



City of
Peterborough

To: Members of the General Committee

From: Sheldon Laidman, Commissioner, Community Services

Meeting Date: July 11, 2022

Subject: Heritage Conservation District Study, Report CSACH22-012

Purpose

A report to recommend the adoption of the Downtown Heritage Conservation District (HCD) Study.

Recommendations

That Council approve the recommendations outlined in Report CSACH22-012 dated July 11, 2022, of the Commissioner of Community Services, as follows:

- a) That a presentation by EVOQ Strategies be received for information; and
- b) That the recommendation of the Peterborough Architectural Conservation Advisory Committee (PACAC) to adopt the Heritage Conservation District Study for the Downtown under Part V, Section 40(1) of the Ontario Heritage Act (R.S.O. 2005, c. 6. s. 29.), be approved.

Budget and Financial Implications

Upon approval by Council to adopt the HCD Study, staff anticipate making a capital allocation request of \$150,000 in the 2023 Budget for Council's consideration to support the next step in the HCD process which is the completion of the Heritage Conservation District Plan for the downtown.

Background

Introduction and Planning Justification

An HCD is a defined area of the city where the heritage features of the buildings and landscape are protected by the municipality through designation under the Ontario Heritage Act (OHA). HCD designation enables the Council of a municipality to manage and guide future change in the district through policies and guidelines for the conservation, protection and enhancement of the area's special character. Long term studies of Heritage Conservation Districts have identified numerous community benefits including:

- Conservation and enhancement of a place's unique character;
- Increased tourism;
- Attraction and retention of stable businesses; and,
- Property value resiliency during economic downturns.

Strategic Direction 3 of the Council endorsed Municipal Cultural Plan - Strengthen Heritage - calls on the City to make built heritage conservation of the downtown a corporate priority, recognizing that the historic landscape of the city's core is an important economic asset for the community. A stated objective of the updated Official Plan (OP) is that "the cultural heritage resources within the city be identified, conserved, promoted and enhanced and that development should occur in a manner which protects and complements the City's heritage". It notes that cultural heritage resources foster community identity across the city but particularly in the Central Area and other Strategic Growth Areas.

The OP identifies HCDs as a specific tool for evaluating cultural heritage resources to identify properties where heritage conservation will be prioritized, where sensitive renovation should occur, and properties where well designed redevelopment is appropriate. The goal of this objective is to protect cultural heritage resources while providing a level of certainty to the development community. This objective is in keeping with Section 2.6.1 of the Provincial Policy Statement that "Significant built heritage resources and significant cultural heritage landscapes shall be conserved".

In the 2022 budget Council provided funding for the completion of a Heritage Conservation District Study for the Downtown, the first step in the creation of an HCD under the Ontario Heritage Act.

There are two distinct parts in the creation of an HCD, the Study phase and the Plan phase. The HCD Study phase does not result in the designation of a Heritage Conservation District. The Study phase simply evaluates the Study Area and, if merited, proposes that an HCD plan be prepared for Council's consideration.

In the summer of 2021, staff initiated a competitive bidding process and selected EVOQ Strategies to facilitate the completion of the Heritage Conservation District Study. The consultants were charged with fulfilling several key objectives mandated by Part 5 of the OHA:

Assessing the heritage characteristics of the Study Area through analysis of buildings, structures, landscapes and other property features, and the completion of comprehensive research on the history of the study area;

Recommending the geographic boundaries of the area to be designated;

Providing recommendations as to the objectives of the designation and the content of the heritage conservation district plan, and;

Reviewing the Peterborough Official Plan for potential conflicts in planning process.

A Technical Advisory Committee comprised of staff from the Arts, Culture and Heritage and Planning Divisions met monthly with the consulting team to review progress and discuss any issues arising.

Study Area

Staff initially set a study area bounded on the north by Murray Street, to the south by Dalhousie Street to the west by Rubidge Street and on the east by the river. After initial review on site, preliminary research and discussion with staff the consulting team scoped the boundaries to focus on the commercial core as defined by the spine of George and Water Streets, and two adjacent areas, each of which was identified as a Character Area within the proposed HCD Study boundaries.

Study Process

The consultant team began by conducting site visits to photograph and complete a survey sheet for each building in the study area. They then undertook archival and online research to complete an inventory database entry recording the history, architecture, and current condition of each individual property. Data collected included date of construction, building height, stylistic influences, building material components, and storefront types. These records were compiled to create a Built Form and Landscape Survey for the HCD Study area.

Once the survey was completed the consultants undertook a Character Analysis of the downtown's built form beginning with mapping the properties using GIS to create a set of maps that visually present the development of the downtown over time by building date, building materials, design, height and architectural style.

The Downtown HCD study recognizes the geography of the area as a critical factor for the occupation of the site where Peterborough now sits by both Indigenous and Settler communities. Nestled within a drumlin field and in the valleys formed by the Otonabee

and Jackson Creek, Nogojiwanong the 'place at the end of the rapids', formed a natural area for Indigenous encampments and the first European settlement – the Adam Scott mill. From here the Study outlines five major periods of occupation and development of the study area:

- Nogojiwanong: Pre 1825;
- Early Settlement and an Emerging Town: C. 1825 – 50;
- The Coming of Age of a Town: C. 1850 – 1884;
- The Heart of an Industrial City: C. 1884 -1930;
- Economic Shifts and Modernism: 1930 – 1975; and,
- Valuing Downtown Differently: 1975 - Present

The history and significance of each period is outlined in the Study, recognizing the changes to the core area of the growing town that each brought with it. The major elements associated with each period are outlined in these narratives as well.

This phase also included analysis of road patterns and a review of the historic development of the infrastructure of the core area. The work also included analysis of accessibility of properties within the study area and found that roughly 50% of the properties were inaccessible to persons with mobility issues having one or more steps at the store entrance.

In addition to the analysis of individual properties the Study also reviews public spaces including parks and Jackson Creek, the latter is noted in particular for its potential to be daylighted in parts of the downtown. Views and vistas of landmark buildings and streetscapes are also identified for their contribution to the heritage character of downtown.

From the Character Analysis the consultants chose to divide the study area into three Character Areas:

The Commercial Heart – comprised of the properties along George and Water Streets and the cross streets from Brock to King Streets.

The Civic Core – comprised of the major civic buildings to the north of the commercial area which frame the two greenspaces in the study area, Confederation Square and Victoria Park, and include such landmark buildings as the Courthouse, City Hall, PCVS, the Armoury and the old YMCA along with several churches.

Industrial Lands – comprised of the stretch of land along the waterfront that includes the QTG Pepsico (Quaker Oats) plant and Millennium Park.

Each of these areas would be contained within the HCD but could have different guidelines in the HCD plan specific to the preservation of the dominant building types in each area. The Study provides a detailed analysis of the downtown's overall heritage character and the common features that define it including such things as the representative architectural styles, the commercial street character, lot coverage, the rhythm of window and door opening, the predominate two to three storey building heights, ornamentation, materials and other character defining elements.

An area suitable for designation as an HCD must have a level of integrity or completeness that is supported by a landscape that is coherent and authentic. The study reviews the research findings against the criteria for determining cultural heritage significance outlined in Regulation 9/06 of the Ontario Heritage Act. These criteria focus on:

Design and Physical Value – Looking at materials, design, rarity and styles of the buildings, degree of craftsmanship, etc. in the study area.

Historical or Associative Value – Looking at associations with themes, events, people, activities, etc. that are connected to the properties in the study area, buildings which add to the understanding of the community, or buildings associated with architects, builders or designers significant to the community.

Contextual Value – Looking at the way in which heritage resources help define the character of the area, places that are physically, visually or historically linked to each other or are defining landmarks in the area.

For an area to be designated it must meet any one of the criteria outlined in the OHA. The Study finds that the Study Area meets the criteria in all categories.

The Research and analysis section of the Study concludes with a comprehensive review of the current planning context for the downtown. The consultants reviewed the Official Plan, the Zoning By-Law and several supporting plans including the Central Area Master Plan and the Little Lake Master Plan. The consultants also reviewed relevant provincial planning legislation including the Growth Plan for the Greater Golden Horseshoe and the current Provincial Policy Statements to determine if there were conflicts in direction given by those documents and the proposed HCD objectives.

Consultation Process

Because the Study phase does not lead to the designation of an area as an HCD under the OHA, no public consultation process is required under the Ontario Heritage Act. The only consultation required is with the municipal heritage committee (PACAC). The City's RFP however recognized that input from the community is critical to the success of an HCD so a comprehensive consultation process was undertaken. The objectives of the consultation were:

- to inform the community about the scope of the study;

- gather input on the history and significance of the district;
- seek feedback on the values associated with the study area;
- present the outcomes of the heritage analysis, results, and recommendations, including the proposed boundary; and,
- document community feedback for incorporation into the Study.

The consultation program included:

two meetings for the general public held on April 6th and May 17th (the first of these was virtual and the second in-person);

Presentations to the Peterborough Architectural Conservation Advisory Committee and the Arts, Culture and Heritage Advisory Committee.

A series of small group forums with business owners, property owners and organizations whose work touches on the downtown or provides services for people in the core area; and,

One on one conversations with property developers that work in the downtown area.

Local First Nations were invited to be part of the consultation process. Staff feel it is vital to engage with First Nations to capture their traditional histories of Nogojiwanong and ensure protection of Indigenous cultural resources in the Study Area.

A recurring message in the public meetings was that the downtown needs strong revitalization efforts to make it the flourishing and desirable destination that it once was. The question was asked as to what value an HCD has in bringing about that revitalization. While it is true that the creation of an HCD cannot directly repair the damage done by COVID or improve the circumstances of marginalized persons using the downtown, HCDs have been shown to provide a framework of consistency and stability to areas in transition. They provide clear expectations to the development industry; they create a backdrop for the community to both reflect upon and celebrate its past and they are key to developing the amenities that draw tourism to the independent businesses that anchor the downtown.

Study Conclusions

The Downtown Heritage Conservation District Study concludes that the scoped study area merits designation as a Heritage Conservation District under Part V of the Ontario Heritage Act based on an analysis of its history, character, appearance and integrity. It recommends that a Heritage Conservation District Plan be prepared for the area to manage change within the neighbourhood to conserve its cultural heritage values.

The Downtown's cultural heritage value lies in its high concentration of buildings of mid-19th to mid-20th century architectural styles and types. Downtown's heritage attributes reflect its historical and associative values related to Peterborough's dynamic growth and development over the last century and a half. The area also has contextual value as the historic heart of the city of Peterborough.

The Downtown Heritage District Study was presented to the Peterborough Architectural Conservation Advisory Committee (PACAC) at their meeting of June 23, 2022 for its review and approval. PACAC approved the draft Study and requested that Staff forward it to Council for adoption.

