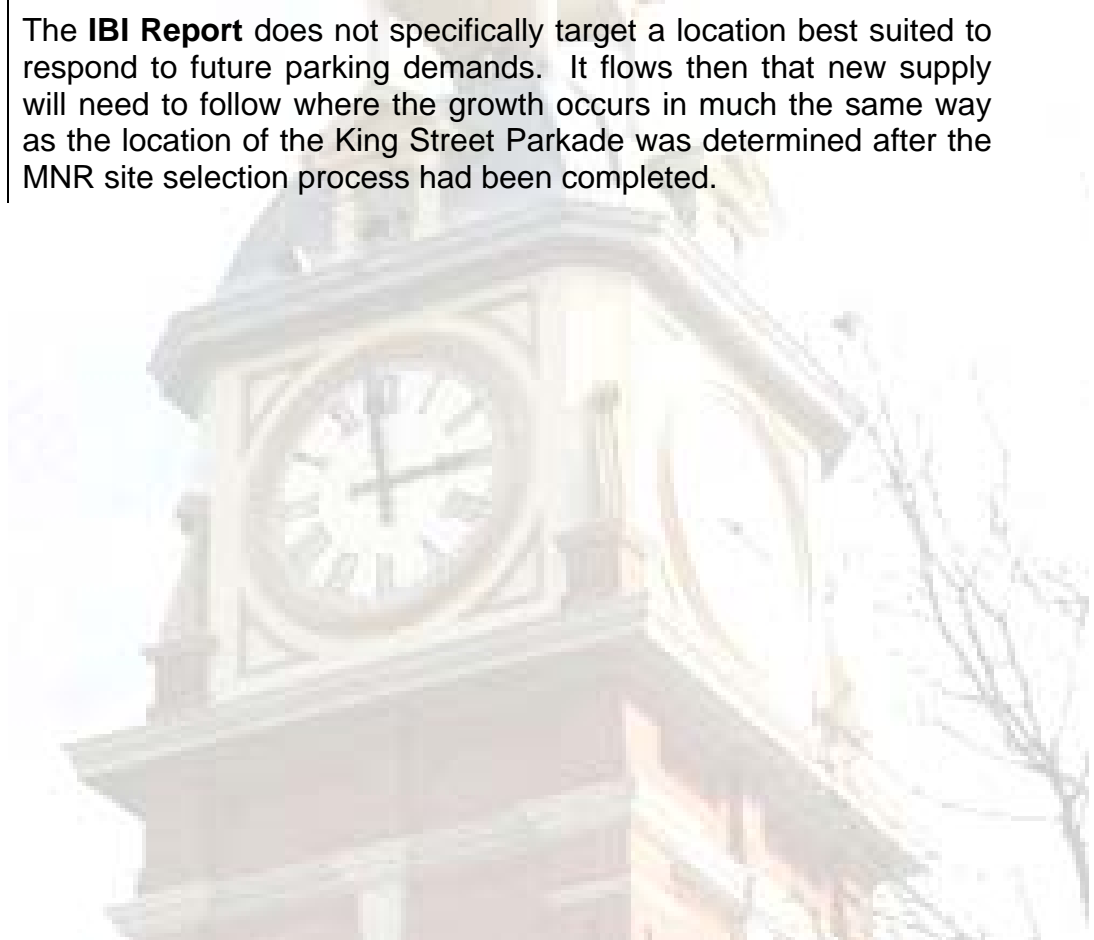


both cases demand decreases with distance from those intersections. The **IBI Report** found that the turnover of on-street parking is high with an overall average of 5 vehicles using each parking space during the day.

***Future Needs***

The **IBI Report** has concluded that the municipal parking supply, both on-street and off-street, is generally operating **below** capacity in the Downtown. The report recommends that all new development and redevelopment continue to provide parking in accordance with the Zoning By-law. However, as the goal of a successful parking management system is to reinforce a successful downtown, it can be expected that growth will also bring new retail, tourist and general business traffic. To protect for future demands the City should assume that a growth in supply of some 500-700 parking spaces could be warranted over the next 5-10 years. This new supply will be borne by both the municipal and private sectors and includes privately owned spaces required by the Zoning By-law for new growth. The IBI Report does caution that development sites are often surface parking lots and so the development of these sites places even greater stress on the parking system. Therefore, the City must attempt to maintain equilibrium in the downtown parking supply by ensuring that a large-scale loss of supply is replaced.

The **IBI Report** does not specifically target a location best suited to respond to future parking demands. It flows then that new supply will need to follow where the growth occurs in much the same way as the location of the King Street Parkade was determined after the MNR site selection process had been completed.



# Chapter 7

## **Central Area Master Plan Update: Vision 2010 – Recreation, Parks and Culture**

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In May of 2008, City Council adopted **Vision 2010 Strategy Plan Update** as a planning guide for the future development of Recreation, Parks and Culture for the period 2008-2018. While the Plan is intended to express a citywide vision for Recreation, Parks and Culture, there is a unique focus on Downtown Peterborough. This is due to the obvious connection between the rich history of the place and the reality that the downtown is where diverse recreational and cultural pursuits thrive. **Vision 2010** makes an important contribution to the Central Area Master Plan planning process given the breadth of its scope and the inclusive process that was utilized to generate its conclusions. The relevant findings are summarized as follows:

### **1. Build on Downtown's Strengths**



*Peterborough  
Marina*

### **2. A Festival and Events Venue**



### **Develop and promote the heritage, cultural, recreational and tourism aspects of the downtown**

- profile the waterfront
- build on the advantages of a historical downtown with a waterfront
- increase the partnerships with the artistic and cultural community
- develop a strategy to encourage businesses that support cultural activities and special events
- promote the need to improve physical accessibility

### **Attract, support and co-ordinate festivals, special events, tournaments and multi-sport events**

- Summer Festival of Lights
- Jazz Festival
- Rib Fest
- Arts and Crafts Festival
- Street Parties
- Dragon Boat Races

**3.**  
**Meet the Needs of Youth**

**Develop/enhance programming for youth in the downtown**

- the location must be central and provide a sense of security
- program variety is necessary to meet the diverse needs of youth

**4.**  
**Positive Response to Graffiti**

**Address the issues of graffiti in a creative way**

- engage partners such as the arts community to develop a creative strategy and location for street art and public art
- encourage youth to be part of the strategy

**Integrating the Vision with the Master Plan**

There is considerable harmony between these downtown specific needs in the **Vision 2010** report and the recommendations of the **DEA** outlined in Chapter 5. The harmony speaks to an opportunity that should find a policy basis in the update of the Central Area Master Plan.



*Otonabee River Trail*

The appendices of the **Vision 2010** report contain many Downtown specific needs or issues that can be attributed to stakeholder interests. For example, the Youth Agency Representatives consider downtown safety to be of real significance and encourage the upgrading of streetscapes and lighting as practical corrective measures. The Arts, Culture and Heritage Board acknowledged the success of the restaurant/café district and how it is now providing a focal point to showcase artists and their work. In addition the Board cites the need to focus on the Waterfront Development and the desirability of bringing the Canadian Canoe Museum to the downtown waterfront. There was strong support for a municipal commitment to assisting the downtown to succeed. Arts and Culture Representatives commend the community achievement of Millennium Park but cite the need to better connect it to the downtown. There was strong support expressed for continuing the development of Downtown as a pedestrian-friendly environment encouraged by animated window displays to promote the community's heritage, safe places to walk, unique places to shop, and restaurants along the river.

# Chapter 8

## **Central Area Master Plan Update: The Form and Substance of a New Master Plan**

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### **Relationship of the Master Plan to the Official Plan**

The Central Area Master Plan is intended to complement the Commercial Land Use policies of the Official Plan, not to duplicate them, or worse, conflict with them. The Master Plan is a planning strategy that adds policy depth and clarity to the direction for the Central Area already prescribed in the Official Plan. The Master Plan must conform to the Official Plan. Fundamental shifts in policy direction are not set by the Master Plan; rather these shifts are captured in a Commercial Policy Review or a more comprehensive Official Plan Update. The City has initiated an Official Plan review in accordance with the expectations of the Planning Act. A conclusion of that review may be that the Commercial Policies require updating. Further, the City is in the midst of developing a local policy response to the Province's "**Places to Grow**" plan and it is very likely that amendments to certain land use policies pertaining to the Central Area will be required to achieve Growth Plan conformity. The Growth Plan conformity exercise is on target to be completed by July 2009.

The existing Master Plan is a product of the previous Commercial Policy regime. The Master Plan defined the Central Area planning strategies by specific **themes** such as Urban Form, Parking and Streetscape Design. This was an acceptable approach as most of the designated "downtown" area was rather homogeneous in character. For example, good urban design principles were uniformly applied to all sub-areas of the Regional Centre/CBD (the Downtown) because the sub-areas were largely commercial areas rather than residential neighbourhoods, and evolving industrial areas. The existing Master Plan required the preparation of several distinct **implementation strategies**. For the most part, these strategies were developed and implemented with considerable success, as outlined in Chapter 2. Many of those implementation strategies are as relevant today as they were in 1991 and, subject to review and modernization, should continue to guide the City's investment strategies in infrastructure and incentives.



***The Existing Commercial Policies of the OP have a level of detail akin to a Master Plan***

The current Commercial Policy regime covering the Central Area, in addition to encompassing a much broader geographic area, is really a hybrid of the traditional approach to commercial planning and a Master Plan. The commercial policies express an overall vision for the Central Area but also detailed objectives for each of the seven (7) sub-areas plus the Special Policy Area. As an example, the Commercial Policies for the Hunter Street East Business District recognize that the Time Square and former Hospital campus have unique land use potential for residential, office, institutional, cultural and/or recreational uses as well as retail and service commercial. Further, the Official Plan requires that the development of both properties be compatible with the Lift Lock area. The policies not only provide a vision for a mixed-use development but the policy is property-specific. This is a level of detail not utilized in the previous policy regime and thus the new commercial land use policies of the Official Plan policies already contain a level of detail that a Master Plan may have attempted to capture.

***The New Master Plan should be action oriented and identify specific strategies***



In view of the foregoing, the Central Area Master Plan Update should not be modelled after its predecessor but rather be focused on the identification of specific strategies that will assist the Central Area achieve its full potential during this planning horizon. It will be appropriate to articulate certain strategies as municipal priorities suitable for inclusion in the Official Plan. Some strategies may be more pertinent to organizations and agencies and thus may not be appropriate in the language of municipal policy. Some strategies may represent the continuation of existing programs and are already enshrined in the business practices of the municipality.

