



City of
Peterborough

To: Members of the Planning Advisory Committee

From: Ken Hetherington
Chief Planner

Meeting Date: May 26, 2021

Subject: Report PAC21-001
Zoning By-law Amendment No. Z2106
2077 and Part of 2011 Ashburnham Drive

Purpose

A report to introduce a City-initiated proposal to amend the Zoning By-law for the properties at 2077 and part of 2011 Ashburnham Drive (known together as Johnson Park) to facilitate the construction of a new Canadian Canoe Museum.

Recommendation

That the Planning Advisory Committee approve the recommendation outlined in Report PAC21-001 dated May 26, 2021, of the Chief Planner, as follows:

That Zoning By-law Amendment Z2106 attached as Exhibit D of Report PAC21-001 be endorsed.

Budget and Financial Implications

Approval of Zoning By-law Amendment Z2106 will enable the City to complete the sale of Johnson Park to the Canadian Canoe Museum as described in Closed Session Report IPSRE21-003 dated January 25, 2021. Proceeds from the sale will be directed to the City's General Property Reserve.

Background

In 2014 the Canadian Canoe Museum (CCM) gave a presentation to Council to highlight opportunity to relocate from their current location on Monaghan Road to a new location beside the Peterborough Lift Lock on lands owned by Parks Canada. Between 2014 and

2020, the CCM conducted extensive design and fundraising toward the project. During site investigation work, however, the project team learned that the site has environmental concerns which would require further investigation. The news caused the CCM to pause the project and seek City staff's assistance to review other potential locations.

Following that review, the City's Johnson Park property emerged as the preferred site for the CCM. Johnson Park is comprised of 0.91 hectares at 2077 Ashburnham Drive and a 1.26 hectare portion of 2011 Ashburnham Drive, for a total of approximately 2.17 hectares (Exhibit A).

On January 25, 2021, Council authorized staff to initiate a re-zoning of Johnson Park to facilitate the construction of a new museum facility. Once the By-law is amended, the City will sell the property to CCM to enable them to complete site plan approval and commence site preparation by October of 2021.

Johnson Park is located along the east shore of Little Lake and the north bank of North Meade Creek (also known as Whitlaw Creek). The park has approximately 145m of frontage along the west side of Ashburnham Drive, directly across from Eastgate Memorial Park. The property is partially tree-covered, is partially subject to flood plain conditions, and is traversed by the Trans Canada Trail along the Little Lake shoreline. The property is bound by the Parks Canada's Trent-Severn Waterway office to the north, Ashburnham Drive to the east, North Meade Creek and Beavermead Park and Campground to the south, and Little Lake to the west.

The property is ideal for the CCM as it:

- Is situated on Little Lake allowing the ability to have floating docks for canoe and kayak launching, as well as open parkland areas around the Rotary-Trans Canada Trail;
- Can accommodate a naturalized outdoor campus, large public events and festivals; and,
- Provides a permanent home for the nationally significant collection.

From an economic development and tourism perspective, the site lends itself to great tourism opportunities by having a fulsome outdoor event schedule and consistent canoe programs. The museum in the park could support outdoor pop-up vendors, on-land programs for families, voyageur canoe rides or canoe tours around Little Lake. Visitors would have lake access to Millennium park, downtown and the Lift Lock. Connection with the Trans Canada Trail system would allow visitors to cycle to the museum.

The current site plan concept (see Exhibit B) for the CCM anticipates a two-storey facility with a total floor area of approximately 5900 square metres of which approximately 2000 square metres will be used for public assembly consisting of a 1571 square metre gallery for exhibitions, a 245 square metre multi-purpose room, and a 184 square metre café

ancillary to the museum uses. Additionally, the concept site plan depicts a boardwalk from the museum facility to a small boat house (approximately 140 square metres) with a deck and floating dock at the southwest corner of the site, on the bank of North Meade Creek. The preliminary site plan concept illustrates a total of 18 vehicle parking spaces at the subject (including 8 accessible spaces) site.

Currently, the site is zoned Open Space District 3 (OS.3). To facilitate the proposed museum facility, staff is proposing to add the Public Service District 1 (PS.1) district to the property with a “F” symbol to acknowledge that the property is subject to flooding.

Development of the museum facility will require Site Plan Approval prior to construction.

Site-Specific Considerations

To support the proposed development, the CCM submitted an Environmental Impact Study (EIS) prepared by Cambium Inc. The study confirmed that there are no wetlands on site, that the vegetation communities on site are common provincially and locally, and that the woodland on site is not significant and is dominated by ash trees and non-native species.