Next Steps

The HCD Study is being presented for Council's consideration. This is the first of two steps in the process to create a Heritage Conservation District. The first step in the process is the background study of the history and integrity of the heritage resources in the downtown which is recommended for approval through recommendation (b) of this report. The second step in the process will be the completion of a HCD Plan which lays out the guidelines for preserving the heritage values of the downtown and provides direction on how development should occur to avoid the loss of the community's heritage.

The completion of an HCD plan would be guided by a consulting team but is expected to be driven by a comprehensive community engagement plan. While the initial step one stage of this process was only to determine if the area met the criteria for preservation, step two in the process will determine the true impacts on the future of this downtown area, its users, and property owner so consultation would be much more comprehensive. Consultation and information sharing opportunities will include such things as:

- A regular newsletter informing the community of the progress on the Plan development;
- A series of public meetings to receive input on the sorts of protection the community wishes to see for the downtown regarding design of new work and the types of historic features to preserve;
- A mapping exercise giving the community an opportunity to identify the historic elements of the downtown that holds heritage value;
- Consultation with the City's advisory committees;
- The use of the City's web platforms to provide updates on the Plan development.

Upon approval by Council of the recommendations in this report for endorsement of the step one Study, staff will proceed to make a capital allocation request in the 2023 Budget for Council's consideration for the completion of a HCD Plan. Upon Council's endorsement of the Plan in step two, a By-law will be drafted bringing the Plan into force for guiding future changes to the downtown.

Summary

EVOQ Strategies was commissioned by the City to prepare a Heritage Conservation District Study for the downtown area of Peterborough. The step one Study concludes that the historic core area of the city meets the criteria under the Ontario Heritage Act for designation and recommends that a Heritage Conservation District Plan be created as a next step in the consideration of designation by Council. Upon approval by Council to adopt the HCD Study, a 2023 Budget request will be submitted for Council's consideration to support the next step in the process for completion of the HCD Plan.

Submitted by,

Sheldon Laidman
Commissioner of Community Services

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Appendix A – Downtown Peterborough HCD Study

EVOO

STRATEGIES



Downtown Peterborough

Heritage Conservation District Study

City of Peterborough

S-05018-21

ISSUE DATE: June 28th, 2022



Cover image: George Street, Peterborough, 1920. **Source:** Peterborough Museum and Archives, G. N. Gordon District Photo Album. Elwood Jones and Bruce Dyer, Peterborough: The Electric City (Burlington, ON, Windsor Publications, 1987), p. 53.

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EXECUTIVE SUMMARY

The need for a Heritage Conservation District (HCD) study for the Central Area was identified in the 2021 Draft Official Plan of the City of Peterborough. The initial area for study was outlined by staff in the Request for Proposal. The objective of the study was to identify and assess the cultural heritage value and attributes of the Downtown Peterborough HCD study area and to determine whether they meet the criteria for designation under Part V of the Ontario Heritage Act.

In November 2021, the City retained EVOQ Strategies as prime consultants, with LURA Consulting as sub-consultants, to complete the HCD study for Downtown Peterborough. The study was carried out in accordance with the Ontario Ministry of Heritage, Sport, Tourism and Culture Industries Toolkit- *Heritage Conservation Districts: A Guide to District Designation under the Ontario Heritage Act*.

This report contains a summary of the community consultation and community advisory group meetings; the history and evolution of the area; a summary of the built form and landscape survey; an analysis of the existing heritage character; an evaluation of the study area's cultural heritage values; an analysis of the existing planning policy framework and identified any contradictions between it and the identified heritage character of the area; and recommendations.

The Study concludes with the recommendation to designate a portion of the proposed Downtown Peterborough HCD study area and the creation of one HCD Plan to manage change within the area. The remaining portion of the initial study area was determined not to merit inclusion in this HCD; however, individual properties have been recommended for further research and other immediately surrounding areas may be considered for further study as to their merit as HCDs or for applying other tools to maintain character.

Chapter 1

Introduction

1. INTRODUCTION

1.1. The HCD Study Area

The proposed study area covered a large section of downtown and its immediate surroundings traditionally associated with the first settlement and its later expansion. This area has also provided archaeological evidence of the presence of Indigenous people. The area was framed by Rubidge Street to the west, McDonnell Street to the north, the Otonabee River to the east and Sherbrooke Street to the south.

Within that area, the mandate was to identify whether a Heritage Conservation District (HCD) is an appropriate tool to preserve heritage and what other tools might help guide the evolution of the area while respecting potential heritage values.

As a result of the analysis carried out by EVOQ Strategies, the study area was concentrated around a proposed HCD in the commercial, civic, and industrial core of downtown as a cohesive ensemble focused on the first settlement and the defining periods of its evolution over time. The other sectors originally included in the study area may be subject to other heritage preservation mechanisms. See Figure 1 below for the original study area.

Figure 1 - Map of the original study area and the revised study area.



1.2. Process

The process to study an area for consideration as an HCD is articulated in Part V of the Ontario Heritage Act (2005). In broad terms, this includes:

- examining the character and appearance of the area to determine significance and identify heritage attributes;
- proposing boundaries based on the attributes;
- developing objectives of designation and context for an HCD plan; and
- studying the City of Peterborough Draft Official Plan, By-laws and other planning tools to identify potential conflicts and recommend changes if required.

Consultation with the Municipal Heritage Committee is required prior to the completion of the study.

Additionally, the *Guide to District Designation under the Ontario Heritage Act* (2006) recommends public consultation to engage different views in understanding what may have value.

EVOQ Strategies implemented this process and carried out fieldwork by walking each street of the study area to record the buildings, landscapes features, and other relevant information that would inform the analysis of potential heritage attributes. Furthermore, the team engaged with residents, business owners, developers, the Municipal Heritage Committee (Peterborough Architectural Conservation Advisory Committee, PACAC), and the Arts, Culture, and Heritage Advisory Committee (ACHAC) through a number of meetings to help define the value, boundaries, and the objectives. Details of those meetings are available in Appendix C

1.3. Consultant Team

The project was led by EVOQ Strategies, a firm dedicated to sustainability and heritage. Based on its expertise in heritage area planning, it dedicated its team, including a historian, heritage planners, and other specialists, to understanding the potential heritage value of downtown Peterborough.

The EVOQ Strategies team was led by Christophe Rivet, Principal who, together with Dima Cook, Architect Principal, provided the direction and quality assessment for the project. The team included

Mark Elsworthy, Heritage Planner, Valentina Samoylenko, GIS Specialist and Analyst, Edward Houle, Historian, and Patricia Deer, Planning Analyst.

EVOQ Strategies was accompanied by LURA Consulting as the independent facilitators. LURA provided facilitation support during consultation exercises and meeting reports. The LURA team was led by Susan Hall and Alexander Furneaux, supported by Lovely Juson, and Franca Di Giovanni.

1.4. Acknowledgements

The team would like to thank the City of Peterborough residents as well as the businesspeople, owners, and developers for their contributions to the process of defining the heritage values of downtown Peterborough. Their input through public meetings, group interactions, and online feedback enriched this report.

Additionally, the project team would like to acknowledge the leadership of the City's Heritage Preservation Office and Planning staff in setting the course of the project and providing ongoing guidance.

Chapter 2

History and Evolution

2. HISTORY AND EVOLUTION

2.1. Introduction

The history of the study area, including relevant information regarding the surrounding region, is presented in the following section. This history is divided into distinct themes (ex. geographical, landform creation) or historical eras. Of these historical eras, periods of significance with relationships to existing heritage attributes are identified in Chapter 6.

2.2. Natural / Geological history

2.2.1. General Geography

The downtown Peterborough study area is part of the Peterborough Drumlin Field physiographic region of the Great Lakes-St. Lawrence Lowlands, between the southern edge of the Canadian Shield (to the north) and the Oak Ridges Moraine (to the south). The field covers an area of approximately 5000 km², featuring inverted spoon-shaped drumlins with a general south-southwest orientation. These are principally composed of Newmarket Till, a silty sand with coarse sand and pebble gravel.

The study area borders the Otonabee River and encompasses parts of Jackson Creek. It is generally flat, with relatively elevated portions at a drumlin in the area's northeast section and toward the west of the study area beyond Jackson Creek.

2.2.2. Landform Creation (geological history)

Working up from the Precambrian basement rocks, the bedrock beneath the study area is part of the Verulam Formation composed of a fine-grained, grey limestone. Over this older stone, Black River and Trenton limestones were formed during the Ordovician period approximately 460-480 million years ago, when seas covered the region.

About a million years ago, continental glaciers covering Quebec and Labrador spread to the southwest, including the study area. Over many millennia, the glacial ice advanced and retreated across southern Ontario four times, with the last of the series of glaciers, the Wisconsin glacier, beginning its retreat about 12 000 years ago. The Peterborough Drumlin Field resulted from a formation pattern caused by moving glacial ice eroding previously deposited sediments.

The retreating glaciers of the Wisconsin glacier period also shaped the topography and hydrography of the study area through the draining of glacial lakes. Both Jackson Creek and the Otonabee River were originally part of spillways between smaller glacial lakes formed between glacial Lake Algonquin (the body of water prior to Lake Huron) and glacial Lake Iroquois (prior to Lake Ontario).

Following the retreat of the glaciers, the region surrounding the study area was initially characterized by herb tundra vegetation. This herb tundra vegetation evolved to be replaced by forest tundra, then by boreal forest approximately 11 000 years ago. Mixed forest conditions emerged 9000 years ago, with deciduous forests becoming predominant in the last thousand years.

2.2.3. Jackson Creek and the Otonabee

Carved into the terrain by spillways linking glacial lakes, the present-day Otonabee River and Jackson Creek join at Little Lake just south of the study area. While development has altered both waterways, they still define and influence the study area, acting as an edge in the case of the Otonabee River and as a boundary or transition between adjacent districts in the case of Jackson Creek.

2.3. Nogojiwanong: pre-1825

2.3.1. The Place at the End of the Rapids

Various indigenous groups travelled through and inhabited the Peterborough area for several thousand years prior to the arrival of European settlers. Peterborough is in the traditional territory of the Anishinaabeg, which includes the Algonquin, Chippewa, Delaware, Mississauga, Ojibwa, Odawa, and Potawatomi peoples, all of whom played significant roles in the history of the Great Lakes Basin since the late 1600s.

The pre-settlement and traditional name for the current study area is *Nogojiwanong*, “the place at the end of the rapids,” this being the area located immediately downstream from the last of the Otonabee’s rapids. The name Otonabee itself is an alternate spelling of *Odenabe*, which means “river that beats like a heart.”