# Chapter 9

## **Central Area Master Plan Update: Recommended Master Plan Strategies**

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### **1. Pre-zone the Central Area to implement the Official Plan**

#### **Fulfill the full opportunity envisioned by the Official Plan by comprehensively pre-zoning all properties in the Central Area.**

An Official Plan establishes broad policy direction. The Zoning By-law implements the Official Plan and property cannot be rezoned to uses contrary to the intent of the Official Plan. There is the valid expectation that once designated in the Official Plan for a range of uses that property will be, in time, rezoned in a manner to implement the OP. The Central Area and a great deal of the City retains the zoning placed on property in 1972. In the intervening years, the City has completed two (2) major commercial policy reviews – OPA 57 in 1988-1990 and OPA 111 in 2000. Aside from site-specific rezonings in the Central Area in response to development applications, there has not been a comprehensive attempt to assign zoning rights to property that implement the permissions contemplated by the Official Plan.

The consequence is that each development application must proceed on its own merits and be subjected to specific land use scrutiny that often leads to delays in process, the application of inconsistent conditions of development and unnecessary hurdles that would otherwise hold limited merit if contested at the Ontario Municipal Board.

A comprehensive application of zoning opportunity across the Central Area would largely overcome this impediment to the development approval process and place the Central Area in a competitive advantage over other areas of the City.

In 1996 the City completed an Industrial Policy review and concurrently rezoned all industrial property to new industrial zoning categories implementing the new Official Plan Policies. The same process was followed in 2000 with the adoption of new Open Space and Natural Areas policies. However, with the 2000 Commercial Policy Review there was only a limited application of concurrent zoning changes where there were site-specific applications in

waiting or strategic measures to realized new commercial opportunity, such as the Visitor Centre and Costco.

Pre-zoning land is a bold measure but a compelling demonstration of vision and confidence. It is the right thing to do. It will mean that successive councils will likely see a reduced number of planning applications and will surrender some site-specific 'control' in an effort to extend opportunity.

This process can be painstaking. Every effort must be made to ensure the public is not baffled by the generic approach to rezoning when property owners tend to best relate to the site-specific application down the street. However, if the Commercial Policies are to be relied upon this is a necessary and proper process.

**2.**  
***Planning at the***  
***Neighbourhood***  
***Level***

**Prepare neighbourhood plans for distinct residential areas in the Transitional Uses Sub-area.**

The growth expectations for residential neighbourhoods in the Transitional Uses Sub-area are high. Over time, the Transitional Uses Sub-area represents the logical and practical expansion of the downtown yet in the short to medium term these same neighbourhoods are worthy of planning measures to ensure the quality of life for current residents and the anticipated residential growth that will be required under the Places to Grow plan.

The need to look beyond the boundaries of a single site was proven with the recent application to permit residential units in the St. Peter's Elementary School property on Reid Street. In the end, the neighbourhood found comfort in the land use change when matters of importance to the broader neighbourhood were recognized and respected.

A neighbourhood plan really begins with a clear understanding of the realities of living in a particular neighbourhood. This is accomplished through discussions with a nucleus of concerned citizens who value what they have and can provide insightful comment on the stressors experienced. The process will be multi-divisional in scope. Certain neighbourhoods may struggle with non-resident on-street parking congestion or cut through traffic. Certain neighbourhoods may have building and property standards issues that become ongoing sources of blight. Still others may lack basic amenities such as safe outdoor play space.



*St. Peter's: Reid Street*

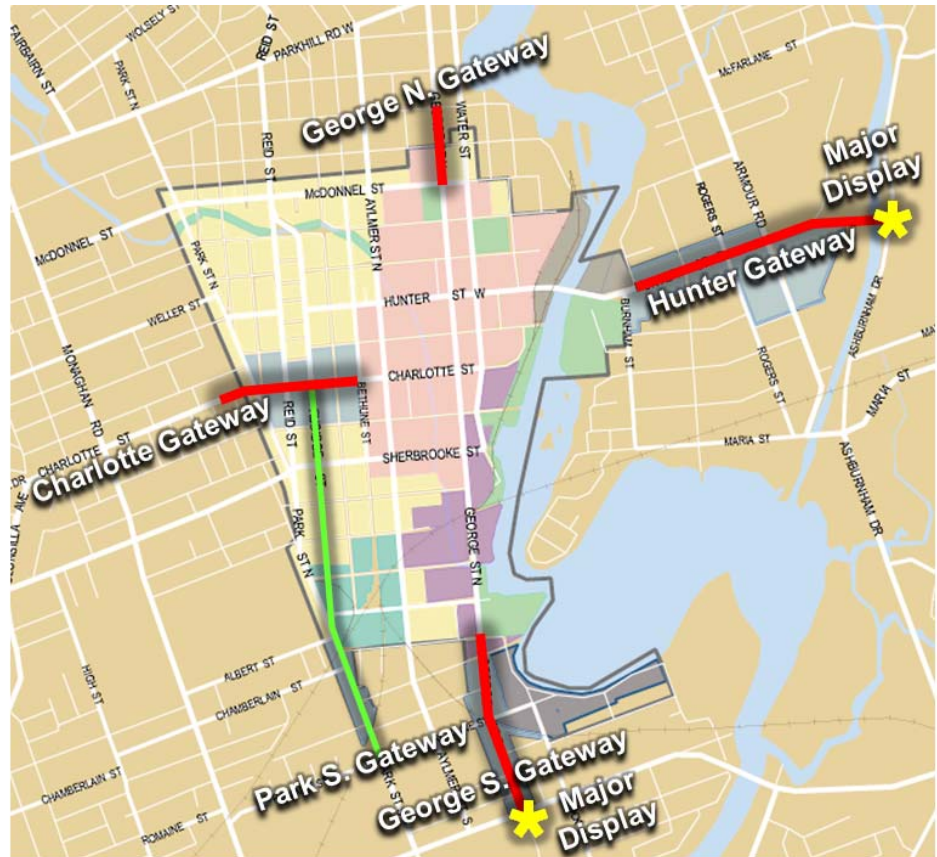


### 3. Celebrate Gateways

#### Celebrate the gateways to Downtown and acknowledge arrival.

Downtown Peterborough enjoys several gateways:

- From the south via George Street and Park Street.
- From the west via Charlotte Street.
- From the north via George Street
- From the East via Hunter Street



Decorative Lighting:  
George Street

There is, however, nothing that visually distinguishes these gateways from other city streets other than the abutting land use transitions from residential, highway commercial or open space to the commercial land use of a business district. It is this change in land use that serves as the only visual clue that the road leads to downtown. Within the commercial core itself and the Hunter Street East Business District there are unifying symbols that are distinctive to these locations. These visual symbols include a consistent approach to street tree plantings and landscaping, sidewalk treatments and lighting styles. In both cases, the local business associations have added to the visual identifiers through banners and seasonal decorations.



The gateways to downtown can be powerful statements of downtown's breadth and scope, and create a much stronger sense of place. Perhaps the most consistent and effective messaging can be achieved through a continuation of the lighting and banner program, together with tasteful signage. In other words, the hub of commercial activity in the downtown is already well distinguished through lighting, landscape and other visual elements. The key streets that get one to the downtown are understated, almost isolated from the Downtown itself.

Nowhere is this more apparent than the south end of George Street at Lansdowne Street. The intersection, in terms of visitor traffic, is likely the most important point of arrival to the Downtown. However, the north leg of the intersection provides no information that shouts "Downtown". In fact, it is quite likely that a visitor to Peterborough could drive past this crucial gateway unaware of the proximity of the Downtown and thereby miss it altogether.

This strategy of the Master Plan begins with an Urban Design Study to consider a range of options to visually connect the significant gateways to Downtown to the downtown itself and to propose appropriate location to announce arrival. Particular emphasis needs to be given to the George South Gateway at Lansdowne and the Hunter Gateway at Ashburnham Drive. The strategy also includes a signage program for downtown attractions.

The Master Plan also recommends that the Downtown undertake a re-branding exercise as a way to promote more positive public perceptions of the significance of Downtown. The ***Celebration of Gateways*** initiative is an important opportunity to convey the new Downtown brand.

4.  
Complete  
Otonabee River  
Trail Linkages to  
Downtown



**Give priority to the completion of the Otonabee River Trail connections to Downtown.**

The ongoing development of the Otonabee River Trail (OTR) is a foundational project in the City's enhancement strategy for Downtown. Accordingly, the project is enshrined in the Official Plan. Millennium Park, stretching from Simcoe Street to the foot of King Street, Millennium Walk and the Boat House were the signature elements of the Downtown leg of the OTR project. The City has since extended the OTR to the CPR bridge over the Otonabee River and it is expected that by the end of 2009 the missing link connecting the built trail to Del Crary Park will be in place.

The OTR Master Plan identified opportunities to provide strong connections between the built-up area of the downtown and the waterfront. However, due to financial constraints, the downtown entries have not been fully developed. Millennium Walk will always be the main point of entry. In addition to a secondary approach from Simcoe Street there are three (3) other priority connections:



***The foot of Charlotte Street opposite Princess Gardens.***

The Charlotte entry is partially completed within the park but it inadequately terminates at Charlotte Street. There is no sidewalk along the park frontage and no pedestrian crossing opportunity on Charlotte Street opposite Princess Gardens and Peterborough Square.



***The foot of Sherbrooke Street.***

The Sherbrooke entrance has high visibility as all traffic entering the commercial core from George Street, for a brief moment, directly faces the waterfront. Sherbrooke Street in this location is rather hostile to the pedestrian. There is no sidewalk along the park frontage. Resolving the entry may also involve rationalizing the priority currently given to traffic flow and the closure of Water Street as a public street south of Sherbrooke to permit a widening of the Park.



***George Street, at the CPR crossing.***

The George entry presently does not exist in a formal way, however there is a heavily worn path from George Street to the CPR Bridge. The entrance is key to connecting the Waterfront to downtown's main street and the only opportunity to do so. The City has secured sufficient property to create a generous linkage that also provides a safer separation between rail activity and pedestrians.

**5.  
A New Public  
Square**



*Cenotaph /  
Confederation Park*



*View of Clock Tower  
from Louis Street*

**Create a Public Square, a multi-purpose outdoor venue for gatherings and community celebrations.**

Where can the City hold a party? Great cities often have large public spaces that become the accepted and cherished venue for a community to gather in celebration. Toronto has Nathan Phillips Square. New York has Time Square. Ottawa has Parliament Hill.

Peterborough has several spaces that serve as gathering venues for specific special events. The Cenotaph is a respectful place, used for solemn and reflective ceremonies. Millennium Park is a place of quiet refuge where the community can gather in a natural park space beside the river. It has been used for music and arts festivals but its geometry and style of landscape development does not readily lend itself to large, intensive gatherings. It also has limited opportunity for use in winter conditions. Del Crary Park is an outstanding venue for the performing arts, however it too is a park and is situated just beyond the generally accepted heart of the City where there already exists the infrastructure to support large gatherings such as restaurants and parking. The City has used Downtown streets for short duration gatherings however the temporary nature of these venues do not establish an affinity to the space by the community nor is it practical to consider public streets as a long term venue without significant impact on adjoining properties.

