



## City of Peterborough

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**To:** Members of the General Committee

**From:** Sheldon Laidman, Commissioner, Community Services

**Meeting Date:** December 6, 2021

**Subject:** Designation of Jackson Park Cultural Heritage Landscape  
Report CSACH21-012

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### **Purpose**

A report to recommend that Council designate the Jackson Park Cultural Heritage Landscape under Part IV, Section 29 of the **Ontario Heritage Act** (the Act) as being a property of cultural heritage value or interest to the City of Peterborough.

### **Recommendations**

That Council approve the recommendations outlined in Report CSACH21-012, dated December 6, 2021, of the Commissioner of Community Services, as follows:

- a) That the recommendation of the Peterborough Architectural Conservation Advisory Committee (PACAC) to designate the properties known municipally as 610 Parkhill Road (Jackson Park) and 575 Bonaccord Street (Hamilton Park) as a cultural heritage landscape under Part IV, Section 29 of the Ontario Heritage Act (R.S.O. 1990, c.O.18) being of “cultural heritage value or interest” be approved; and,
- b) That Council’s intention to designate be advertised in a newspaper having general circulation in the municipality as per the **Ontario Heritage Act R.S.O. 1990, c.O.18, s.29 (3)**; and,
- c) That the owners of the properties to be designated, and the Ontario Heritage Trust, be served with a Notice of Intention to Designate as per the **Ontario Heritage Act R.S.O. 1990, c.O.18, s.29 (3)**.

### **Budget and Financial Implications**

There are no budgetary or financial implications as the result of the recommendations of this report.

## Background

Under Part IV of the Act, municipalities may designate individual properties deemed to be of “cultural heritage value or interest” to the community, through the passage of municipal By-Laws. The designation process strikes a balance between the freedom of the individual property owners and the recognized need of the community to preserve its heritage resources. Heritage designation prohibits unwarranted demolition and controls major alterations that might otherwise harm specific heritage features.

The Act also allows for the designation of cultural heritage landscapes under either Part IV or Part V of the Act. Like all other designated properties, cultural heritage landscapes are evaluated against Regulation 9/06 of the Act which lays out the criteria for determining significance of heritage resources. Within the proposed cultural heritage landscape, one structure, the Pagoda bridge is already designated under Part IV of the Act.

Staff is recommending that the Jackson Park Cultural Heritage Landscape be designated under Part IV of the Act, as a property of cultural heritage value or interest. This landscape was reviewed by the PACAC at their meeting of September 5, 2019 and is recommended by the committee to Council for designation. The designation brief for the Jackson Park Cultural Landscape is attached as Appendix A of this report.

## Cultural Heritage Landscapes

Cultural Heritage Landscapes have been identified for several decades as a specific type of heritage resource. Landscapes are complex resources that include both physical elements as well as intangible elements such as religious, cultural, or historic associations. In general, landscapes also include both natural elements and those made by humans and respond to the surrounding environment and context.

In Ontario, a Cultural Heritage Landscape is defined in the 2020 Provincial Policy Statement as:

- A defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community. The area may include features such as buildings, structures, spaces, views, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association.

There are many different types of cultural heritage landscapes which can be designated under Part IV or Part V of the Act, depending on the scope and complexity of the landscape. Landscapes can include, but are not limited to, heritage conservation

districts, streetscapes, parks, gardens, neighbourhoods, cemeteries, natural areas, and industrial complexes. The designation of a property or properties as a cultural heritage landscape recognizes the physical elements of the site as well as its relationship to the local community through its use, history or significance.

There are three main categories of landscapes, which are recognized by UNESCO: designed landscapes which are designed explicitly by humans; evolved landscapes which began from human action and have evolved in association with its environment; and association landscapes which possess religious or cultural associations with natural elements and may have limited material cultural evidence. These categories assist in the identification, understanding, and preservation of cultural heritage landscapes.

In Ontario, a landscape can either be designated under Part IV or Part V of the Act, depending on its unique circumstances. In general, Part IV designations are suitable for smaller landscapes or those on single parcels of land which are contained and can be protected similarly to an individual property. The designation of a cultural heritage landscape under Part V of the Act, as a heritage conservation district, is more suitable for larger areas which encompass multiple properties; in essence, a heritage conservation district is a type of cultural heritage landscape, whether or not it has been referred to as such in the district plan.