To mitigate potential impacts to warmwater fish habitat within North Meade Creek and Little Lake, the EIS recommends several measures including a 15-metre development setback, erosion and sediment controls, and riparian buffer enhancements. Additionally, the study noted limited potential habitat for Eastern Wood-pewee and Wood Thrush, two bird species of special concern, on or adjacent to the site as well as potential Snapping Turtle (another species of special concern) habitat in and along the North Meade Creek and Little Lake. Implementation of the EIS recommendations during construction will protect against direct impacts to these species.

To date, the CCM has completed a Stage 1 archaeological assessment of the property and is in the process of completing a Stage 2 assessment. To ensure that all archaeological concerns are addressed prior to the start of development on the site, staff proposed to apply a holding symbol “H” to the site that will be removed upon demonstration that any archaeological concerns have been satisfactorily addressed.

Much of Johnson Park is subject to the flood plain of the Otonabee River (Little Lake) and North Meade Creek. Consequently, the proposed building footprint and parking area is situated closer to Ashburnham Drive to avoid the flood plain as much as possible. Additionally, because of this constraint, the property has a limited ability to accommodate parking on site. To support the proposed facility, the CCM is required to obtain approval from the Otonabee Region Conservation Authority for any cut and fill of flood plain on site.

The Official Plan addresses the need to acquire land as part of development approvals to implement expected road allowance widths. Presently, Ashburnham Drive has a width of

24.82m across the frontage of Johnson Park and is designated as a 30-metre road allowance in the Official Plan. Accordingly, the City will retain a 5.18 metre road widening along the Ashburnham Drive frontage of the property.

Zoning By-law

Johnson Park is currently zoned Open Space District 3 (OS.3). To facilitate the proposed museum facility, the Zoning By-law is proposing to add the Public Service District 1 (PS.1) district to the property with a “F” symbol to indicate that the property is subject to flooding. The proposed dual zoning of OS.3 and PS.1 is consistent with the adjacent property to the north.

Additionally, a new site-specific Zoning By-law exception, Exception No. 342 is proposed to:

- establish a minimum building setback of 3m from the northerly side lot line;
- reduce the minimum width of landscape open space required along the Ashburnham Drive street line from 3m to 0m to accommodate the proposed parking area;
- exempt any accessory boat house and deck thereto from Sections 22A.2c) and e) of the Zoning By-law (minimum building setback from a side or rear lot line and minimum landscaped open space along lot lines) subject to site plan approval;
- reduce the minimum parking rate from 1 space per staff and 1 space per 4 square metres of assembly area to 1 space per staff, and 1 space per 15 square metres of assembly area (excluding any accessory uses such as the café); and
- recognize 18 parking spaces to be provide on site and the remaining parking to be provided at nearby City facilities within 300m of the site (i.e. Eastgate Memorial Park, Beavermead Park, 235 Maria Street).

Given the extent of flood plain on the property, the reduced building and landscaping setbacks is intended to allow the site to develop with minimal encroachment into the flood plain. With respect to parking, sufficient parking exists at nearby City facilities off site to accommodate expected overflow demand from the museum. Specifically, the City operates approximately 592 parking spaces in the immediate area at Eastgate Memorial Park (directly across Ashburnham Drive), Beavermead Park (immediately south of the site), and informally at 235 Maria Street (approximately 180m north of the site).

Public Consultation

On April 28, 2021, the CCM hosted a virtual neighbourhood open house with staff in attendance. Notice was distributed to property owners within 500 metres of the site and to all property owners around the perimeter of Little Lake. Approximately 400 participants attended the meeting including residents of the immediate area as well as interested citizens from across Canada and the United States. Many of the comments received praised both the museum's proposed location and design. Some comments received may be considered at either the site plan, building permit application, or detail operations planning stages including:

- the need for visual and textural features to help guide visitors through the museum;
- access to drinking water for trail uses;
- need for no/low waste packaging options at the café;
- bicycle racks for parking;
- alternative roof designs (e.g. green, solar, etc.);
- site security; and,
- coordination of shared parking when events are happening at Eastgate Memorial or Beavermead Parks.

Summary

In accordance with Council's direction dated January 25, 2021, staff has prepared a Zoning By-law amendment to re-zone Johnson Park (2077 and Part of 2011 Ashburnham Drive) from OS.3 to OS.3, PS.1-342-H to facilitate a new home for the Canadian Canoe Museum. Johnson Park is ideal for the Canadian Canoe Museum as it is well connected by trail and roadways to both the surrounding community and the broader region, facilitates enhanced outdoor programming and special events, and capitalizes on the waterfront and proximity to adjacent parks/attractions and the Trent Severn Waterway and Peterborough Lift Lock to form a recreation and tourism-focused district of national significance.