This Master Plan strategy seeks to create a permanent Public Square in Downtown Peterborough for the benefit of the entire community. What is envisioned is a large, multi-purpose outdoor venue for gatherings and community celebrations.

The location that leads the list for consideration is the Louis Street Parking lot. It has the following attributes:

- It is municipally owned and can be expanded to include the north portion of the Louis Street road allowance.
- It is adjacent to the King Street Parkade.
- The parking lot today has a relatively low utilization rate and is in need of cosmetic upgrades for it to continue to be used for public parking.
- The site is large and the geometry is conducive to large gatherings.
- The location adds depth to the downtown by placing a traffic generator to the shoulder of George Street rather than to the length of George Street. A more compact downtown is preferable to a longer downtown.



- The location is within the view shed of Downtown's symbolic icon (the Clock Tower) and the site is important to the Charlotte Gateway.



A Public Square, designed to be multi-purpose, could be a Farmer's Market venue on Wednesday and Saturday mornings from Victoria Day to Thanksgiving. It could be a second or third stage for the Festival of Lights. It could be an overflow parking area in December and an outdoor skating rink in January and February. It could be a Rib-fest in July and summer arts and craft festival in August. It could be a New Year's countdown, a place for democracy to be heard and even a bench in the shade to eat a workday lunch.

It should be designed with park elements, including shade trees and benches. It should be designed as an urban space with lighting and durable surfaces. It needs to be cosmopolitan in flavour with colour, character and transformable spaces. It is a statement of civic pride and civic life.

An alternative location considered, though much smaller, is the open north-west corner of Peterborough Square, well situated adjacent to Market Hall, a historical gathering place in Downtown Peterborough.

This space has very urban edges being so central to the



commercial core. About 4 years ago a design exercise was undertaken to look at the adaptability of the Peterborough Square Court Yard as a home for an expanded Farmers Market currently occupying Charlotte Street on Wednesday mornings for 6 months of the year. The owner's of Peterborough Square however have advised that the open corner is now being actively considered for another purpose. Therefore it is no longer a candidate location for the Public Square.



This Master Plan strategy requires the preparation of a feasibility study and urban design study as a prelude to implementation. There is a need to investigate more fully the potential Public uses through discussion with the broader community in order to program the space at the conceptual level. The creation of such a venue would directly respond to recommendations in the **DEA** concerning clustering of cultural uses such as a Farmer's Market in the downtown.

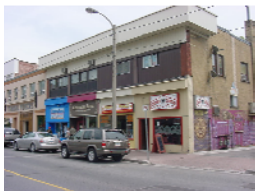
6.  
**Renew Charlotte  
Street as a priority**

**Prioritize the renewal of the Charlotte Street right-of-way from Water Street to Park Street.**

Charlotte Street is the principle western gateway to the downtown. The entire length of the street from Park Street to Millennium Park is commercial or mixed use and supports one of the strongest retail corridors in the Downtown.



*North Side of  
Charlotte Street west  
of George Street*



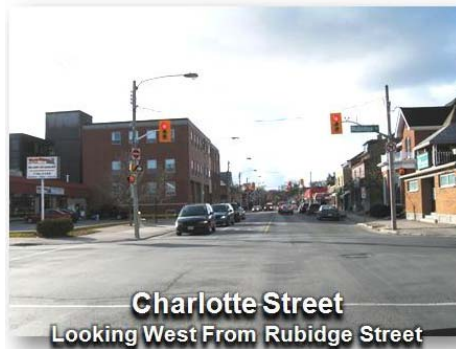
*South Side of  
Charlotte Street west  
of George Street*



*Sidewalk Close up*

For 10 years the street has been targeted for a major facelift – the renewal of underground infrastructure where required, new road surface, rationalized overhead electric services, new sidewalks and addition of decorative street lighting and street furniture. When the funding for the first phase of the renewal was budgeted for there was resistance from merchants who were concerned with the impacts of business interruptions during the construction period. Funding was redirected to other capital priorities, with a portion going to assist with the implementation of the Otonabee River Trail project. Two flood events; the first in 2002 and the second in 2004, further constrained capital priorities. The 2009 capital budget has forecasted the completion of the entire project over three consecutive years commencing in 2011 and ending in 2013. 2009 will be reserved for the completion of an Environmental Assessment for the Charlotte Street project.

The function of the street will also be reviewed in 2009 through the Transportation Plan Update. Presently the transportation plan anticipates a three (3) lane configuration (2 lanes outbound and 1 lane in bound) with road way capacity assignments accordingly. As



the existing road width accommodates only a 2-lane configuration, adherence to the transportation plan would severely impact the available on-street parking supply and/or sidewalk widths and profoundly alter the character of the street. The EA process will test the social and environment impacts of all potential changes in the function of the street. The preliminary dialogue with merchants, customers, and those on the street conducted in 2007/2008 has concluded that these stakeholders may actually prefer a reduced priority given to traffic and parking capacity and more priority to a pedestrian friendly street.



**7.  
An Enhancement  
Strategy for the  
Aylmer Bethune  
Corridor**



*East Side of Bethune  
Street near  
McDonnell Street*



*West Side of  
Bethune Street near  
Murray Street*



*West Side of  
Bethune Street  
behind Library*

**Develop an enhancement strategy for the Aylmer/Bethune corridor to promote a positive environment for investment and a safe interface between the Downtown Commercial Core and the Transitional Uses Sub-area. Establish a future for the Bethune Street right-of-way.**

For several decades Aylmer Street has been viewed as the western edge of downtown with the exception of the Charlotte Street West Business District. The land use east of Aylmer Street is largely commercial. The land west of Aylmer Street is light industrial, intermixed with pockets of low-density residential land use. The Bethune Street corridor has a greater industrial character. Where residential uses are found they are often under the obvious pressures imposed by adjacent incompatible uses and utilitarian approaches to property management. The Bethune/Aylmer corridor

is under extreme pressure and there is little incentive to reverse the decline.



The character of the corridor is easily explained. The land uses in the corridor are representative of the area's industrial past and the tensions that are often experienced in the interface zone between two distinct land uses. Moving from south to north along Aylmer Street's western edge are the active industrial operations of Genstar (formerly Purity Packaging), Peterborough Utility's Services Inc.'s former head office and substation, and Baskin Robbins. Intermixed with the larger industrial uses are smaller service industrial establishments such as Peterborough Monument Works, Twohey's Furniture, and numerous auto services.



South end of Aylmer  
Bethune Corridor at  
Wolfe Street

Bethune Street still reflects the fact that the street was a rail corridor first and a roadway second. For the most part the street lacks curbs and a consistent pavement width. In terms of traffic flow this north/south corridor yields traffic priority to every cross street. The street is designated in the Official Plan as a collector street but does not function as one.

The land use along Bethune Street also reflects its industrial past. The condition of the street reflects how recent that past was. This corridor, with all of its land use compatibility challenges, separates the commercial core area of the downtown from the residential neighbourhoods to the west. Although effort will be applied to promote the health and vitality of these neighbourhoods, the attractiveness of those neighbourhoods for downtown living will be eroded if the Aylmer/Bethune corridor does not become a friendlier zone for these neighbourhoods to pass through to get to the downtown.

This master plan strategy begins by defining, once and for all, the future of the Bethune Street corridor. Once done, the need is to fix it. In conjunction with the development of a commitment to improve the public space, it would be appropriate to revisit the land use opportunity for the corridor as envisioned by the Official Plan and implemented through zoning. The objective would be to improve the investment incentive for the private sector so that the calibre of land use within the corridor will be progressively raised over time. In summary, the Aylmer Bethune corridor requires special attention. This strategy calls for:

- An Urban Design Study to define the future for Bethune Street and a program for its progressive improvement.
- A Planning Evaluation of the land use in the corridor and the incentives that would be required to realize the planning objectives.
- A capital project description for inclusion in the capital budget forecast in order to implement the program.

**8.**  
**Establish**  
**Additional Off-**  
**street parking in**  
**the Café District.**

**Investigate the opportunity to establish additional off-street parking supply in the new Café District (Hunter Street).**

The Strategic Downtown Parking Management Study (2007) concluded that the current parking system generally operates **below** capacity with one exception – Hunter Street – where the successful café district has induced new parking demands with no new parking supply.





Potential Site: Bell  
Canada Property

## 9. Pedestrian Connectivity

There may arise opportunities over time to secure additional off street surface parking in the vicinity of the café district. One of the potential sites is the private parking lot adjacent to the Bell switching station on the south side of Hunter Street. This location may also permit some integration with the Simcoe Street Parking Garage abutting the site to the south.

**As part of the rebuilding of Bethune Street, establish a north-south walkway/cycling corridor serving the Central Area connecting the Trans Canada Trail at Brock Street and Bethune to the Extension of the Crawford Trail at Townsend Street and Bethune.**

The rebuilding of Bethune Street provides an opportune time to connect the Trans Canada Trail entering the north end of the downtown with the logical extension of the Crawford Trail at the south end of the downtown. Bethune Street will not carry the same

level of commercial traffic that is presently using the George Street and Water Street one-way pairs and so a quieter and safer transportation corridor is available using Bethune Street. Each cross street provides direct connectivity to places of work, shopping and other services in the Commercial Core and Waterfront Commercial sub-areas.

The Provincial Growth Plan “Places to Grow” will require downtown Peterborough to accommodate a significant share of future population and employment growth. This Master Plan strategy is required to build capacity for the movement of people into and around the downtown using modes of transportation that take the pressure off parking and road capacity.



10.  
**Reach agreement  
on a Sustainable  
program of  
Maintenance and  
Safety.**



Waste and Recycling  
Receptacles in the  
Café District



Patio in the Café  
District

**Reach a sustainable municipal funding solution for an appropriate level of maintenance and safety.**

Section 4.3.2.2.2 of the Official Plan states:

*“The City will ensure that adequate financial resources are available to maintain and improve existing public facilities in the Core Area and Waterfront Commercial Area, including programs to ensure that these areas maintain a public image of quality and cleanliness and foster civic pride.”*

The 2000 Commercial Policy Review established a new approach to Downtown planning. Specifically, the land use policies of the Official Plan moved away from a regime of protective policies to policies of enhancement. The Waterfront Development Program and the Hunter Street Café District are 2 examples of multi-million dollar capital programs to revitalize tired municipal infrastructure and in turn to give incentive for new private investment. Both programs have been transformational and have underscored the City’s commitment to downtown enhancement.

The recommended strategies of this Master Plan continue that proactive approach and reinvestment in the health of the downtown. However, there persists a perception that, despite the progress on project-oriented improvements, the day-to-day attention to the Downtown is insufficient. The surveys conducted during the research phase of the **DEA** reinforce this concern.