At its meeting of June 24, 2019, Council ratified its motion of the June 3, 2019 General Committee meeting that “Staff provide a report on designating Jackson Park as a cultural heritage landscape”. Staff reviewed the park against the criteria for significance outline in Regulation 9/06 of the Act and determined that the area is suitable for designation as a cultural heritage landscape. Designation under Part IV of the Act is most suitable for this landscape because, while it is a large area of land, it is comprised of a limited number of parcels of parkland all of which are owned by the City of Peterborough. This was reviewed and recommended for approval by PACAC at their meeting of September 5, 2019.

### **The Jackson Park Cultural Heritage Landscape**

Jackson Park has been in continuous use as a park since its creation at the end of the nineteenth century and is a landmark landscape with considerable significance to the local community. The Park is an excellent, representative example of naturalistic urban park design of the late nineteenth century, designed to allow visitors to experience nature within the context of an urban, industrial setting. Designed by John Belcher, the noted nineteenth century Peterborough architect, the park displays a high degree of craftsmanship in its overall planning and layout, demonstrating a well-developed understanding of the design elements of the nineteenth century naturalistic urban park.

Jackson Park has direct associations with several themes, people, organizations and activities which are important to the history of the community including the development of park lands in Peterborough, recreational activities of Peterborough residents, the role of parks and green spaces as part of community improvement, and the charitable and social goals of Charlotte Nicholls.

Through its physical topography and development as parkland, Jackson Park was an important part of defining the late 19<sup>th</sup> century layout and settlement patterns of the surrounding roads and neighbourhoods. The Park is physically and historically linked to the larger landscape of the oldest sections of the city as part of the Jackson Creek watercourse which flows from the park and through downtown Peterborough where it is a defining feature of the landscape. It is also historically linked to its immediate surroundings as part of the original Dixon property and to Dixon House, the designated homestead of William Dixon one of the first 'Colony Settlers' of 1818.

### **Boundaries of Jackson Park for Designation**

For the purposes of the designation of the park as a cultural heritage landscape, the parcels being recommended by PACAC are the two properties known as Jackson Park (as defined as the parcel municipally addressed as 610 Parkhill Road) and Hamilton Park (575 Bonaccord Street). See Appendix B. It should be noted that there is a significant natural area connected to the west limit of 610 Parkhill Road that is also considered to be part of the modern definition of Jackson Park, which extends significantly further to the west and is also currently used for recreational purposes. The proposed designation of the property at 610 Parkhill Road represents the main part of Jackson Park and is the area most representative of the attributes of a cultural heritage landscape. The remaining parts of Jackson Park are divided up into several different ownership parcels with properties being owned by the City, Otonabee Region Conservation Authority, and private landowners.

Hamilton Park was created in 1944 on land donated by former Mayor James Hamilton. The park was not intended as a naturalistic park although wooded areas remained. Rather its creation recognized the creek's use as a popular swimming destination. The creek bed was widened, its banks hardened, and a weir installed to create a large swimming area. The work created a contiguous park space and formally extended the recreation facilities of Jackson Park south of Parkhill Road. Its inclusion in the designation recognizes the evolution of Jackson Park as a large tract of programmed park land within which natural features are altered to create recreational amenities.

### **Pagoda Bridge**

The Pagoda Bridge within Jackson Park was individually designated in 1987 under By-law 1987-99. A review of the OHA by the City's Legal Division has found that there is no operational non-compliance between the two by-laws and that leaving the Pagoda Bridge By-law in place in no way creates a legal inconsistency with the other. The heritage attributes of the Pagoda Bridge are all captured in the new Jackson Park Cultural Landscape designation.