The foot of the rapids along the Otonabee River was one end of a traditional Michi Saagiig portage route, sometimes referred to as the Chemong Portage, a 10 km route crossing the study area

between the Otonabee River and Chemong Lake. This route was a crucial link between fishing grounds and winter camps. Demonstrating its longstanding presence, the Chemong Portage was used by Samuel de Champlain in 1615 and mapped by Collins in 1790. Additionally, municipal discussions with Treaty 20 Elders have identified the general territory of present-day Peterborough as having been historically used as a resting place and camp; in particular, the land around Little Lake, near to the study area, was an important meeting spot that saw significant trading activity. (Additional research and engagement would improve the understanding of the Peterborough area's indigenous history.)

Immediately prior to settlement, Jackson Creek was a braided stream with islands and associated wetlands. In that period it also separated two types of vegetation: to the west was a dense growth of pine interspersed with beech and maple, while the landscape around the portage between the stream and the river was more open savanna, with lower vegetation including old oak, pine, smaller brushwood, huckleberry and grass. Forests of maple, oak and other hardwoods blanketed the other hills in the Peterborough area. The region's rich forests and abundant water supported Indigenous hunting and fishing camps, traces of which were observed by settlers well into the nineteenth century.

2.3.2. Scott's Plains

The Rice Lake Purchase of 1818, an agreement falling within Treaty 20 of the Williams Treaties (1923), set the stage for European colonization in the early nineteenth century. The region's counties were surveyed in 1818, and within the Township of North Monaghan's survey, the site for the future town of Peterborough was set aside.

In 1819, a party of British settlers including Adam Scott arrived to establish a mill along the Otonabee River, marking the end of the pre-settlement era. On the riverbank near what would become King and Water Streets, Scott set up a gristmill and sawmill in a single building, serving some of the agricultural settlers beginning to set up north of Rice Lake. The force of the Otonabee being too powerful, the mills ran off a consistent and manageable supply of water diverted from Jackson Creek along a millrace parallel to present-day King Street. This first settlement, called Scott's Plains and made up of rudimentary wooden cabins, consisted only of Scott and the small party of men who worked at his mill.

2.4. Early Settlement and an Emerging Town: c. 1825 to 1850

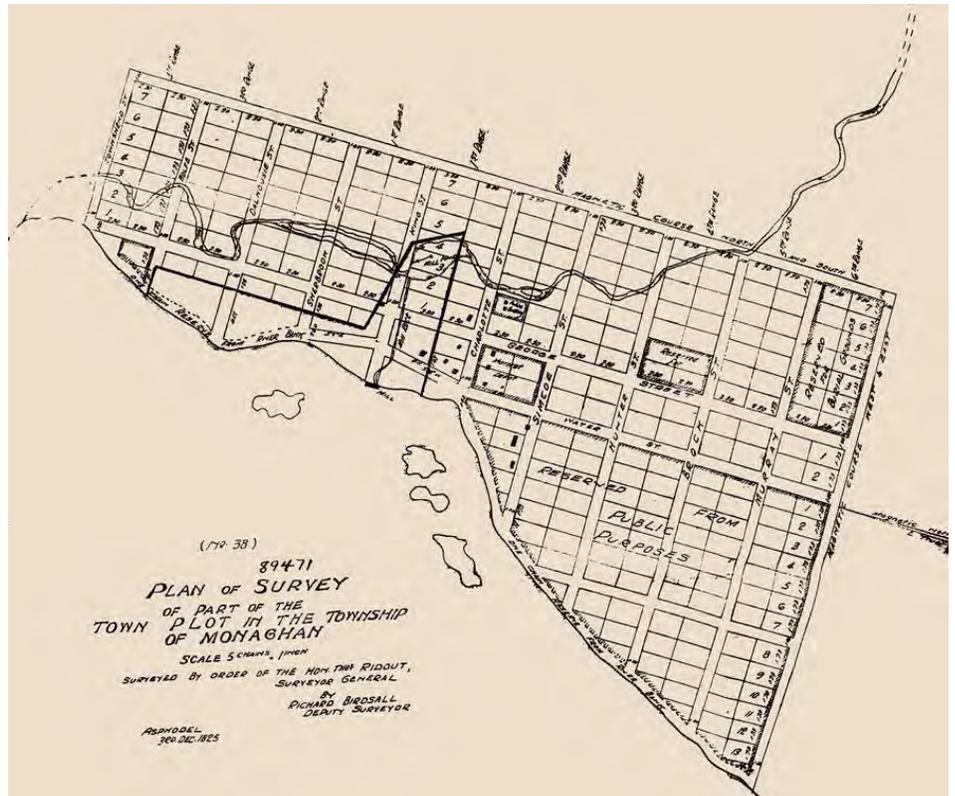
2.4.1. The Robinson Emigration and Town Layout

While Scott's mill and the small group of people connected to its operation established the first settlement, the Robinson Emigration of 1825 represents the first significant colonization of the area. The Robinson Emigration brought over 2000 Irish Catholic settlers to the Peterborough area and townships to the north. The arrival of 415 families escaping poverty in Ireland had a lasting impact on the social character of Peterborough, and the name Peterborough commemorates the organizer of this event, Peter Robinson.

The Irish Catholic settlers and other predominantly British colonists settled around what would become the town, with 100-acre plots of land allotted to each family. In Peterborough, a street grid with rectangular ½-acre lots was surveyed in 1825 and extended in 1846 (Figure 2, end of the section). The initial survey, by Surveyor Richard Birdsall (1799-1852), laid out a block pattern approximately aligned with magnetic north instead of the baselines of the surrounding townships. East-west streets were spaced at regular intervals (with lots back-to-back), and north-south streets were spaced further apart as the grid approached Jackson Creek from George Street and towards the Otonabee to the east of Water Street. King Street, an east-west street, was located directly to the south of the millrace between Jackson Creek and Scott's mill. Water Street's slightly angular westward kink to the north and south of King Street was located just to the west of Scott's facility, suggesting the possibility that Birdsall adjusted the grid to avoid encroaching on the existing establishment.

The newly arrived families toiled to build temporary and short-term wood housing, clearing their lots in and around the town. Market Square, administrative buildings and other structures dotted the landscape of the study area. The first frame houses appeared on George Street starting in 1826-27.

Figure 2 - Survey of the future town of Peterborough by Richard Birdsall, 1825. This plan shows Birdsall's street layout for the settlement. West is to the top of the drawing.



2.4.2. Early Growth

The town's population grew quickly to 500 by 1832. Most of the study area's buildings in this period were of wood, although there were a few buildings of brick, and some structures of local Black River and Trenton limestone, such as the County Courthouse and Jail. The Courthouse was the heart of the town's new governance role: Peterborough was selected in 1838 as the District Town, or judicial seat, for the newly created Colborne District (which would become Peterborough County in 1850); and representatives of surrounding townships convened in the Courthouse starting in 1841. Reinforcing Peterborough's Courthouse as a regional focal point, the district agricultural fair was held in front of the building from 1843 to 1861.

The establishment in 1825 of Market Square site at the block surrounded by George, Simcoe, Water and Charlotte Streets helped define the emerging commercial district of retail, hotels and offices centred on George Street. Hotels were built in Peterborough around the 1830s-1840s, accommodating travelers and newly arrived settlers to this commercial and administrative centre of a growing agricultural and lumbering region. The Globe Hotel on Charlotte Street of around 1842-43 was one of Peterborough's first brick commercial buildings, while Phelan's Hotel built in 1849 was one of several smaller hotels on Simcoe Street. Other hotels were located

throughout the town centre, such as the Frame Hotel at George and Brock Streets, which would go on to be renamed and renovated numerous times.

Despite the growing population and construction, it took time before many of the study area's streets would be well defined and cleared of tree stumps. In this early period, only Sherbrooke, George and Hunter Streets were passable year-round. Hunter Street led to a wooden bridge built in 1826 across the Otonabee River, which was replaced the following year after a fire. After another fire in 1846, a Howe truss bridge, also of wood, was erected. Other early infrastructure schemes included the first proposals for the Trent canal that would be constructed decades later, and early initiatives to build a railway. A Burial Ground reserved in Birdsall's survey was closed for use as a cemetery by 1846 (the eastern part of this site would later be developed as Confederation Square), and another public green space, Courthouse Square (later Victoria Park), was established in front of the Courthouse in 1840.

2.4.3. An Established Town

Several small industries were established in the town, including mills, a foundry, a distillery, a brewery and tanneries. These smaller industries were mostly built along the west bank of Jackson Creek, where dams and flues provided power and flowing water carried off waste; the Otonabee River was too powerful and volatile to be harnessed by these relatively modest operations. Commercial activity was concentrated on George and Hunter Streets, with mixed-use buildings featuring cast-iron structures. The heart of town offered numerous hotels, stores and banks. (Figure 3, next page)

Residential development continued beyond the emerging town centre. Peterborough's middle-class and wealthier residents generally congregated around the streets to the north, while the town's working-class and poorer residents typically lived just west of Jackson Creek's industrial corridor and near the wetland to the south of town. Churches were also built in this period for Peterborough's large Catholic population and several Protestant congregations. St. Peter-in-Chains was built for the Catholic community first in 1826, and replaced by a stone church at the western edge of town in 1837-38 following a fire. Saint John the Evangelist Anglican church was built within the study area around the same time, in 1834-36 (Figure 4, next page). A Baptist chapel was also erected on Aylmer Street.

Figure 3 - Town plan of Peterborough and Ashburnham in 1846. Map shows natural water courses, the street and property layouts, and building footprints.



Figure 4 - View of St. John the Evangelist Anglican Church and its hillside surroundings in 1835.



The town was incorporated in 1850, complete with new bylaws to manage fire safety including building regulations, as well as public health, commercial and industrial regulations. With its institutional, industrial, commercial and governmental buildings, the study area at the heart of Peterborough reflected what was by then an established and still-growing Ontario settlement.

2.5. A Town's Coming of Age: c. 1850 to 1884

2.5.1. A Turning Point in Development

The mid-nineteenth century was a turning point in Peterborough's prosperity and development. Newly incorporated as a town, Peterborough's property values rose, and industry and commerce served the growing population of the surrounding rural townships. Though small industries servicing local needs were already established, local industry would expand and diversify with population growth in the town, surrounding regions, and in the Dominion, and with new technologies and connections to other markets.