The perceptions manifest themselves in essentially two areas: public safety and maintenance. Downtown is a busy place and it is a public place. Downtown is already appealing to diverse population groups and the push will be to further improve Downtown’s appeal to tourists, seniors and to families. In that context it is most reasonable for the City to play a leadership role in the promotion of a public image of quality and cleanliness. The objective is to foster civic pride.

This Master Plan Strategy confirms the intent of policy 4.3.2.2.2 of the Official Plan **and** sets out, as a priority, the commitment to pursue agreement on a sustainable municipal funding solution necessary to achieve the Official Plan policy obligation. This will involve dialogue with the Peterborough Community Police, social service agencies, the Downtown Business Improvement Area and numerous City divisions. It is anticipated that the solution will build upon the partnerships already in place and may involve a reordering of downtown maintenance priorities to match budgetary constraints.

11.  
**Refresh the  
Downtown Brand**



*Hunter Street East  
leading to Downtown*

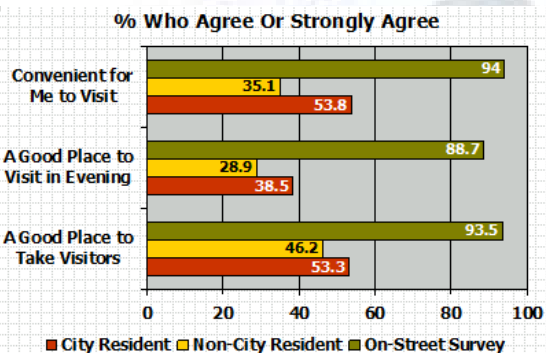


*Trinity United – Part  
of the Ecumenical  
District*

The solution may also find creative funding mechanisms to do more in the interests of Downtown vitality. This Master Plan Strategy establishes 2009 as the year to develop the program so that the implementation of any activity that may have new financial obligations can begin as early as 2010.

**Refresh the “Downtown” brand. Encourage the collaboration or unification of the Downtown Business Improvement Area and the Village Business Improvement Area to create a single Downtown brand through marketing and promotions.**

The research phase of the **DEA** clearly painted a picture where local and area citizens are not well informed about all the Downtown had to offer, as well as the functional characteristics of the downtown, such as parking supply and public safety. This is in dramatic contrast to those residents who frequent the downtown on a regular basis and whose perceptions are developed by actual experience.



The **DEA** describes a tale of “two cities” and therefore it recommends that the Downtown develop a new brand which focuses on the positive attributes of downtown that are not replicated in malls or big box stores.

The need to refresh the Downtown brand however, is only one half of the new message. Taking inspiration from the Official Plan itself, the Downtown is now called the Central Area and reflects a dramatically different physical entity. The Central Area represents the combination of diverse activities and places that combine to fulfill the **central place functions** of a growing urban centre. The Central Area or “Centre Town” includes the traditional business core of the City. But it also includes quaint business districts along the gateways to Downtown. It includes the majestic Lift Lock anchoring the east limits of the Central Area and one of the nation’s most historic bridges, the Hunter Street Bridge, unifying the west and east banks of the Otonabee River. It includes the City’s summer festival venue and waterway hub at Del Crary Park. It includes the City’s premier baseball field and the historic and architectural showpiece ecumenical district at its western edge. The Central Area is also everything in between. The breadth and diversity of the Central



Area should form a cornerstone of a new Downtown brand.

The Central Area presently includes two (2) Business Improvement Areas established under the Municipal Act. Both BIA's have their unique history and reason for being. As time passes however, the environment changes and tradition may preclude pursuing new opportunities. As the re-branding exercise is undertaken both BIA's should be actively involved. The exercise should explore the potential collaboration or unification of the BIA's in order to present a common front and purpose. At the same time, it would be logical to review the rationale for the existing boundaries of the BIA's as the land uses within each BIA and beyond continue to evolve. Larger BIA boundaries however, do bring larger expectations.

12.  
Develop a  
Downtown Tourism  
Strategy

**Develop a Downtown-specific Tourism Development Strategy.**

	Who Is Downtown	Typical Restaurant Purchase	Typical Non Food Purchase
Permanent Resident	70.7%	\$14.28	\$54.83
Just Passing Through	6.0%	\$22.19	\$34.61
Visiting with Friends	5.7%	\$19.48	\$59.00
University or College Student	10.4%	\$11.46	\$65.47
Seasonal Resident	6.0%	\$66.06	\$54.54
Tourist	1.2%	\$41.43	\$60.67

The on-street survey conducted in the summer and fall of 2007 as a component of the **DEA** showed a virtual absence of a tourist presence in the downtown. The survey also included the Hunter Street East Business District just a minute or two away from the Lift Lock and the Trent Severn Waterway. There are likely many factors for this:

- As noted in the **DEA**, the downtown does not have a sufficient mass of attractions or product inventory.
- As downtown may not be the primary reason why tourists are in Peterborough, there are inadequate visual connections between existing tourism venues such as the Lift Lock, the Marina, the Zoo and the Downtown. The Gateways Strategy is a partial response to this deficiency.
- In recent work completed by Peterborough and the Kawartha's Tourism, friends and family visiting the vast cottage district surrounding Peterborough may represent one of the greatest market potentials. However, the **regional** market lacks a positive perception of all that Central Area has to offer, including the quality of the downtown environment.



This Master Plan Strategy calls for the preparation of a Downtown-specific Tourism Development Plan involving the Village and Downtown Business Improvement Areas, all of the community-based stakeholders, in particular the Arts and Culture community, and the City and the GPA EDC. It is envisioned that the Tourism Development Strategy will give consideration to building on the tourism strengths of the Central Area experience, the expansion of the tourist product inventory, marketing and promotional strategies, organizing the supporting infrastructure (restaurants and retail) for success and the establishment of a seasonal satellite tourism office to receive and host tourists in the Central Area.

**13.**  
***Source an off-***  
***street parking***  
***supply for the***  
***Hunter Street East***  
***Business District.***

**Expand the municipal off-street parking supply in the Hunter Street East Business District (Village BIA Area).**



As the Hunter Street East Business District increases in its level of commercial activity over time there will be new pressure on the supply of on-street parking. When this occurs, business activity may begin to impact on the adjacent residential streets or there will be the temptation to create holes in the continuous building face to introduce surface parking lots. Both are undesirable outcomes of success. The City has assembled land adjacent to the Rotary Trail, some of which may be suitable for long-term parking. There are other sites within close proximity to Hunter Street that have limited

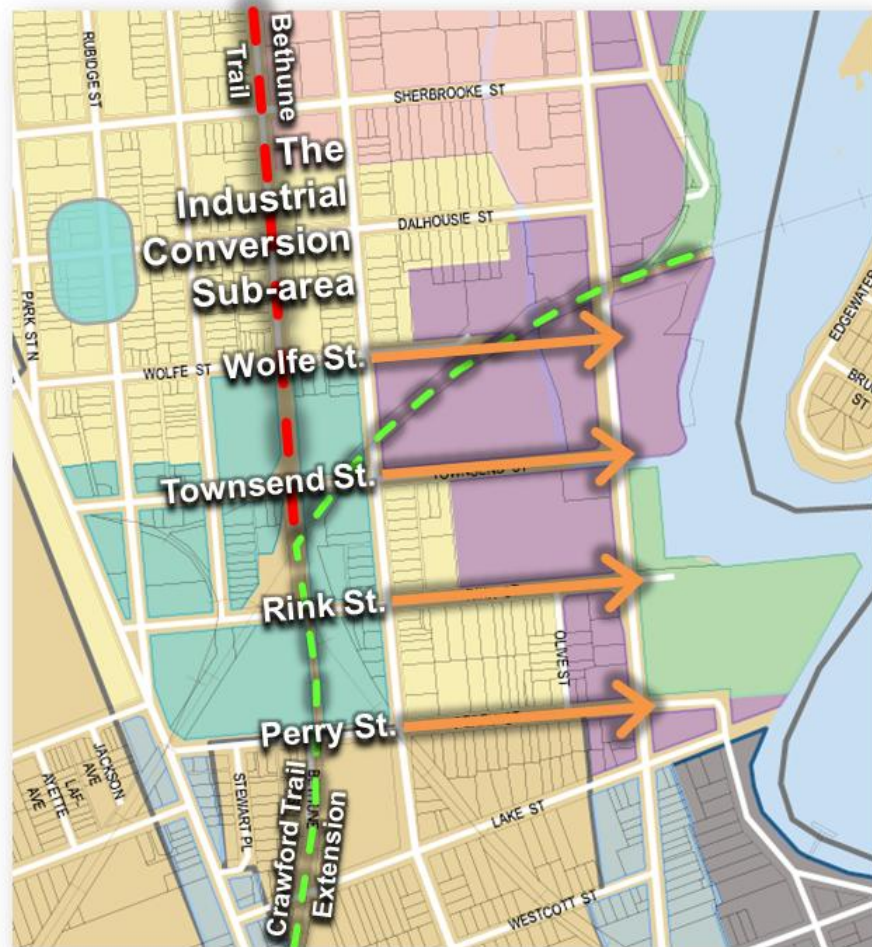
development potential due to past uses and these properties may have a productive parking future.

It is not the intention of this Master Plan Strategy to recommend the introduction of a municipally managed program of on-street and off-street parking at this time, however that may be a future consideration. What is being recommended however, is the sourcing of a potential off-street supply of parking to better equip the Hunter Street East Business District for a prosperous future.

**14.  
Seize upon the  
Long-Term  
Development  
Potential of the  
Industrial  
Conversion Area.**

**Position the Industrial Conversion Area for long-range and intensive redevelopment purposes.**

The Industrial Conversion Area anchors the southwest corner of the Central Area. It recognizes a node of old, predominantly single storey, industrial buildings. In addition to the industrial buildings, there are several large, under-developed properties and remnant pieces of rail lands and road right-of-ways. In the short to medium term, the Official Plan provides policy flexibility to the Industrial Conversion Area so that properties can be utilized for a wide variety of uses such as retail, offices and studios, institutional and recreational activities, service commercial and service industrial uses.



In the long-term however, due to the proximity of the Industrial Conversion Area to the Downtown waterfront, the area has significant potential to become a focus for major residential and/or mixed-use development. In that same time frame the Municipal

Public Works Yard will be fully redeveloped and the municipally owned property on the north side of the CPR mainline will be developed for uses that support a progressive southward expansion of the Commercial Core. These properties were assembled in the mid 90's to secure the 'next' structured parking location for the Downtown following the construction of the King Street Parkade.

Other Master Plan Strategies, specifically the Pedestrian Connectivity Strategy and the Aylmer/Bethune Corridor Strategy, support the rejuvenation of the Industrial Conversion Area for an intensity of use envisioned by the Provincial Growth Plan, "Places to Grow".