Submitted by,

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Attachments:

Exhibit A – Land Use Map
Exhibit B – Concept Site Plan
Exhibit C – Concept Building Elevations
Exhibit D – Draft Zoning By-law

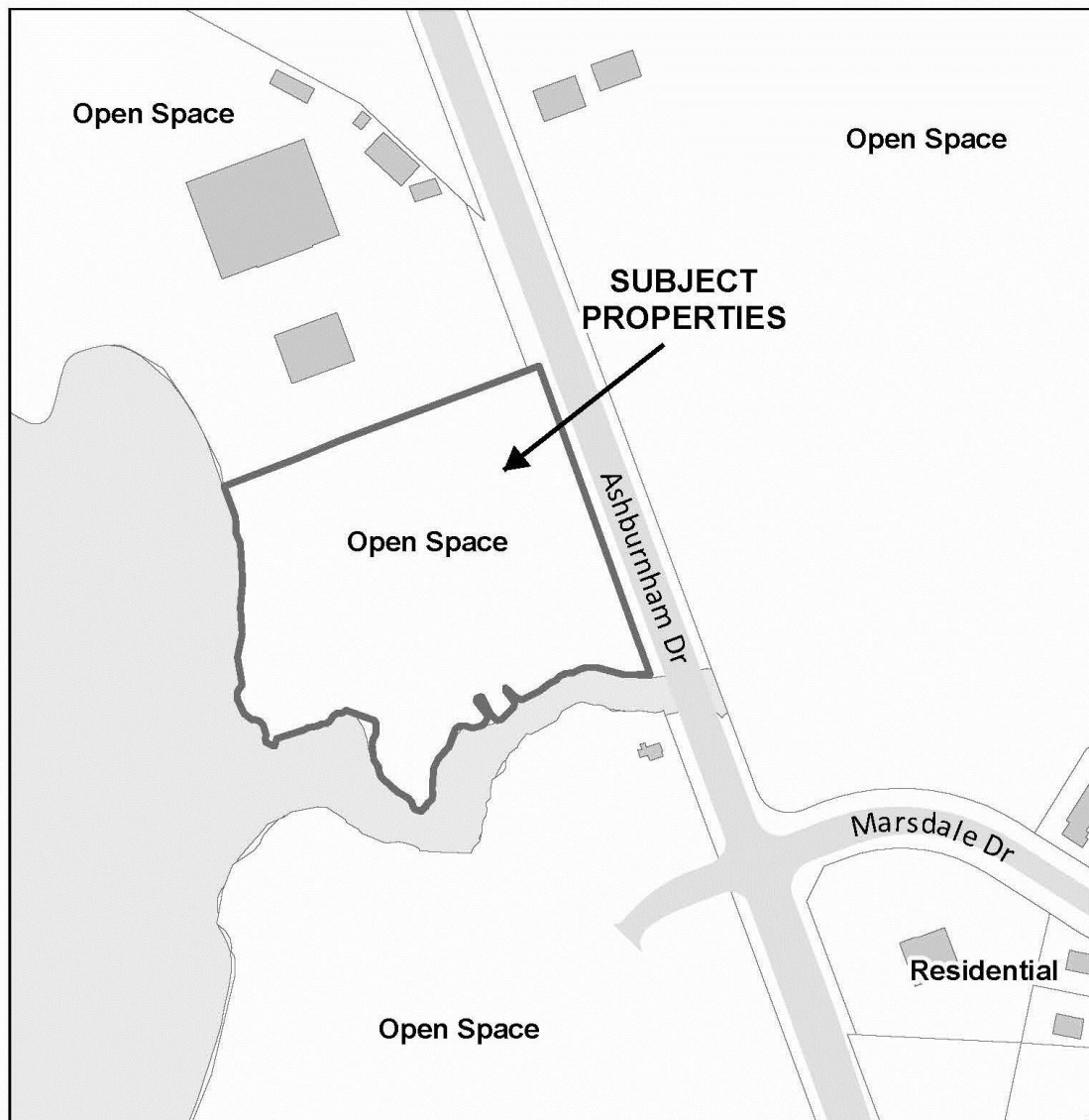
Exhibit A, Page 1 of 1

Land Use Map

File: Z2106

Property Location: 2077 & Portion of 2011 Ashburnham Dr

EXHIBIT
SHEET OF



The City of Peterborough Planning Division

The "City of Peterborough" its employees, or agents, do not undertake to guarantee the validity of the contents of this digital or handcopy mapfile, and will not be liable for any claims for damage or loss arising from their application or interpretation, by any party. It is not intended to replace a survey or to be used for a legal description.