The railway age was well underway in the mid-nineteenth century, with a long list of upstart railway companies. There were several schemes to build railways between Peterborough and Port Hope or Cobourg, eventually achieved with the first train arriving in Ashburnham in 1854. A railway link to Peterborough would arrive in 1858, with a station for the Port Hope & Peterborough Railway (later the Midland Railway) built near Aylmer and Bethune Streets. Peterborough became a strategic crossroads of east-west and north-south rail routes, and also had a formidable champion for its development as a rail centre in the energetic local businessman George A. Cox (1840-1914), Midland Railway president from 1878 until its absorption by the Grand Trunk in 1883-84. By the end of this golden age of railways, a range of smaller railway companies serviced Peterborough, and the transcontinental Canadian Pacific arrived in 1884. The various rail lines generally ran around the current study area, although by 1866 a spur line was built on the western bank of the Otonabee River and was extended to Auburn two years later.

2.5.2. Turbulent Growth and Innovation

This period is also characterized by a series of market “panics” affecting access to capital and investment in Canada, including 1857, 1866, and the long panic of 1873-1877. Besides the impact of “panics,” other schemes had financial implications. Notably, the bankruptcy of the Port Hope, Lindsay and Beaverton Railway decimated the savings of many Peterborough residents and investors. Furthermore, the town had invested heavily in this scheme, leaving it essentially without funds. Consequently, the Peterborough Town Trust was established by order of Parliament in 1861 to isolate the town from real estate or capital schemes, protecting public finances from such risky endeavours.

Despite financial turmoil, this was also a period of successful undertakings and new companies bringing new infrastructure. For example, the Peterborough Gas Company brought street lighting to the town centre in 1869-70. Other improvements that addressed public health and safety included the introduction of sewers, with a first line servicing George Street in 1851. The waterworks came later- typical of nineteenth-century urban development- with a first upstream pumping station in 1882.

Another challenge related to the densification of the town during this period was fire. Several fires broke out in Peterborough, including the George Street Fire of August 11, 1861. These calamities led to substantial rebuilding between 1862-63, and bylaw changes in 1863 and 1875 stipulating when fireproof masonry construction was required. Several brickworks opened in Peterborough in the 1850s, such as Curtis & Sons and the Romaine Brickworks, supplying construction within and beyond the downtown study area.

Railway connections brought access to new markets and a shift in industrial and commercial production. A greater quantity and variety of goods were imported to the Peterborough area and made available in downtown’s many ground-floor commercial spaces. Meanwhile, local industries increasingly focused on production for non-local markets, often leading them to expand and modernize; for instance, the Whyte, Hamilton & Co. manufacture, a foundry founded in 1857, became the William Hamilton Manufacturing company in 1883 with new facilities and production. The large-scale production of canoes and boats also dates from this period, with the establishment of the Ontario Canoe Company in 1879, leading

to a long run of production of watercraft in Peterborough; despite the production of wooden watercraft, regional lumber production generally declined during this period, further contributing to the transformation of Peterborough's industrial sector. Most industries continued to congregate along Jackson Creek, with 19 manufacturing facilities located on the stream.

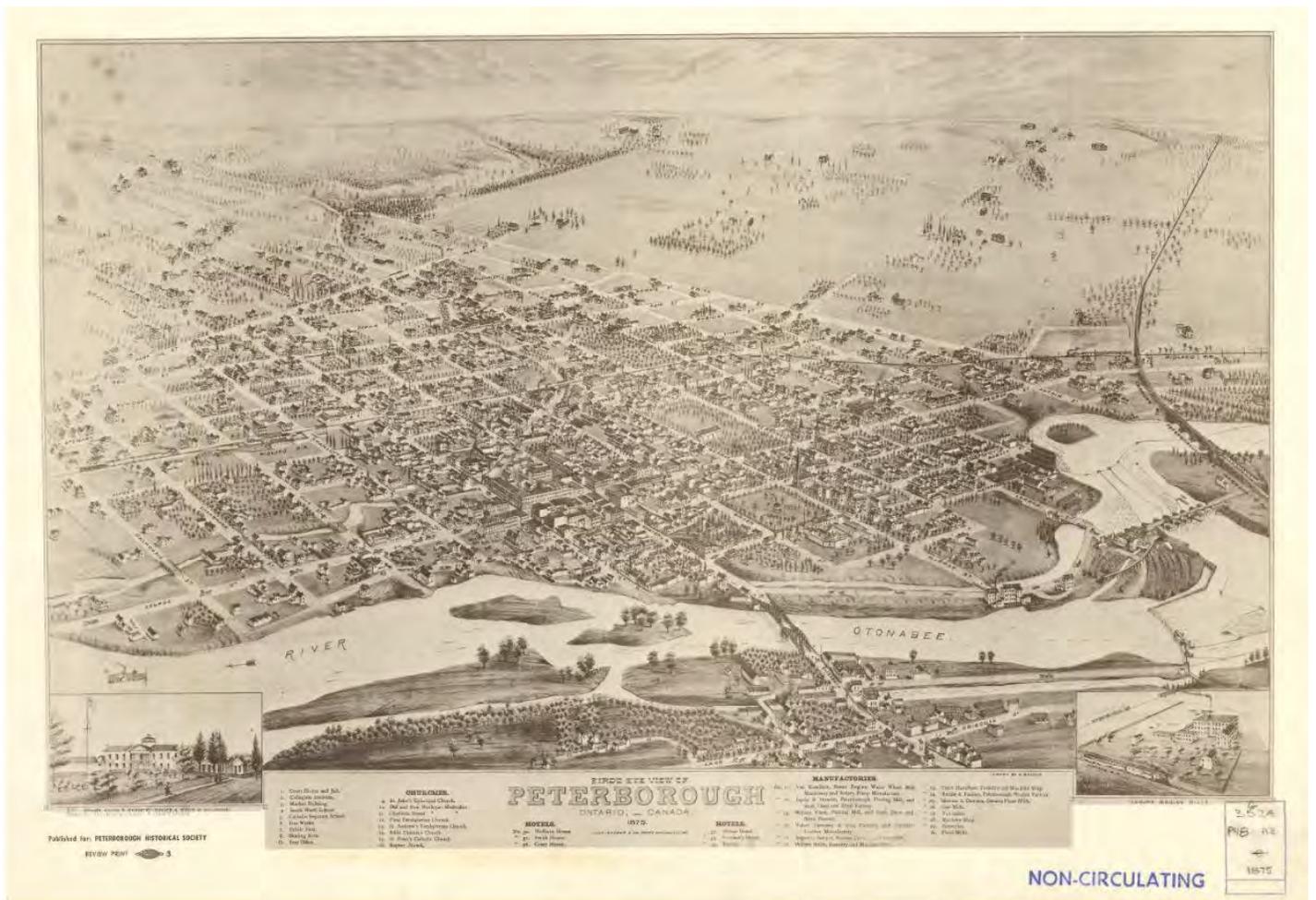
2.5.3. Downtown Continues to Take Shape

The expansion and diversification of economic activities in central Peterborough were accompanied by further residential development and densification. Residential districts expanded, especially to the north and west of the study area, but also to the south following the filling in of a wetland in 1875. Around the same time, Church Row emerged as a distinct district to the west of the study area on Rubidge Street with the expanded St. Peter-in-Chains (promoted to Cathedral of the Catholic Diocese of Peterborough) in 1884-86 and St. Andrew's United Church built in 1885. Other churches include the George Street Methodist (now Emmanuel United) Church built on George Street in 1875, and St. Paul's Presbyterian Church that opened facing Victoria Park in 1860. On the site of the community's first log schoolhouse also to the north of the park, Central School (or Union School) was built in 1857-60, a building that would be expanded three times before the century's end. Victoria Park itself was given its current formal landscape in the 1880s by the Horticultural Society. Meanwhile, the wooden Howe truss bridge across the Otonabee River to Ashburnham was replaced, following a fire, with a cast iron bridge around 1871; the partial collapse of this bridge led to its replacement by a steel bridge in 1875. The central area was further improved with gas lighting, while industrial development gradually built over and partially concealed Jackson Creek. At the end of this period, most properties in downtown Peterborough were occupied. The area displayed a fine assortment of commercial buildings containing stores, offices, and hotels. (Figure 5, end of section)

Many of these buildings followed American architectural trends, such as the Post Office (also known as the Morrow Building) of 1880, one of downtown's handsomest Second Empire buildings with its richly sculpted façade and mansard roof. The 1876 opening of the Bradburn Opera House added to downtown's diversity and Peterborough's cultural life. Both buildings were designed by Irish-born Peterborough architect John Belcher (1834-1915), who had a varied local practice of commercial, residential, and

institutional commissions, including buildings for different religious denominations. Beyond his own designs, Belcher further influenced downtown Peterborough's built form through his appointment as Town Engineer from 1878 to 1897, during which he was responsible for multiple municipal infrastructure projects and public buildings.

Figure 5 - View of Peterborough looking northwest, 1875. The tallest and most closely packed buildings are along George Street in the middle of the image. Jackson Creek and a number of industrial buildings are still visible to the west (above) George Street, while Victoria Park, Confederation Square and multiple church steeples are found to the north (right) of the commercial area.



2.6. The Heart of an Industrial City: c. 1884 to 1930

2.6.1. The Emergence of Electric City

The railway boom, the development of the Canadian West, and technological advances further opened the way for new industries, new development, and the diversification of activities in downtown Peterborough. Additionally, as the Kawarthas began to draw vacationers, Peterborough benefitted as the regional commercial and administrative centre. Department stores, theatres and cinemas, and new offices added to downtown's vigor and diversity. Expanding railways with yards, sheds and other related buildings enlarged the footprint of both CP Rail along the Otonabee River, and the CN tracks between Bethune and Aylmer Streets.

In terms of industrial production, the mid 1880s marked a shift in the scale and type of manufacturing in Peterborough. Smaller industries focusing on local or regional markets continued to exist, but new and much larger factories appeared in and around downtown Peterborough.

A major factor in this turning point was the construction of dams and hydroelectric power stations on the Otonabee River beginning with the London Street Generating Station in 1884. Harnessing the swift-flowing river provided Peterborough with an abundant supply of electricity that, along with ambitious civic leadership, helped to attract innovative industrial development. Peterborough's moniker, Electric City, was inspired by this historic relationship to electricity, evoking a town whose modernization was particularly related to its electricity supply and even to the local production of electric-powered technology.

2.6.2. Larger Factories and New Industrial Districts

The Peterborough Lock Company's factory on Simcoe Street in 1885 dwarfed the scale of the older foundries, distilleries, shops, and tanneries sited along Jackson Creek (Figure 6, end of section). This would be one of the last industrial plants built along Jackson Creek, as newer plants such as the Peterborough Canoe company (1892) and the enormous Quaker Oats plant (1902) were built near the river. Other factories, such as Central Iron Works, were established adjacent to the railway both within and outside the study area.