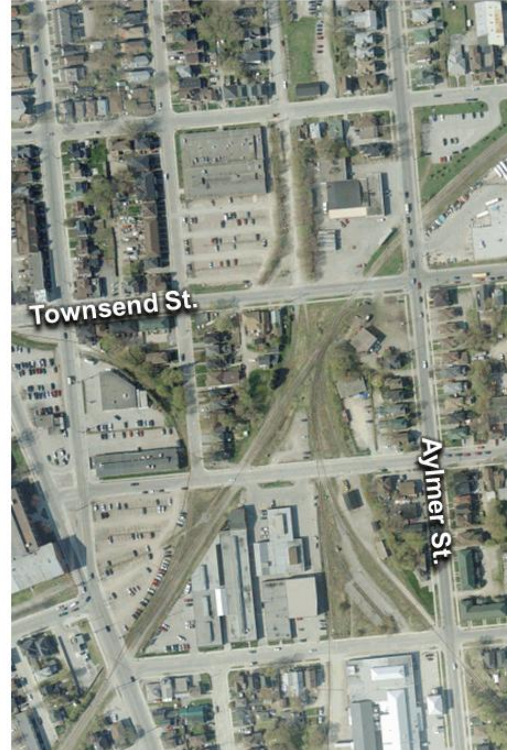


*Land Assemblies  
Fragmented by Rail  
Corridors*



*North Side of Rink  
Street*

The realization of this opportunity will require municipal intervention as, in its current state, much of the Area is fragmented. Furthermore, past land uses may have impacted sub-surface environmental conditions, becoming a barrier to private sector investment. This Master Plan Strategy seeks to progressively overcome the limitations to the future redevelopment of this area of the Downtown by the following measures:



- As the opportunities arise and subject to budget considerations, acquire remnant properties, particularly former railway lands, which impede the assembly of larger land holdings.
- As the Waterfront Commercial Area redevelops, protect the view shed to Little Lake provided by existing public streets.
- Complete the Pedestrian Connectivity and Aylmer/Bethune Corridor Strategies in order to transition the perception of the area from "tired industrial" to "opportunity".
- Investigate the extent, if any, of any sub-surface environmental constraints and develop policies to encourage the reclamation of "brownfields".



15.  
*Continue the use of  
Implementation  
Plans to Guide  
Municipal Capital  
Programs and  
Private Investment.*

Refresh existing Implementation Plans in the following areas to account for the physical expansion of the “Downtown” to the “Central Area”:

- Site and Building Design Guidelines
- Residential Intensification Study
- Streetscape Design Guidelines

Develop new Implementation Plans in the following areas to support the growth implications of “Places to Grow”:

- Servicing Capacity and Constraints Study
- Open Space Needs Analysis

The structure of the 1991 Downtown Master Plan was to provide a more detailed policy direction for the ongoing development of the downtown, including the preparation of **implementation plans** for such themes as conservation, streetscape, heritage and flood plain management. The **implementation plans** that were prepared have served the downtown well. Not only do the implementation plans provide a clear and consistent statement of municipal expectations for municipal undertakings, they are valued by the development industry for the planning and design of private projects.



The old adage “if it isn’t broken, don’t fix it” applies here. For example, the City is well on its way to transforming downtown infrastructure around a consistent application of design principles. The evidence is found on clutter-free streetscapes where overhead wiring has been buried or re-routed to the back of properties and by the use of quality paving materials in a made in Peterborough streetscape program. There is still much to do. It would be

unreasonable to switch gears mid-stream just for the sake of change.

However, with the passage of time comes experience and changing circumstances. The Central Area is much larger than the former Regional Centre/CBD and therefore the Implementation Plans are





*Streetscape Design Guidelines*



*Site and Building Design Guidelines*

silent with respect to the expanded Central Area. In addition, there may be new areas of emphasis. In 1991 the face of Water Street between Sherbrooke Street and Brock Street was strikingly different. It was the backside of downtown – a street used to move through the downtown, rather than a bona fide commercial street. Millennium Walk replaced a vacant KFC restaurant. The MNR site consisted of a 2-storey building hugging the Water Street frontage and a 300 space surface parking lot behind. The lights and glitz of the Galaxy Cinemas replaced the tired and understated Water Street façade of Eatons. The Bank of Nova Scotia replaced the old Examiner building and the streetscape has been completely rebuilt. The Site and Building Design Guidelines and the Streetscape Design Guidelines were instrumental in achieving the current product.

Going forward there are new areas of emphasis. The City should begin to strategize the eventual redevelopment of the Public Works Yard and the renewal of the Market Plaza site. The Industrial Conversion Area represents one of the most significant redevelopment locations in the Central Area and there are urban design principles to secure. Accordingly, the following implementation plans, which continue to be relevant but somewhat dated, should be refreshed in order to give relevant guidance for the next planning period:

- Site and Building Design Guidelines
- Residential Intensification Study
- Streetscape Design Guidelines

The Provincial Growth Plan “**Places to Grow**” identifies Downtown Peterborough as an Urban Growth Centre. From this point forward the City must progressively plan the density of Downtown so that it can achieve an intensity of 150 residents and jobs combined per hectare by the year 2031. This represents a 50% increase relative to the current situation. In order to prepare for growth and the impacts of intensification, this Master Plan strategy calls for the preparation of two new implementation plans:

- Servicing Capacity and Constraints Study
- Open Space Needs Analysis

Since 1991, where possible, the City has attempted to implement the Jackson Creek mid-block walkway project to provide a north-south pedestrian corridor through the commercial core given the distance between George Street and Aylmer Street. This remains a municipal objective during this next planning period.

16.  
**Promote the  
Downtown for  
Cultural and  
Entertainment  
Uses.**



*Downtown Farmer's  
Market*

Adopt a “Downtown First” philosophy for public investment in municipal cultural and entertainment facilities. Pursue a permanent off-street venue for a downtown Farmer’s Market, a downtown location *alternative* for the Peterborough Museum and Archives, and encourage more central Downtown locations for the Canadian Canoe Museum and an expanded Art Gallery.

Recommendation 5 of the **DEA** is very direct:

***“Promote the Core for cultural and entertainment uses.”***

In the highly competitive world of the commercial marketplace, downtowns have been forced to carve out a unique niche in the spectrum of retail development. The near total loss of the department store sector and the consumer’s affinity to the national brand store replicated in malls and power centres across Ontario, has radically altered the playing field. Downtown Peterborough has not escaped this reality. Whereas the regional retail role of downtown has diminished over time, the future success of downtown will be, in part, dependant on how well it responds to the creative class. Accordingly, the **DEA** cites the importance of claiming this role for the downtown ***and*** gaining municipal commitment to supporting the cause.

The Downtown has been home to a one day a week seasonal Farmer’s Market for several consecutive years. The Market occupies Charlotte Street every Wednesday until midday and by all accounts it is a successful venture. It adds colour to the downtown, animates the street life, and serves a consumer who might not otherwise be in the downtown. While there are many logistics to resolve for the downtown market to become a more permanent and substantial part of the Downtown in the future, this Master Plan strategy establishes the objective of doing so as a ***municipal interest***. The Farmer’s Market requires a more secure place to call home. The market requires more elbow room if it is to grow. The market needs to be able to become a two or three day market if the business can justify it.

This Master Plan Strategy envisions the Public Square as being purpose-built to house an outdoor Farmer’s Market in an off-street venue. The strategy does not see the Market being an acceptable fit in just a “parking lot” or in a location where vendors have operational challenges handling their goods. The site must be conducive to the activity. It must be inviting. It must become the obvious home to the Downtown Peterborough Farmer’s Market in the mind of the vendor and the experience of the consumer.



*Peterborough  
Museum and  
Archives: Existing*



*...and Proposed.*

Similarly, the need to promote a “Downtown First” mindset also applies to municipal cultural facilities if the policy is to have a reasonable chance of producing tangible outcomes. There has been a considerable effort expended to develop a strategic plan for the Peterborough Museum and Archives with a very large focus of the strategic planning program on the museum’s location and a much needed expansion plan. The work spanned several years, highly involved the community, and produced working drawings for a major addition to the existing facility. The product had considerable appeal and merit; however funding challenges have stalled its progress. To be completely fair to the strategic planning process, the site sits at the edge of the Central Area as defined in the Official Plan. It is adjacent to the Lift Lock; one of the region’s tourism gems, and the site is situated on one of the principal gateways to Downtown. In these respects it is a Downtown site. However, there is strong viewpoint held that the existing site will always struggle for recognition because it is removed from public view and lacks the daily interaction with other complementary cultural activities. Further, the findings of the DEA suggest that all cultural venues fall short of their full potential if they are dispersed and thus a remote site becomes a non-contributor to the critical mass needed for Peterborough to become a cultural destination.

This Master Plan Strategy offers the commitment to explore a more central location as an **alternative** in the Downtown for the Peterborough Museum and Archives. Particularly in the current environment where the project still requires a funding approval to proceed, a more cost effective alternative may be found in a location that has broader appeal. Properties and buildings become available unexpectedly. Co-location possibilities may emerge. This Strategy is intended to put this possibility top of mind throughout the planning horizon of the Master Plan. Other municipal facilities, such as the Art Gallery, may also benefit from a new Downtown location.



*The Canadian  
Canoe Museum*

The Peterborough Museum and Archives is a city-owned cultural institution and therefore there is a greater opportunity to align municipal projects with municipal goals. The Canadian Canoe Museum is another institution, of national significance, that calls Peterborough home. It presently lacks a water-base location for enhanced programming opportunities. Long-term a permanent facility for the entire collection on Little Lake would be universally seen as the best possible scenario. The “Downtown First” philosophy would encourage all participants in decision-making processes to give priority consideration to the opportunities of a Downtown location.



17.  
*Confirm the Priority  
Functions of the  
Downtown in all  
Planning Activities*

Use the Master Plan to confirm the downtown “distinctives” as enshrined in the City’s Official Plan, specifically that the priority functions of the Downtown, worthy of protection, are:

- Entertainment and Cultural Uses
- Major Offices Uses
- Institutional Uses

During the course of the Commercial Policy Review process undertaken in 2000, certain priority functions were assigned to the Downtown. In some cases, competing locations for certain uses were precluded in commercial land use designations. Cinemas and theatres for example, were specifically prohibited in Major Shopping

Centres, Special Purpose Retail, Neighbourhood Centres and Service Commercial designations. There are no designated sites for major office uses outside of the Central Area with the exception of approximately 10 acres of land in the Peterborough Business Park.



**Entertainment  
& Cultural Uses**



**Federal Building**



**JJ Turner**

**Major Office**

The **DEA** confirmed the necessity to preserve these priority functions for the Central Area. With regard to **Major Office**



development, the **DEA** recommended that Peterborough continue to designate the Downtown as the location for major office and government functions. Neither the **DEA** nor the **Retail Market**



### Institutional Uses

**Analysis (RMA)** recently completed for the City by UrbanMetrics recommends that local planning policies preclude **smaller** office uses outside the downtown as it is recognized that small-scale service based and professional offices are required to serve a dispersed population base.