### **Prior Studies**

In 2013 Golder Associates Ltd. (Golder) was retained by AECOM Canada Ltd (AECOM) to complete a Cultural Heritage Overview Assessment to review the heritage impacts of

all network alternatives as part of the Class Environmental Assessment being undertaken for the Parkway Corridor. During the course of this preliminary study, AECOM identified the preferred alternatives for the north and south sections of the Parkway and as a result, Golder was asked to complete a full Heritage Impact Assessment (HIA) for the preferred route and subsequently to complete a separate Cultural Heritage Landscape Assessment specifically to assess the heritage impacts of the proposed Parkway Corridor on Jackson Park. The landscape assessment concluded that Jackson Park meets all the tests for significance under Regulation 9/06 of the Ontario Heritage Act. Specifically, it has:

- Design value or physical value as a rare example a late 19th century picturesque park design is that is unique to Peterborough;
- Historic value or associative value as an example of the emerging importance of municipal parks during the 19th century and through its association with the philanthropy of Charlotte Nicholls and the Nicholls Park Trust. The design of the park and the Pagoda Bridge demonstrates the work of the Peterborough architect, John Belcher, and;
- Contextual value because it is a landmark within Peterborough.

The study provided a Statement of Cultural Heritage Value for the park:

- Jackson Park is a designed cultural heritage landscape with well-defined boundaries that displays urban park landscaping ideas popular at the end of the 19th century. The original, natural character of the Jackson Creek valley has been considerably modified within the park through the construction of a sawmill, railway track and finally the development of the municipal park. The subsequent 20th century modifications have produced a layering of changes over time that reflects the evolving use of the park.

The study also recommended the development of a management plan for renewing the cultural heritage landscape of Jackson Park and provided recommendations on how to incorporate any new infrastructure into the cultural heritage context of the park through careful consideration of design. If designated as a cultural heritage landscape, any triggering alteration to the landscape will require the approval of Council as it will constitute an alteration to a heritage property under the Ontario Heritage Act.

## **Impacts on Other City Plans and Initiatives**

### **Official Plan**

The Jackson Park area has been identified as a significant open space area in planning documents for many years. The current Official Plan designates the area as Major Open Space and Protected Natural Area, and the 2021 Draft Official Plan designates Jackson Park as a Natural Area and a component of the City's Natural Heritage

System. The designation of Jackson Park as a cultural heritage landscape would be in keeping with the Official Plan designations.

### **Transportation Master Plan**

The Transportation Master Plan is in the last phases of development, and the recent approval of a recommended Transportation Strategy for the City will be used to finalize the policies and infrastructure recommendations to support growth to 2051. As part of the recommended transportation strategy, the addition of new north-south arterial road capacity on the west side of the City is not being recommended, however operational and safety improvements to key intersections will be required. One of the areas identified for improvements is the area of Parkhill Road and Fairbairn Street.

As noted in Report IPSTR21-018 a focused Individual EA approach is proposed to plan for the required improvements. A focused Individual EA would seek to limit the scope of investigation to only those alternatives that are needed to address the identified problem(s) and may even limit the size of the study area to any area necessary to ensure that a reasonable range of alternatives could be generated. An EA process would have to take into account the Cultural Heritage designation of Jackson Park in the assessment and evaluation of alternatives, and potentially in the design of any recommended solution(s).

### **Projects Underway**

The City has two capital projects in development within the proposed park boundary map shown in Appendix B.

**Hamilton Park Splashpad:** This project is part of the City's 10 year Strategic Plan for Water Play Facilities. The budget for the Hamilton Park location was approved in 2019 and the Design and Build Contract of this splashpad has been awarded. The project is currently completing final design with construction anticipated to begin Spring 2022 ready for opening Summer 2022.

**Jackson Park Washroom Replacement:** The existing park washroom facility is in excess of 50 years old, in poor condition and does not meet accessibility standards. The project is forecast in the 2023 Capital budget for replacement. The new washroom building would be in the same proximity to the existing building. The building footprint would increase nominally to accommodate a fully accessible design. The siting and exterior design of the washroom structure will be reviewed to ensure compatibility with the identified heritage attributes of the park.

## **Summary**

This report recommends the designation of the Jackson Park Cultural Heritage Landscape under Part IV of the Ontario Heritage Act.

Submitted by,

Sheldon Laidman  
Commissioner of Community Services

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**Attachments:**

Appendix A: Jackson Park Cultural Heritage Landscape Designation Brief  
Appendix B: Proposed Boundary Map