Other large factories were built on large parcels outside the heart of the town. The vast Edison Electric Company (later the Canadian General Electric Co. Ltd., or CGE), opened in 1891, was the largest of these sites. Edison/CGE was built on former agricultural land southwest of town where it was connected to the railway network. This electrical products plant was also connected to, and a primary developer of, the local electricity supply.

The long-awaited Trent Severn Waterway was completed in 1920, although the Lift Lock built east of the study area between 1896-1904 connected Peterborough to the canal network well before. While the waterway served primarily as transportation for commodities supporting local commercial and industrial activity, its importance for connecting Peterborough to distant markets in this period never approached that of the railways.

Figure 6 - View of the Peterborough Lock Company building (centre) and other industrial and commercial buildings on Simcoe Street, 1890s.



2.6.3. Innovative Infrastructure

With four local power companies and numerous hydroelectric dams, in these years, Peterborough produced more than enough electricity for its population; in 1905, for instance, the town used less than half the locally generated power. Exploiting this oversupply, not to mention the opportunities presented to the industrial and commercial sectors to supply the town with public services, Peterborough was soon endowed with leading-edge electric infrastructure. Peterborough had an electrically powered waterworks and Canada's first automatic telephone exchange. The town's electrified streetlights, also a first for Canada, lighted the study area's streets starting in 1884, an early example of how electricity would come to supplant the use of gas.

Peterborough's turn-of-the-century streetcar network may, in part, have been a luxurious way to demonstrate locally manufactured trams, given that the town's small size arguably made it walkable. Regardless, the first lines installed on George and Charlotte Streets in 1893 were extended to industrial and residential districts over the following two decades. Though Peterborough's trams carried up to 600 000 passengers in 1905, by 1927 declining ridership led to the conversion of the streetcar network to bus service.

Much like other cities, the rise of the automobile in the late 1910s and especially the 1920s brought a new form of mobility with increasing repercussions for traditional downtowns like Peterborough's. The new Hunter Street (or Ashburnham) Bridge, built with a combination of reinforced and unreinforced concrete components, improved automobile travel between central Peterborough and the Village of Ashburnham by elevating car traffic above the railroad. When built, the Hunter Street Bridge had the longest span for an open-spandrel concrete arch bridge in Canada. Other infrastructure accommodating the car in the 1920s included parking garages (at Hunter, Brock, and Chambers Streets, all to the east of George Street), and mechanic's garages and automobile dealerships around George, Aylmer and Water Streets.

2.6.4. New Commercial Building Types

With new technologies, means of production and employment came new ways to spend money and leisure time. Department stores selling an ever-increasing variety of products emerged during this period, as did the entertainment industry. Department stores were a new typology of commercial building: unlike traditional commercial shops located on the ground floor of mixed-use

buildings, department stores required an entire building for showing, storing and presenting wares. Fairweather's opened in the 1870s as downtown's first department store, followed by the Turnbull Company in the late 1880s, Barrie's in 1900, and eventually national stores such as Eaton's in 1927. The earlier department stores renovated existing buildings. In 1911, Barrie's introduced the modern model of retail architecture with its new building on George Street clad in gleaming glazed terra-cotta. The renovated Turnbull's followed in 1914 (but not before recovering from a construction disaster), and Eaton's built a fine two-storey department store with Tyndall limestone accents and copper framed windows.

Peterborough's venerable opera house, the Bradburn, was replaced by the Grand in 1905 (Figure 7, below). Shortly after, a succession of theatres responded to a dynamic market for live shows and motion pictures: the Crystal (1907), the Royal (1908) and the Princess (1909) were early, smaller venues that would be followed by the Empire (1914) and the Regent (1920). Keeping entertainment in downtown Peterborough up to date with the latest trends and technologies, the Capitol (1921) marked a shift in size as the town's first large movie palace. The rapid succession and number of venues meant that downtown's role as an entertainment area was increasing.

Figure 7 - Grand Opera House on George Street, early 1930s.



2.6.5. Institutional Landmarks

The new Market Hall of 1889, with its intricately detailed façades and distinctively profiled clock tower designed by local architect and Town Engineer John Belcher, is a notable landmark in the study area from this period. A variety of institutional buildings serving the growing community and contributing a civic architectural character to downtown also date from this time, such as the Salvation Army Temple at the corner of Aylmer and Simcoe Streets, the Peterborough Drill Hall and Armoury built on Confederation Square between 1907-09, and Peterborough Collegiate and Vocational School built in 1907-08, also on Confederation Square. On the south side of Confederation Square, the Romanesque Revival YMCA constructed on George Street in 1896 was the work of noted local architect William Blackwell (1850-1937), as was the nearby Murray Street Baptist Church of 1911. This architect collaborated with John Belcher on the distinctive Beaux-Arts Neoclassical design of the Carnegie Library that was completed in 1911, adorning the east side of Confederation Square. William Blackwell, who formed a partnership with his architect son William Blackwell, who formed a partnership with his architect son Walter Rollston Lightbourne Blackwell (1890-1957) in 1919, was responsible for many other buildings in the Peterborough area, including several of Peterborough's new schools that were built in residential neighbourhoods outside of the study zone.

As with prior periods in Peterborough's history, this age of progress and development was not without its setbacks. A catastrophic structural collapse at Turnbull's Department Store on Simcoe Street during renovations in 1913 tragically killed six people. The department store was rebuilt the following year (Figure 8, next page). In 1916, an explosion and massive fire at Quaker Oats not only destroyed a large part of the factory, but also affected neighbouring structures (Figure 9, next page). Consequently, the County Courthouse was renovated the following year by William Blackwell (Figure 10, next page), and the bridge crossing the Otonabee was replaced by the present Hunter Street (or Ashburnham) Bridge, open in 1921 (Figure 11, next page).

Industrial growth and the production of a variety of products made Peterborough a thriving industrial powerhouse with one of the largest industrial workforces in southern Ontario. After decades of solid growth and increasing economic prosperity, Peterborough became a city in 1905. The energy and confidence of this era are profoundly reflected in Peterborough's urban environment.



Figure 8 - (Top left) Turnbull's department store building at the corner of George Street North and Simcoe Street in the 1920s.

Figure 9 - (Bottom left) The Quaker Oats factory remnants following the fire of 1916.

Figure 10 - (Top right) View of the County Courthouse, present-day condition.

Figure 11 - (Bottom right) View of the Quaker Oats Company factory, the Hunter Street Bridge and the railroad along the west bank of the Otonabee, circa 1928.

2.7. Economic Shifts and Modernism: c. 1930 to c. 1975

2.7.1. Continuity and Signs of Change

Peterborough's vigorous economic and demographic growth slowed considerably, if not entirely, during the Great Depression of the 1930s. It returned following the Second World War, though at a slower rate than before. With the declining importance of rail and canal transport and the continuing rise of the automobile, Peterborough's industrial sector did not evolve as vigorously as those of Ontario communities located on the new 400-series highways. Moreover, with the development of a province-wide electricity utility, the Otonabee River's electrical generating capacity no longer gave the Electric City the characteristic advantage it once had.

Consequently, Peterborough began to show signs of change in the face of a transforming economy: it is in this period, for instance, that the famed local canoe and boat manufacturing industry shut down. Nevertheless, Peterborough remained a healthy industrial city (Figure 12, bottom of page). CGE was the city's largest employer, complemented by the presence of a variety of other manufacturing companies. Much of the city's new residential and industrial construction was found outside of the study area.

Figure 12 - View looking north toward Water Street (left) and the Otonabee River (right) in 1954. The zone between Water Street and the river is still significantly industrial, with rail yards and multiple railroad tracks.



Peterborough also remained the Kawartha region's commercial and services centre. As with many cities, these tertiary economic activities increased in importance and diversity in Peterborough after the war. Indeed, the city acquired a new role as a centre of post-secondary education with the establishment of Trent University in 1963 (its architecturally remarkable north end campus being built in 1967-69) and Fleming College in 1967. The emergent changes and challenges to Peterborough's identity coincided with the innovative ideas of Modernist planning and architecture in the postwar decades. Peterburians considered options for reimagining downtown, but also considered maintaining much of its historic course of development.

2.7.2. Urban Renewal Proposals

Immediately after the Second World War, Peterborough's Planning Board anticipated a new period of growth when it commissioned urban planner, E. G. Faludi, in 1945 to produce a master plan for the city. Published two years later, the master plan was in many ways typical of postwar urban renewal planning, favouring the zoning of uses, car-oriented infrastructure, widespread greenery, and the replacement of older structures, much of which was to be funded by the National Housing Act.

Within the study area itself, the "Faludi Plan" proposed wider streets and the concentration of parking a few blocks from George Street; Faludi explored the possibility of transforming old industrial properties along Jackson Creek into parking lots while also exposing covered portions of the creek and restoring its planted banks. The plan additionally proposed replacing the existing CPR station with a union station and bus terminal, and removing the train tracks along Bethune Street, in response to the declining dominance of rail. Finally, the plan argued for the removal of what it considered obsolete or blighted buildings and incompatible functions. For instance, the landmark Market Hall of 1889 would have been demolished, and the historic farmer's market relocated.

Most of Faludi's master plan was not implemented, with the notable exception of the recommendation for a city hall, which opened in 1951, overlooking Confederation Square. Otherwise, downtown continued to develop much as it had before the war. For instance, a referendum in 1955 confirmed residents' preference to keep Jackson Creek flowing underground rather than restoring what was still considered a polluted stream. One of the most conspicuous changes during this period was the conversion of several downtown streets to one-way traffic accommodating the prevalence of the automobile.

2.7.3. Modernism that Fits In

Downtown remained commercially active and viable in the 1950s and 60s even with new trends in shopping and entertainment that increasingly favoured suburban development. The opening of the Odeon Theatre in 1948 on the site of the former Grand Opera demonstrated the continued popularity of downtown's cinemas in the 1940s and 50s (Figure 13, below). Nevertheless, the cinemas would come to experience declining attendance with the rise of television, and many would close later in this period.

Rather than widespread demolition and reconstruction of downtown, architectural Modernism came to the study area principally with buildings in the new style whose scale and details suited the historic urban fabric. The Dominion Public Building and Post Office (1952) on Charlotte Street is a notable example, featuring a combination of finished stone and recessed window walls. The Bank of Montreal on Simcoe Street (1960) is another remarkable modernist building, with its limestone and marble cladding, gold mosaic frieze under an overhanging roof, and curtain wall windows with gold-coloured aluminum framing. Without following the historic styles of neighbouring buildings, these structures still manage to fit in thanks to their sophisticated designs and quality materials.

Figure 13 - View of George Street looking north, late 1940s-early 1950s. To the right are the signs for the Capitol, Odeon and Paramount cinemas.