Institutional Uses represent the third category of activities considered to be a priority function of the Downtown. The Downtown is the location of the City and County government seats. Robinson Place, the Provincial Government building, houses the Main Office of the Ministry of Natural Resources and the regional or district offices of many other Provincial ministries. The Federal Government also has a significant presence in Downtown. Together these government institutions are major employers and purchasers of goods and services. The employees' support the hospitality and retail sectors, and the broad range of government

services offered add significantly to the regional service stature of the Downtown.

For its size, Peterborough is so fortunate to have two post-secondary institutions: Trent University and Fleming College. There are many Ontario cities the size of Peterborough that only have a single satellite campus of one institution. This Master Plan strategy not only confirms Institutional Uses as a priority function of downtown; it also obliges the City to work closely with Trent and Fleming as programs are expanded and modified or as facility issues change, to find potential solutions to program and space needs in the Downtown.

**18.  
Implement the  
Jackson Creek  
Flood Reduction  
EA.**



*Jackson Creek West  
of Bethune Street*



*Jackson Creek at  
King Street after the  
2004 Flood*



*Jackson Creek Flood  
Plain in the Central  
Area*

**Implement the conclusions of the Jackson Creek Flood Reduction Environmental Assessment with a sense of urgency.**

Jackson Creek, as it meanders the length of the Downtown, is an essential part of the character and ambiance of Downtown but occasionally it is a curse. The Downtown was built around the Otonabee River and Jackson Creek waterways and it is not possible to move the core. Similarly, it is not possible to move Jackson Creek or the River. The Jackson Creek Floodplain in the Downtown is a Special Policy Area under Provincial Policy. This status was secured following the 1991 Master Plan when it was agreed by the Province that the historic nature of Downtown and the economic importance of the area could not be unduly constrained by conventional flood plain management policies. In response, more flexible management policies were adopted to promote growth and responsible development in flood prone areas.

Much has been written about the extraordinary storm events that devastated downtown in 2002 and 2004. While the storms exceeded reasonable forecasts of duration and intensity there is no denying that both events had



catastrophic consequences on the Downtown. The City has already embarked on the preparation of a Flood Reduction Environmental Assessment for the Jackson Creek Watershed however the range of potential solutions

and the associated cost benefit analysis has not yet been released. The community as a whole needs to be prepared for the finding that a big problem usually means a substantial fix. The early work on the Flood Reduction EA suggests that the Special Policy Area may need to be revisited. Also the Jackson Creek channel is simply not large enough to convey, within its banks, all of the storm water runoff from a developed watershed. The consulting team is looking at practical ways to by-pass storm water directly to the Otonabee River north of the Downtown or alternatively to install a second means to convey the "overflow" storm water through or around the Downtown. Regardless of what solution is ultimately determined to

**19.**  
**Seek to Secure the  
Longevity of  
Midtown Schools in  
order to Support  
Residential Growth**



*Former Central  
School, Murray  
Street*



*Former King Edward  
School, Aylmer  
Street*



**At Risk**  
*Prince of Wales,  
Monaghan Road and  
Sherbrooke Street*

supply the best cost-benefit return for Peterborough, the implementation of the solution will have to be assigned one of the highest capital priorities of the Flood Reduction Program.

The Downtown needs to shed any stigma that it is flood-prone. This will be necessary to maintain investor confidence on an ongoing basis.

**Seek to influence Provincial school funding policy so that local School Boards have the financial capacity to retain midtown schools in Peterborough.**

If there is one area of Provincial Policy that is out of step with **Places to Grow** and the burden it imposes on communities to reinvent their downtowns, it is the school funding formula. The City has watched (because it was powerless to intervene) the closure of Central School, King Edward School and Sacred Heart – all midtown schools so essential to the health and vitality of neighbourhood life. The City now faces the prospect of repopulating downtown and midtown neighbourhoods with no downtown elementary schools and persistent threats to the longevity of the schools that remain.

The school funding formulas are excessively punitive on smaller schools and older schools. For purely economic reasons the school boards are under pressure to rationalize their facilities and the loser has traditionally been the downtown and midtown school.

This Master Plan strategy recognizes that the City has little ability to effect change as the funding of schools is a provincial responsibility, however in the fullness of time it is a strategy with one of the greatest potentials to influence growth patterns. Consider the influence in decision-making concerning a family's place of residency if the best community schools were in the Central Area. Unfortunately, the absence of schools and the threat of school closures will have just the opposite affect at a time when provincial policy expects the city to increase its downtown population by 50% in the next 20 years and accommodate 40% of all future city growth in the built-up areas of the city.

This Master Plan Strategy begins by reaffirming with both School Boards the value of midtown schools to the long-term health of the City and developing a clear understanding of how the funding of schools works. The second stage of action is to work directly with the local member of Provincial Parliament in order to enlist support



20.  
*Level the  
Development  
Playing Field in the  
Central Area*

and assistance with Ministerial contacts. The third stage of action is to work directly with the Ministry of Municipal Affairs and Housing, and the Ministry of Infrastructure and Energy to advocate for change from within the Province. Both of these Ministry's will hold the City accountable for Growth Plan compliance and therefore it is imperative for both Ministry's to be part of the solution.

**Level the Development Playing Field – Tip it in Favour of the Downtown if Necessary.**

Land development and building construction can be a tough pursuit at the best of times. In a Downtown setting, it can be particularly challenging. In the downtown, land parcels are highly fragmented and small, they are expensive, and historical uses may have detrimentally impacted subsurface conditions. In the Downtown, buildings are generally old and often lacking conformity with modern building codes and zoning standards. Public sensibilities now expect preservation of the building stock as a celebration of cultural heritage. Starting with a clean slate is an anomaly in the downtown.

This is the reality of development in the Downtown. This is also the location of the City where population and employment levels must increase by 50% in the next 20 years. Many of the Master Plan Strategies are targeted at creating an **environment** for “**Places to Grow**” to achieve success such as Pedestrian Connectivity, the Long-term Potential of the Industrial Conversion Area, and Securing the Longevity of Midtown Schools. This Master Plan Strategy is aimed at getting the right **regulatory framework** for “**Places to Grow**”.

Tax policy is a good start. At the start of the Master Plan project there were expressions of concern that Provincial tax policy has a built-in punitive application to downtown. After reviewing the matter with MPAC there appears to be no validity to this, however there are realities of a downtown setting that may disadvantage some downtown development from achieving all the tax advantages available. This is particularly so for some forms of residential development. For example, since 2005 all **new** rental housing in the city greater than 6 units can now take advantage of the **new** multi-residential tax class and realize a tax savings of approximately 50%. However, to qualify the project must be moving from a non-residential tax class. There are large empty spaces in second and third storeys of mainstreet buildings. In some cases the last assessed use of the space was in a residential class. The upper floors may have become vacant for a number of reasons such as



inadequate second means of egress, obsolete plumbing and wiring, a business choice by a former owner, and unit sizes or conditions that made units difficult to rent. In this circumstance, a full renovation to recreate habitable units, even if the renovation essentially started with gutted space, would never enjoy the new multi-residential tax class due simply to the fact that the previous use was also residential.



Another variation of this theme occurs when existing residential space is renovated to intensify the number of units. If, before renovation, the space was occupied by 6 units or less, it would be taxed at the residential tax rate (the lowest tax rate). However if, after renovation, more than 6 units occupied the same space, the entire residential space would be taxed at the multi-residential rate, essentially doubling the tax burden paid by each unit.

The Province, under the Assessment Act, establishes assessment rules. Peterborough and other “Urban Growth Centre” municipalities will need to inventory the assessment impediments to Downtown development and seek relief from the Province. The Province should find such measures palatable for communities seeking to comply with the Provincial Growth Plan.

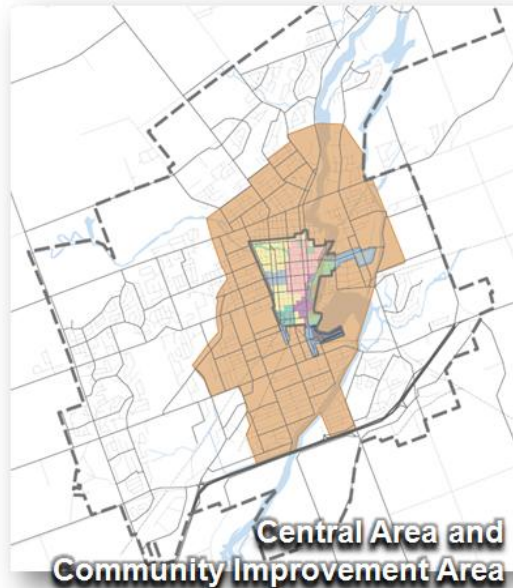
In addition to tax policy, Building Code and Zoning Regulations can also be impediments to sound development. Further, municipal fees and local business practices can frustrate good intentions. This Master Plan Strategy seeks to establish a **task team** comprised primarily of recent developers and renovators of Downtown property and municipal officials. The primary objective would be to provide a constructive forum for the developers to recite their experience, the impediments they faced and the practical recommendations for process improvement. The task team would draw in representatives of other agencies as required and report back to Council on recommended regulatory and/or process modifications.

21.  
**Adopt a  
Community  
Improvement Plan  
for the Central Area**

The Central Area already enjoys special Development Charge relief and is the as-of-right location for the application of the Heritage Tax Rebate Program.

**Adopt a Community Improvement Plan for the Central Area.**

In February of 2005 Council received a draft Community Improvement Plan prepared under the authority of the *Planning Act*. (PLPD05-017) The primary objective of the Community Improvement Plan (CIP) was to provide a suite of financial incentives for the creation of new affordable housing in a broad Community Improvement Area as depicted on Schedule "H" of the Official Plan (generally the City limits pre 1950). The secondary objective was to extend a range of financial incentives to promote private investment throughout the Central Area as depicted on



Schedule "J" of the Official Plan. The CIP initiative was largely overtaken by two Provincial actions. Firstly, participation in the Federal-Provincial Affordable Housing Program required the City to extend financial incentives through the mechanism of a Municipal Capital Facility, rather than a CIP. Secondly, the Province released the first draft of the **Places to Grow** Plan with the

clear direction that the Places to Grow initiative would define new Growth Plan boundaries for Downtown Peterborough. It was therefore considered premature to develop incentive based programs for a geographic area of the City that was being redefined by the Province.