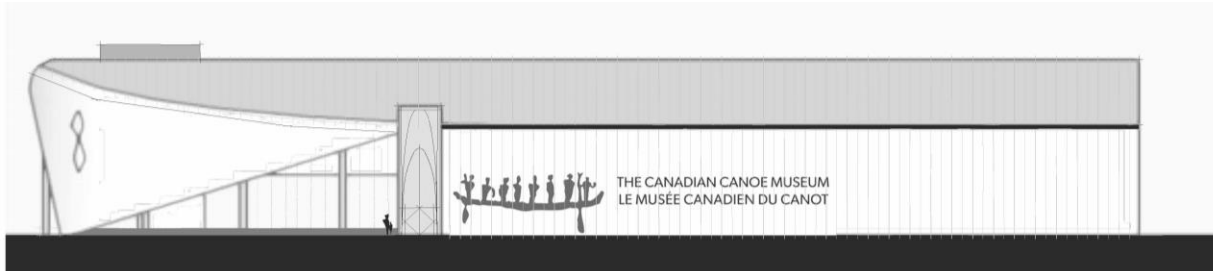


Date: March 25, 2021
Map by: ANichols

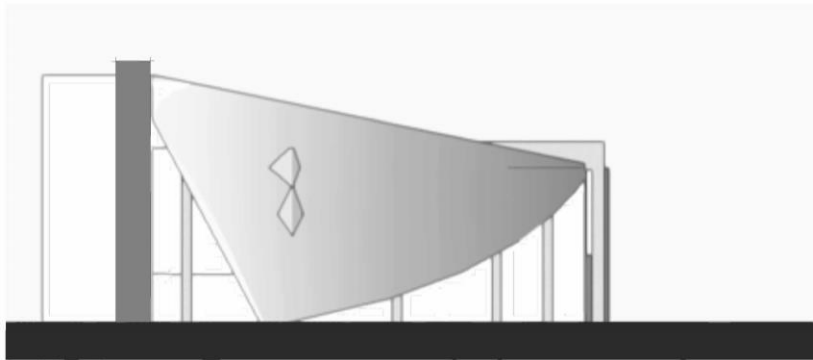
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Architectural site concept plan for the Canadian Canoe Museum. The plan shows the museum building, parking lots, entrance, and surrounding landscape. Key features include the Canadian Canoe Museum building, parking lots, entrance, and surrounding landscape. The plan is oriented with North at the top. A scale bar indicates 1:750. The drawing is labeled AS-101.

Exhibit C, Page 1 of 1



East Elevation



South Elevation

Exhibit D, Page 1 of 3



The Corporation of the City of Peterborough

By-Law Number 21-

Being a By-law to Amend the Zoning By-law for the lands known as 2077 and Part of 2011 Ashburnham Drive (Johnson Park)

The Corporation of the City of Peterborough by the Council thereof hereby enacts as follows:

1. That Section 3.9 – Exceptions, be amended to add the following:

“.342 Minimum building setback from the northerly side lot line: 3 metres

Minimum width of landscaped open space to be established and maintained along a streetline: 0 metres

An accessory structure serving as a boat house and any associated deck, platform or dock shall be exempt from Regulations 22A.2 c) and e), subject to site plan approval

Notwithstanding the provisions of Section 4.2, minimum number of motor vehicle parking spaces to be provided and maintained: 1 per staff and 1 per 15 metres of assembly area, and no parking shall be required for accessory uses

Notwithstanding the provisions of Section 4.10, 18 parking spaces shall be provided and maintained on the lands zoned OS.3, PS.1-342-F and any additional required parking shall be permitted to be located off site within 300 metres thereto.”

2. That Map 19 forming part of Schedule “A” to By-law 97-123, is amended by changing the area shown on the sketch attached hereto as Schedule ‘A’ from OS.3 – Open Space District to OS.3, PS.1-342-F-H Open Space and Public Service District.
3. That the ‘H’ Holding Symbol be removed from the lands zoned OS.3, PS.1-342-F-H at such time as an Archaeological Assessment report prepared by Licensed

Exhibit D, Page 2 of 3

Archaeologist has determined that all concerns regarding archaeological resources have been addressed.

By-law read a first, second and third time this 28th day of June, 2021.

Diane Therrien, Mayor

John Kennedy, City Clerk

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