The Bank of Montreal was designed by architect Eberhard Zeidler (1926-2022), who joined the venerable local architecture firm of Walter Blackwell and James S. Craig in 1951 and became a partner in 1955. Before and even after he relocated to Toronto in 1962, Zeidler contributed other notable modernist buildings to downtown Peterborough. For instance, his south wing for the County Courthouse of 1959-60 was a distinctive yet respectful addition to the historic structure (in 1958, the older Courthouse building was recognized by the Historical Sites Board of Ontario for having provincial significance). And the same architect's Police Department Headquarters at the southeast corner of Water and McDonnell Streets presented, when completed in 1971, a strikingly modern version of a monumental civic building (Figure 14, below).

Figure 14 - View of the Police Department Headquarters, completed in 1971.



2.7.4. Competing with the Suburbs

Later in the 1960s, and especially in the 1970s, car-oriented suburban retail development increasingly competed with downtown Peterborough. With the challenges to downtown's viability, some of its historic commercial architecture was lost, such as the Bradburn Opera House, and the Cluxton Block at George and Hunter Streets. The loss of the latter building, in spite of attempts led by the Old Buildings Committee and the Peterborough Historical Society to prevent the demolition, represented a turning point in Peterborough's heritage movement. Other historic buildings were not demolished, but still lost original architectural features, such as the mansard roofs and dormer windows removed from several downtown commercial buildings beginning in the 1930s, a consequence of fire safety considerations. Concerns over downtown's vulnerability inspired attempts to carefully renew the city's centre, without employing wholesale urban renewal.

Ron Thom (1923-1986), architect of Trent University, proposed in the 1960s a refurbishment project for George Street emphasizing such details as uniform signage and awnings. But a more global planning initiative was required. In 1971, City Council passed an official plan committed to maintaining a balance between downtown and suburban commercial development, setting the stage for architectural and landscape rehabilitation projects assisting downtown in its revival.

2.8. Valuing Downtown Differently: 1975 to present

In the story of downtown Peterborough's urban development, 1975 marks two important events: the completion of Peterborough Square and the establishment of the Peterborough Architectural Conservation Advisory Committee (PACAC). Peterborough Square is a shopping centre located in the urban block bounded by Simcoe, George, Charlotte and Water Streets. Developed with Eaton's, the new retail and office spaces were meant to help downtown compete with suburban retail. At the same time, Peterborough Square echoed some of downtown's qualities: its entrances and plazas extended the pedestrian realm of the sidewalk; building volumes on George Street respect surrounding building heights; and the use of brick referred to downtown's historic brick architecture (Figures 15-17, next page).

Transformation and continuity at the historic Bradburn Opera House site and Market Hall:

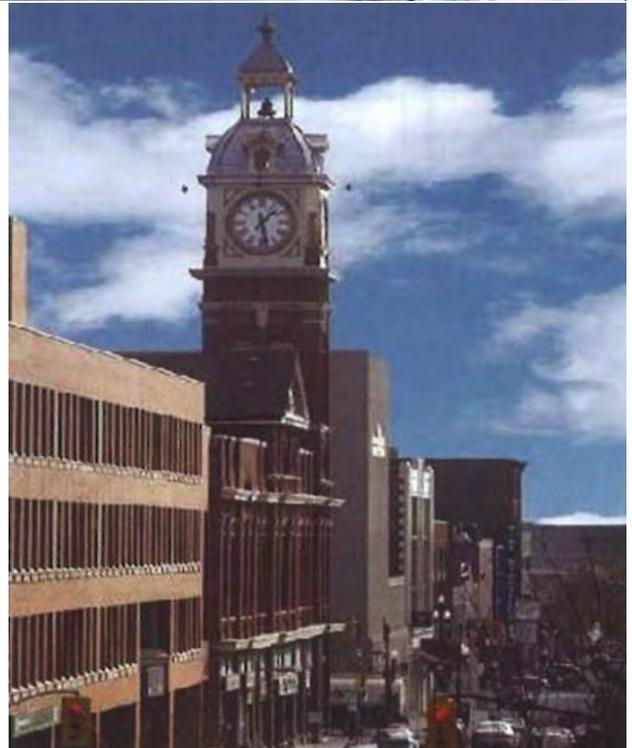
Figure 15 - (Top) Looking north on George Street toward Charlotte Street, early 20th century. To the right is Market Hall and, behind it, the Bradburn Opera House building with its mansard roof and cupola.



Figure 16 - (Middle) Looking southeast on George Street, 1969. The Bradburn building, without its mansard roof and cupola, is centre left.



Figure 17 - (Bottom) Looking southeast toward the intersection of George and Charlotte Streets, circa 2006. The Bradburn building has been completely replaced by a part of Peterborough Square, visible to the left. To the south, Market Hall and its clock tower are still present.



The PACAC represents the other approach to revitalizing downtown, namely through the preservation and continued use of its existing historic buildings and infrastructure. The founding of the PACAC is part of the growing awareness of heritage conservation in North America in the 1970s as engaged citizens and experts, such as historian Martha Ann Kidd (1917-2012), began to understand the threat to existing and valuable buildings and neighbourhoods. New attention was given to downtown's existing character through the identification and recognition of historic architecture, and the rehabilitation of such buildings. For instance, the Drill Hall and Armoury were designated a National Historic Site in 1989, while the Market Hall was converted into a performing arts facility in 1984. The designation in 1988 of the Cox Terrace located to the west of the study area, one of the first times the Ontario Heritage Act was used locally without the property owner's collaboration, was followed by a rehabilitation of the block's residential use. The adaptive reuse of the early twentieth-century car dealership at 378 Aylmer Street as Artspace Peterborough is another example of the respectful rehabilitation of historic structures.

Other downtown structures, such as the Hunter Street Bridge, continued to perform their historic uses without losing any of their historic interest following sensitive restoration and upgrade work. Yet other interventions involved infill projects where new construction is inserted into empty properties or the interior of urban lots, carefully employing the same scale and materiality of neighbouring buildings (if the new construction is even visible from the street); Charlotte Mews is an example.

Not all historic structures remained in use, however. Due to structural damage, the County Jail located behind the Courthouse was closed in 2001, and partly demolished in 2016. Remaining components of the prison were preserved as part of the Heritage Jail Park. In contrast, St. Paul's Presbyterian Church was demolished in 2019-20 following the identification of structural problems.

The evolution of downtown is also related to the accelerating transformation of the local economy. With the loss of several manufacturing companies downtown and decreasing rail traffic, many associated sites became available for redevelopment. Some of these new uses accommodated the growing service economy, such

as office buildings; in the 1990s, for instance, Robinson Place was built to house government offices at Charlotte and Water Streets. Former industrial and rail sites were also converted to parks and other recreational facilities for residents and visitors. For instance, the Trans Canada Trail takes advantage of the decommissioned railway line along Bethune Street just west of the study area. Meanwhile, Millennium Park reconnects downtown with the Otonabee River that had so strongly influenced Peterborough's founding and historic development.

As Peterborough continues to evolve, a variety of recent interventions in the downtown maintain the life and architectural interest of the city's historic heart as part of that evolution.

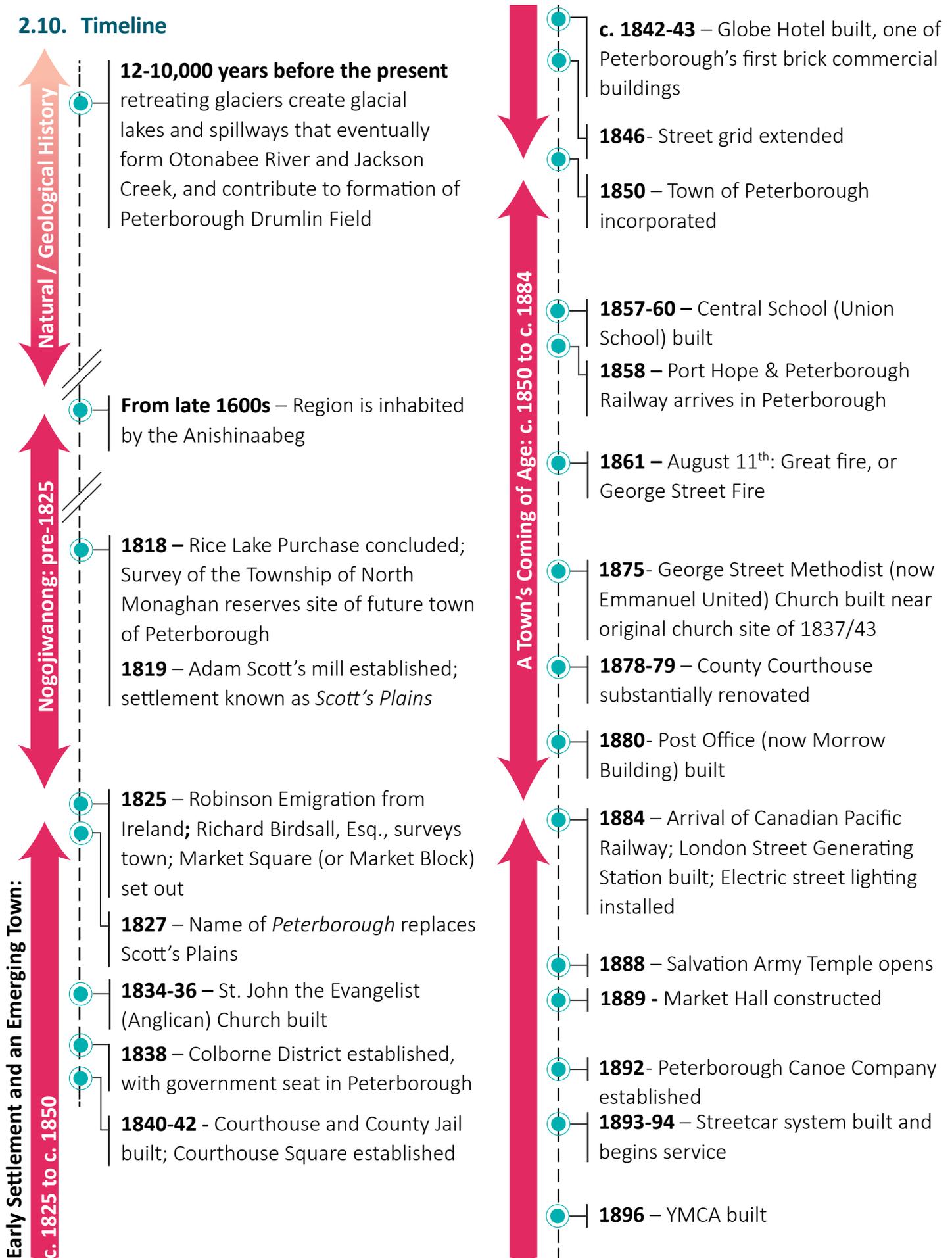
2.9. Layers of History and Evidence of the Evolution