The *Municipal Act* specifically prohibits a municipality from extending a financial benefit to one landowner that is not available to all owners. The *Planning Act* however, provides municipalities with the opportunity to adopt a Community Improvement Plan in order to achieve a range of defined objectives that the municipality establishes and thereby overcoming the bonusing prohibition of the



*The former YMCA Building will receive full DC Relief and will Qualify for a Heritage Tax Rebate.*



*Peterborough Inn and Suites represents the Calibre of Development a CIP Program Promotes*



*Redevelopment and Intensification of Terrace Housing: Aylmer Street*

Municipal Act. If the CIP includes financial incentives, the Plan must also receive approval from the Minister of Municipal Affairs and Housing. The Provincial Growth Plan has now been approved and the determination of the boundaries of the Downtown for Growth Plan purposes has been made. The adoption of a CIP for the Central Area has never been more justified than it is now as the benefits the plan authorizes will be imperative to reaching the growth targets set by “**Places to Grow**”. In addition, the stimulus that a suite of financial benefits offers to Central Area development activity is good for the downtown and good business for the City.

The **DEA** also recommends the adoption of a Community Improvement Plan. The preparation of a CIP follows the same planning approval process as an Official Plan Amendment. Given that the plan will need to be approved by the Minister the CIP should be comprehensive in its scope seeking permission to extend a range of benefits but allowing the City to offer the benefits only when there is the financial means to do so. The following programs should be given full consideration:

- **Municipal Incentive Program** – This is a project specific grant to offset in whole or in part, planning fees, building permit fees, cash-in-lieu of parkland and parking fees.
- **Development Charge Relief** – The present DC regime exempts **all** development in the Commercial Core and Waterfront Commercial Sub-Areas from any Development Charge and exempts all development **in existing buildings** throughout the balance of the Central Area. No further adjustments to the Development Charge By-law are envisioned at this time. However, under the CIP the ability to pay the Development Charge for new affordable housing units in the form of a grant should be secured where the Central Area relief is not already provided for in the DC Bylaw.
- **Tax Increment Grant Program** – The current tax structure tends to penalize investment by linking taxes payable to the improved value of buildings and property. Under this program the increase in taxes due to the increased investment would be phased over several years. Full taxes would be payable each year however the city would return a declining amount in the form of a grant during the phase-in period. This program should also include a Brownfields component to ensure that the remediation costs of contaminated sites can also qualify.

**22.  
Respond to Other  
Planning Initiatives  
Currently in  
Process**

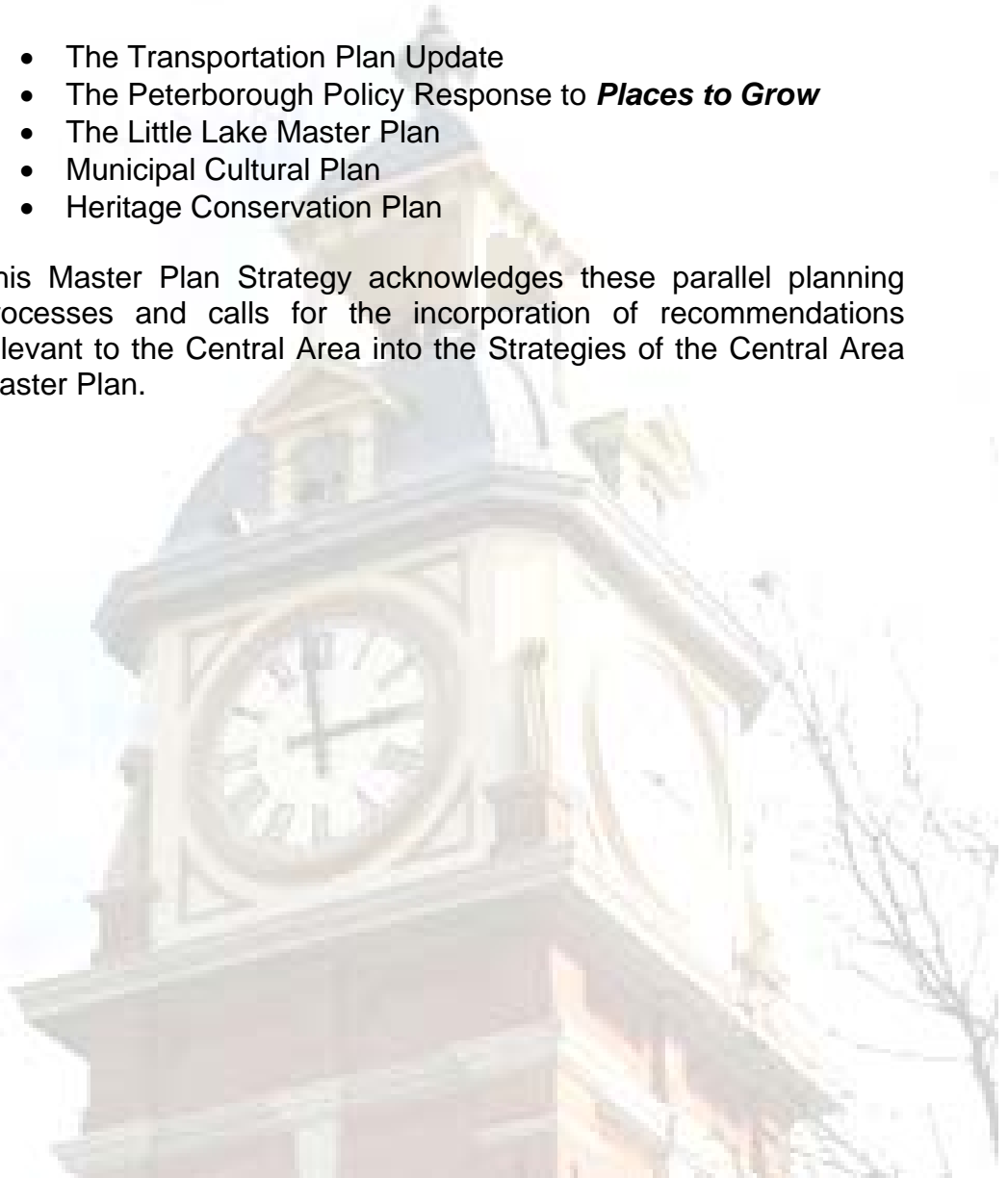
- **Façade Restoration Grant/Loan Program** – This program would provide a grant and/or loan towards the restoration of an existing building's façade in keeping with the City's Site and Building Design Guidelines and/or a Heritage Conservation Plan.

**Respond to the Findings of Parallel Planning Initiatives**

The Central Area Master Plan is one of several planning processes moving forward in parallel. Many other processes are in the formative stages and will develop new recommendations for the Central Area to complement the Strategies of the Master Plan. These initiatives are as important to the Central Area as the Master Plan itself. These initiatives include:

- The Transportation Plan Update
- The Peterborough Policy Response to ***Places to Grow***
- The Little Lake Master Plan
- Municipal Cultural Plan
- Heritage Conservation Plan

This Master Plan Strategy acknowledges these parallel planning processes and calls for the incorporation of recommendations relevant to the Central Area into the Strategies of the Central Area Master Plan.





## ***Summary of Master Plan Strategies***

- 1.** Fulfill the full opportunity envisioned by the Official Plan by comprehensively pre-zoning all properties in the Central Area.
- 2.** Prepare neighbourhood plans for distinct residential areas in the Transitional Uses Sub-area.
- 3.** Celebrate the gateways to Downtown and acknowledge arrival.
- 4.** Give priority to the completion of the Otonabee River Trail connections to Downtown.
- 5.** Create a Public Square, a multi-purpose outdoor venue for gatherings and community celebrations.
- 6.** Prioritize the renewal of the Charlotte Street right-of-way from Water Street to Park Street.
- 7.** Develop an enhancement strategy for the Aylmer/Bethune corridor to promote a positive environment for investment and a safe interface between the Downtown Commercial Core and the Transitional Uses Sub-area. Establish a future for the Bethune Street right-of-way.
- 8.** Investigate the opportunity to establish additional off-street parking supply in the new Café District (Hunter Street).
- 9.** As part of the rebuilding of Bethune Street, establish a north-south walkway/cycling corridor serving the Central Area connecting the Trans Canada Trail at Brock Street and Bethune to the Extension of the Crawford Trail at Townsend Street and Bethune.
- 10.** Reach a sustainable municipal funding solution for an appropriate level of maintenance and safety.
- 11.** Refresh the “Downtown” brand. Encourage the collaboration or unification of the Downtown Business Improvement Area and the Village Business Improvement Area to create a single Downtown brand through marketing and promotions.

12. Develop a Downtown-specific Tourism Development Strategy.
13. Expand the municipal off-street parking supply in the Hunter Street East Business District (Village BIA Area).
14. Position the Industrial Conversion Area for long-range and intensive redevelopment purposes.
15. Refresh existing Implementation Plans in the following areas to account for the physical expansion of the “Downtown” to the “Central Area”:
  - Site and Building Design Guidelines
  - Residential Intensification Study
  - Streetscape Design Guidelines

Develop new Implementation Plans in the following areas to support the growth implications of “Places to Grow”:

  - Servicing Capacity and Constraints Study
  - Open Space Needs Analysis
16. Adopt a “Downtown First” philosophy for public investment in municipal cultural and entertainment facilities. Pursue a permanent off-street venue for a downtown Farmer’s Market, a downtown location *alternative* for the Peterborough Museum and Archives, and encourage more central Downtown locations for the Canadian Canoe Museum and an expanded Art Gallery.
17. Use the Master Plan to confirm the downtown “distinctives” as enshrined in the City’s Official Plan, specifically that the priority functions of the Downtown, worthy of protection, are:
  - Entertainment and Cultural Uses
  - Major Offices Uses
  - Institutional Uses
18. Implement the conclusions of the Jackson Creek Flood Reduction Environmental Assessment with a sense of urgency.
19. Seek to influence Provincial school funding policy so that local School Boards have the financial capacity to retain midtown schools in Peterborough.

- 20.** Level the Development Playing Field – Tip it in Favour of the Downtown if Necessary.
- 21.** Adopt a Community Improvement Plan for the Central Area.
- 22.** Respond to the Findings of Parallel Planning Initiatives including:
  - The Transportation Plan Update
  - The Peterborough Policy Response to ***Places to Grow***
  - The Little Lake Master Plan
  - Municipal Cultural Plan
  - Heritage Conservation Plan





# Central Area Master Plan

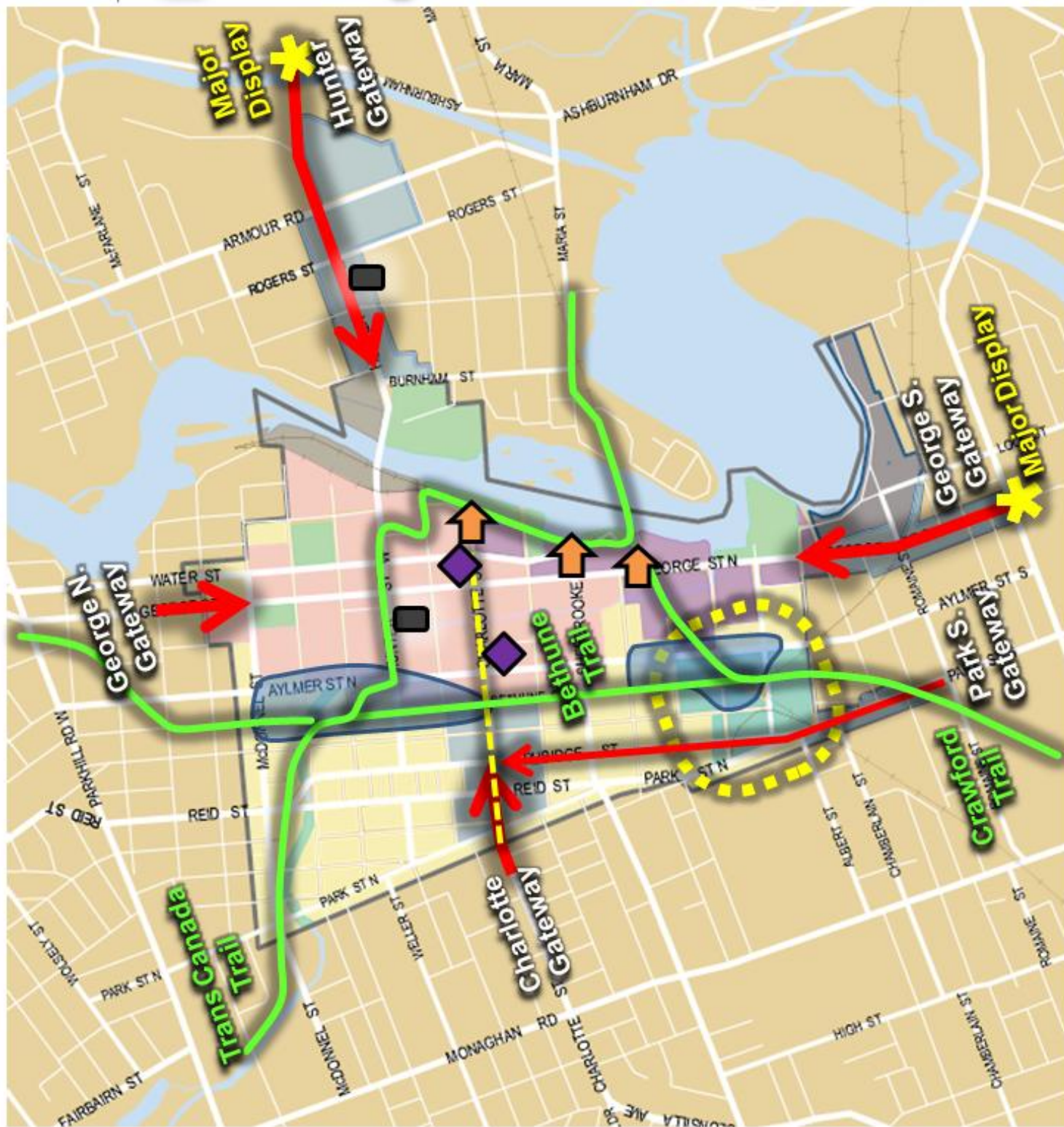
## Legend

- Gateways
- Major Displays
- ORT Linkages
- Civic Square
- Renewal of Charlotte Street
- Aylmer / Bethune Corridor
- New Off Street Parking
- Pedestrian Connectivity
- Industrial Conversion Area



May 2009

City of Peterborough





# Chapter 10

## **Central Area Master Plan Update: The Master Plan**

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### **10.5**

#### **CENTRAL AREA MASTER PLAN**

##### **10.5.1**

##### **General**

The Central Area, as outlined on Schedules I and J, is the multi-functional centre of the City, where the combination of diverse activities and places combine to fulfill the **central place functions** of the City and Greater Peterborough Area.

These **central place functions** are reflected in the retail, service, government, residential, and cultural activities of the traditional central business district.

These **central place functions** are also reflected along the gateways that bring people to the downtown. Accordingly, the George Street South, Park Street, Charlotte Street West and Hunter Street East Business Districts are important components of the Central Area.

These **central place functions** are represented in the Industrial Conversion Sub-Area and Transitional Uses Sub-Area; an expansive zone around the traditional core area that contains a diverse mix of land uses, including stable residential neighbourhoods. These sub-areas contribute to the central place function today and provide the practical expansion capacity for more intensive development activity over time.

##### **10.5.2**

##### **Purpose**

The Central Area Master Plan is intended to complement the Commercial Land Use policies of the Official Plan. The Master Plan is a planning strategy that adds policy depth and clarity to the strategic direction for the Central Area found in Section 2.3 and the detailed land use policies of Section 4.3.2. The intent of the Central Area Master Plan is to identify a number of specific planning

strategies that will assist the Central Area achieve its full potential during this planning horizon (to 2020).

### **10.5.3**

#### **Objectives of the Master Plan**

The goal of this Master Plan is to promote the continued growth and development of the Central Area. The specific objectives are as follows:

- a) To confirm that the priority functions of the Central Area, worthy of protection, are Entertainment and Cultural Uses, Major Office Uses, and Institutional Uses;
- b) To stabilize and strengthen the retail function of the Central Area, in particular, food, services, and convenience shopping for residents of the Central Area;
- c) To encourage new residential development, particularly in higher density or mixed-use forms, that will add to the vitality of the Central Area and create an expanding local market for retail growth;
- d) To promote the quality of life in Central Area neighbourhoods;
- e) To foster pedestrian connectivity throughout the Central Area particularly the completion of linkages to the Otonabee River, Little Lake and Jackson Creek, new trail and walkway development, and the further development of the Otonabee River Trail.
- f) To continue the program of improvements to municipal infrastructure including streetscapes and storm water management systems;
- g) To promote the unique function of each Sub-area within the Central Area through targeted economic development strategies.

### **10.5.4**

#### **Program of Central Area Enhancements**

In order to achieve progress on each objective identified in section 10.5.3, the City will, as can be reasonably accomplished through annual budget allocations, pursue a program of Central Area enhancement. The program of enhancement is identified in sections 10.5.4.1 to 10.5.4.7 and addressed in detail in the

Background Study to the Master Plan. The specific strategies are unique to this planning period and do not preclude the continuation of established and successful initiatives that are not yet complete.

#### 10.5.4.1

#### **Strategies to Confirm the Priority Functions of the Central Area and Strengthen the Retail Function.**

Entertainment and Cultural Uses, Major Office Uses, and Institutional Uses are considered to be priority functions of the Central Area. In addition, a healthy retail sector is regarded to be important to the multi-functional nature of the Central Area. The following strategies form part of the Master Plan:

- a) The creation of a Public Square, a multi-purpose outdoor venue for gatherings and community celebrations.
- b) The promotion of a “**Downtown First**” philosophy for public investment in municipal cultural and entertainment facilities, evidenced by:
  - i. The pursuit of a permanent off-street venue for a downtown Farmer’s Market, initially in the Public Square.
  - ii. The pursuit of a downtown location *alternative* for the Peterborough Museum and Archives in order to enhance the critical mass required for a more successful tourism offering.
  - iii. The active encouragement of more central Downtown locations for the Canadian Canoe Museum and an expanded Art Gallery.
- c) The active promotion, in cooperation with Trent University and Fleming College, of a Downtown solution for expanded or modified academic programs, or as institutional facility issues change.

#### 10.5.4.2

#### **Strategies to Promote the Quality of Life in Central Area Neighbourhoods**

Over time the Transitional Uses Sub-area represents the logical and practical expansion area for the Commercial Core. During this planning period the residential neighbourhoods in and at the fringe of the Central area are worthy of planning measures to ensure the quality of life for current residents and new residents anticipated due

to residential intensification initiatives. The following strategies form part of the Master Plan:

- a) The preparation of neighbourhood plans for distinct residential areas in the Transitional Uses Sub-area.
- b) The development of an enhancement strategy for the Aylmer/Bethune corridor to promote a positive environment for investment and a safe interface between the Downtown Commercial Core and the Transitional Uses Sub-area. As a component of the enhancement strategy, establish a future for the Bethune Street right-of-way.

#### **10.5.4.3**

#### **Strategies to Encourage New Residential Development**

- a) The commitment to advocate for a change in Provincial school funding policy so that local School Boards have the financial capacity to retain midtown schools in Peterborough.
- b) The proactive planning of the Industrial Conversion Area for long-range and intensive redevelopment purposes, and residential uses in particular.

#### **10.5.4.4**

#### **Strategies to Foster Pedestrian Connectivity**

- a) The assignment of priority to the completion of the Otonabee River Trail connections to Downtown.
- b) The establishment of a north-south walkway/cycling corridor serving the Central Area connecting the Trans Canada Trail at Brock Street and Bethune to the Extension of the Crawford Trail at Townsend Street and Bethune, as part of the refreshed Bethune Street right-of-way.

#### **10.5.4.5**

#### **Strategies to Improve Municipal Infrastructure**

- a) The assignment of priority to the renewal of the Charlotte Street right-of-way from Water Street to Park Street.
- b) The resolution of a sustainable municipal funding solution for an appropriate level of maintenance and safety.
- c) The implementation of the conclusions of the Jackson Creek Flood Reduction Environmental Assessment on an accelerated basis.



- d) The expansion of the municipal off-street parking supply in the Hunter Street East Business District (Village BIA Area).
- e) The investigation of opportunities to establish additional off-street parking supply in the new Café District (Hunter Street).

#### **10.5.4.6**

#### **Strategies to Promote Economic Development**

- a) The comprehensive pre-zoning of all properties in the Central Area to fulfill the full opportunity envisioned by the Official Plan.
- b) The implementation of a program to refresh the “Downtown” brand.
- c) The development of a Downtown-specific Tourism Development Strategy.
- d) The completion of an urban design program to celebrate the gateways to the Central Area.
- e) The establishment of a developer/staff task team to identify the barriers to downtown development and a program for regulatory reform.
- f) The adoption of a Community Improvement Plan for the Central Area.

#### **10.5.4.7**

#### **Strategies to Promote Sound Planning and Quality Development**

- a) Refresh existing Implementation Plans in the following areas to account for the physical expansion of the “Downtown” to the “Central Area”:
  - Site and Building Design Guidelines
  - Residential Intensification Study
  - Streetscape Design Guidelines
- b) Develop new Implementation Plans in the following areas to support the growth implications of “Places to Grow”:
  - Servicing Capacity and Constraints Study
  - Open Space Needs Analysis

c) Respond to the Findings of Parallel Planning Initiatives including:

- The Transportation Plan Update
- The Peterborough Policy Response to ***Places to Grow***
- The Little Lake Master Plan
- Municipal Cultural Plan
- Heritage Conservation Plan