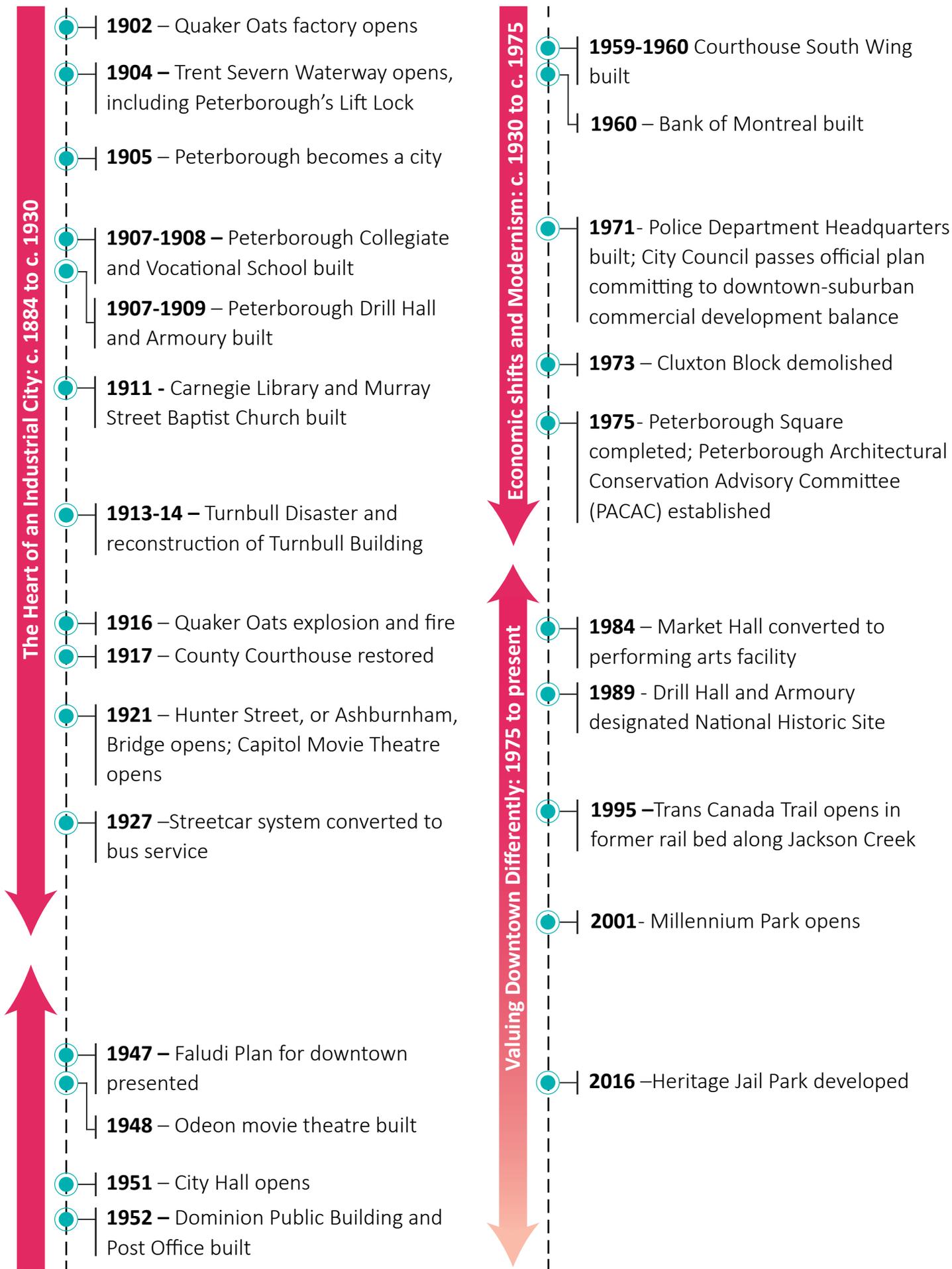
Human presence in the area is evidenced by several archaeological sites associated with the Anishinaabeg, the settlement, and the industrial activities. They all contribute to our understanding of the area's evolution. These layers of history rest under the current visible layer of historic buildings and landscape features but are nonetheless critical to the heritage fabric of downtown Peterborough.

Archaeological potential related to First Nations rests around Jackson Creek, the shores of the Otonabee River and surrounding areas where evidence of shell middens and human activity have been recorded. Additional evidence that might emerge could relate to burials, human activity, and transportation. This includes Indigenous burials which might not be recorded in historical archives as well as a burial ground set aside c. 1825-1846 on the site of present Confederation Square and properties to the west. The archaeological evidence of industrial activity overlaps the same areas as mills, factories, transportation-related infrastructure and have traditionally been concentrated along the Otonabee River and Jackson Creek.

The archaeological dimension, while not fully explored, is an important contribution to our understanding of the heritage value of the area. It provides a layer of history to embrace and guide future changes to the downtown.

2.10. Timeline





Chapter 3

Built Form and Landscape Survey

3. BUILT FORM AND LANDSCAPE SURVEY

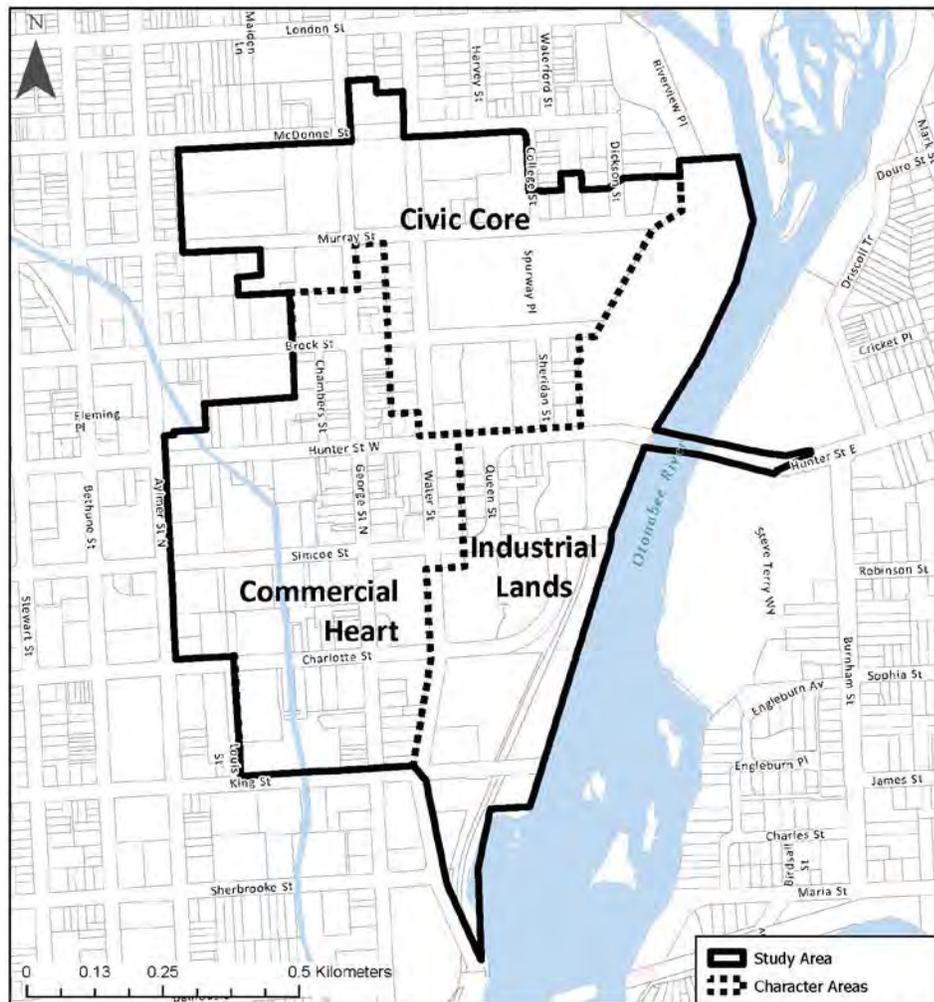
One of the key tasks of the Downtown Peterborough HCD Study was to survey all built form and landscape resources within the study area. For each property, an inventory sheet was prepared containing detailed data about the history, architecture, context, and surrounding landscape of a given property, as well as a photograph of the structure's main elevation and other views if applicable. The findings of the Built Form and Landscape Survey provide a comprehensive tool for understanding the history and evolution of the current built fabric in the HCD study area. The survey sheets complement the History and Evolution of the HCD Study (Chapter 2).

3.1. Establishing the Address List

A GIS dataset for the HCD Study Area, which included location data on heritage properties, roll numbers, and addresses, was provided by the City to establish a list of properties to survey. Site walkthroughs clarified discrepancies in addresses (such as various addresses existing on the same roll, or out-of-date addresses in the provided list) and allowed the consultant team to establish a working list of addresses and property groupings. In the case where several distinct buildings existed on the same roll, the team created an inventory sheet for each building including a distinct point for each of these buildings. In the GIS dataset, the municipal addresses available on Google Maps were used for the missing buildings. All references to addresses in the report correspond to the addresses given in the GIS database.

During the site visit undertaken in November 2021, the team surveyed 425 properties between Dalhousie Street and Murray Street and between Rubidge Street and the Otonabee River. After a preliminary analysis, the team excluded the residential areas west of downtown Peterborough and consolidated the study area to the commercial, civic and industrial zones of the downtown. As such, 208 addresses were considered for the final study area which are separated into three sections representing the major developments of the downtown: the Commercial Heart character area, the Civic Core character area, and the Industrial Lands character area, see Figure 18 on next page.

Figure 18 - Map of the character areas within the study area



3.2. Inventory Sheet Template and Record Management System

The data recorded during the site visits was transferred to a GIS mapping database where the information could be organized and analyzed with geolocalisation. This database information was then used for the built form analysis. The database was formatted to print out PDFs of the individual inventory sheets in the following template format (Figure 19 and 20, on the next two pages):

Downtown Peterborough HCD Proposal - Inventory

{ADDRESS}
{ROLL}



General Information

| | | | |
|----------------------|-----------------|-----------------------|-------------------------|
| Roll Number: | 040100082000000 | Architect: | John E. Belcher |
| Address: | 442 GEORGE ST N | Year of construction: | 1879 |
| Contributing | yes | Style: | the Second Empire style |
| Part of an ensemble: | | Number of storeys: | 3 |
| | | Number of bays: | 9 |

Roof

| | |
|---|------------------|
| Roof Type: | false mansard |
| Roof eaves: | no |
| Roof material: | asphalt shingles |
| Type of dormers: | arched |
| Roofline features (list): simple cornice, dentil course, brackets, decorative elements on dormer gables, decorative protruding walls, second cornice below dormers | |
| firewall visible from the street: | yes |
| Other roof features: | |

Façade

| | |
|---------------------------------|--|
| Façade material(s) | beige brick |
| Decorative elements (list): | decorative window hoods with brick pilasters on each side of the opening at second storey, palladian window with decorative window hood in central bay |
| Window type(s): | sash |
| Openings form: | flat headed, palladian window at second storey at central bay |
| Other openings/window elements: | |



Figure 19 - Inventory sheets sample, page 1

Downtown Peterborough HCD Proposal - Inventory

442 GEORGE ST N
040100082000000

Storefront

Storefront entrance articulation: flush

Door state: compatible

Door features: round arched transom

Access: street level

Traditional attributes (list):
storefront rhythm, decorative elements: brickwork, brick pilasters, double brick voussoirs, decorative keystones, storefront cornice with brick brackets, decorative circular inserts at spandrels, window sills

Other decorative elements (list):

Window form:
individual fixed display windows divided three-over-one or four-over-one frames with round arch transom windows (of filling panels with decorative elements)

Bulkheads: none

Signage

Signage location:
window signage

Are the signs obstructing architectural elements?

Entrance (other than storefront)

Entrance articulation: flush

Entrance place: offset right, side façade

Door state:

Door features:

Landscaping

Driveway: no

Landscaping: no

Fences: no



Figure 20 - Inventory sheets sample, page 2

3.3. Implementation and Review

Through the winter of 2021-22 the consultant team undertook a site visit, archival and online research, and photographs to document the history, architecture, and current condition of individual properties. The completed inventory sheets were then group reviewed by the Project Manager and the consultant team. After an extensive effort of group editing the inventory sheets database, completing missing or incomplete data, and re-working inadequate photographs, the consultant team compiled all 208 Inventory Sheets, which created the Built Form and Landscape Survey for the Downtown Peterborough HCD Study. The completed Built Form and Landscape Survey provides a long-term resource for the City of Peterborough to track and analyze individual properties within the HCD Study Area and serves as the foundation for the Character Analysis presented in Chapter 5. A list of properties for which a built form and landscape analysis was conducted can be found in Appendix B: Table of Property Survey Data.

Chapter 4

Character Analysis

4. CHARACTER ANALYSIS

4.1. Built Form (Methodology)

The character analysis of the HCD study area was conducted in two stages. The first stage consisted of the visual documentation of the buildings, streets and landscapes. The data recorded on the building inventory sheets database was mapped and analyzed. This data included date of construction, building height, stylistic influences, building material, and storefront elements for storefront typologies. Several buildings in the study area were previously studied by the City in their Intensive Block Study exercise. Information from this study was integrated into the database, corrected where needed, and completed for the remaining buildings in the study area. The second stage consisted of an analysis of the built form, which resulted in the identification and mapping of several building typologies. Photos taken during the survey on November 2021 were used as illustrations of the analyses described in the next sections.

4.2. Character Areas

Based on the analysis of the built environment, its typology and evolution over time, the study area is further described around three character areas to better support the future development of policies should it be designated.

The first character area, defined as the Commercial Heart and located between Aylmer St, Murray St, Water St and King St, captures the commercial streets and buildings that supported the economic development of downtown. The building typology is one associated with commercial activities, favouring large windows to maximize product exposure, a streetscape rhythm, and close proximity of buildings.

The second character area is defined as the Civic Core, which is roughly located between McDonnell Street, Hunter Street, Water Street, and the limits of the Quaker Oats property. The area is characterized primarily by its concentration of administrative and institutional buildings and landscapes. The building typologies reinforce the landmark stature of the institutions located in the area. These institutions are further enhanced by, and often defined in relation to a landscaped public space.

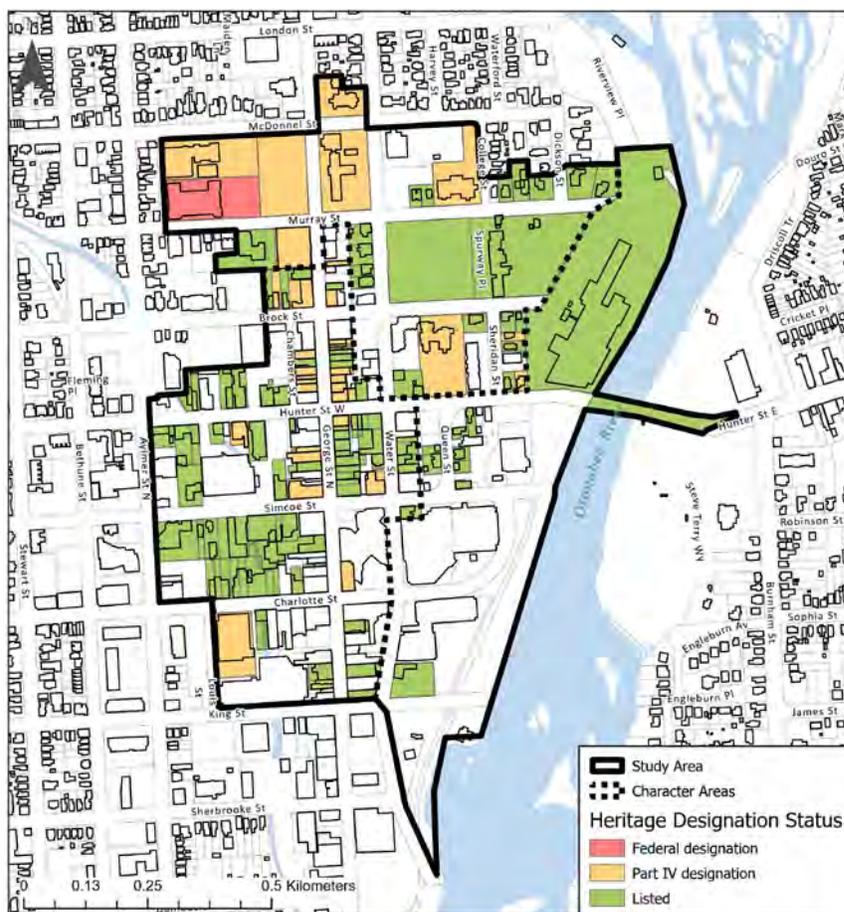
The third character area is defined as the Industrial Lands, featuring infrastructure reflecting the types of activities that have shaped the city’s downtown since the late 19th century. It is characterized by imposing industrial buildings and large open spaces, evidence of former transportation corridors and related industrial activities. The building typology and the relationship to the river distinguish that area from the two others by its size, materiality, and location.

For greater precision on the boundaries of the character areas, please refer to Figure 1 in Chapter 4.1, and to the maps that follow in the present chapter.

4.3. Existing Protections

As of June 2022, the study area contains one federally designated heritage building and 32 properties designated under Part IV of the Ontario Heritage Act (OHA). Over half of the designated properties (18/32) are commercial buildings located on George Street, some are landmark buildings in the civic core and the remaining properties are found elsewhere throughout the study area. For the complete list of designated properties, see Appendix F: Designated Properties. The map below, Figure 21, shows the various levels of designation in the study area.

Figure 21 - Map of the designation status for the properties within the study area



4.4. Dates of Construction

The dates of construction within the study area range between approximately 1834 to the present day. The periods between 1850 and 1900 saw the most intense development with 60% of the buildings in the study area constructed within that 50-year period. Few properties from the earliest stages of development are conserved. The oldest buildings, built between 1834 and 1850, are mostly located within the Civic Core character area (See Figures 22 and 23 below).

Figure 22 - (Right) Map of the dates of construction of the buildings within the study area

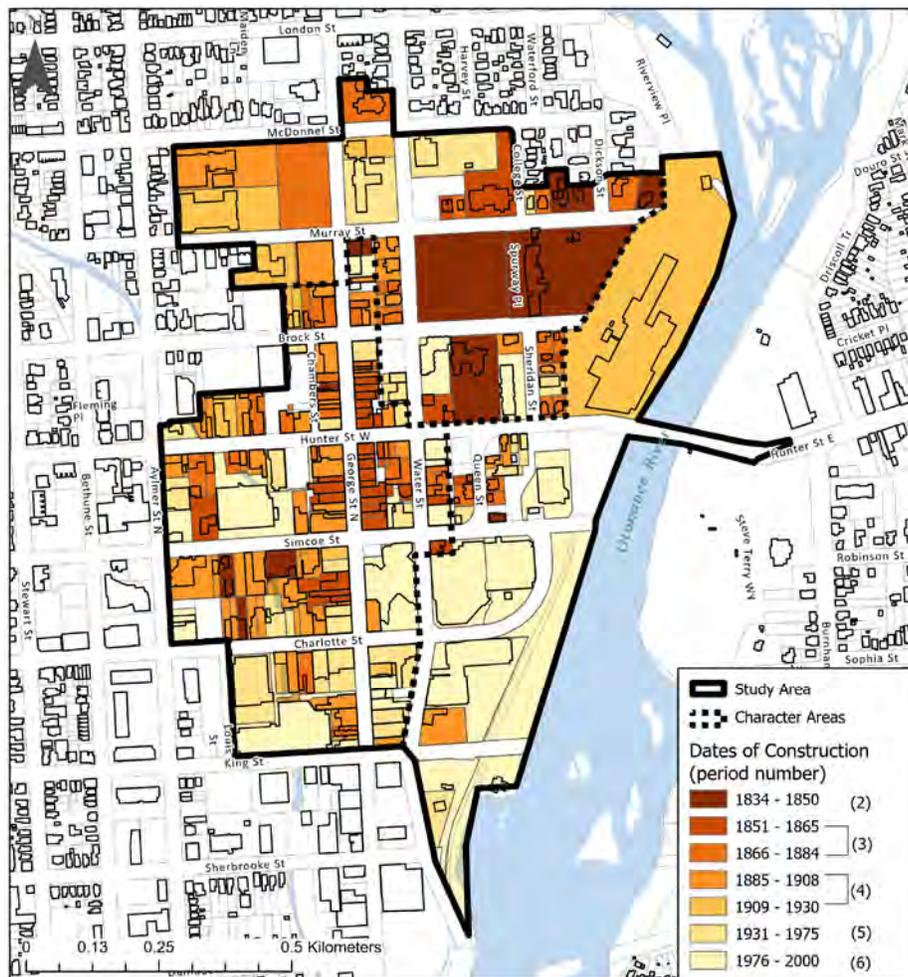
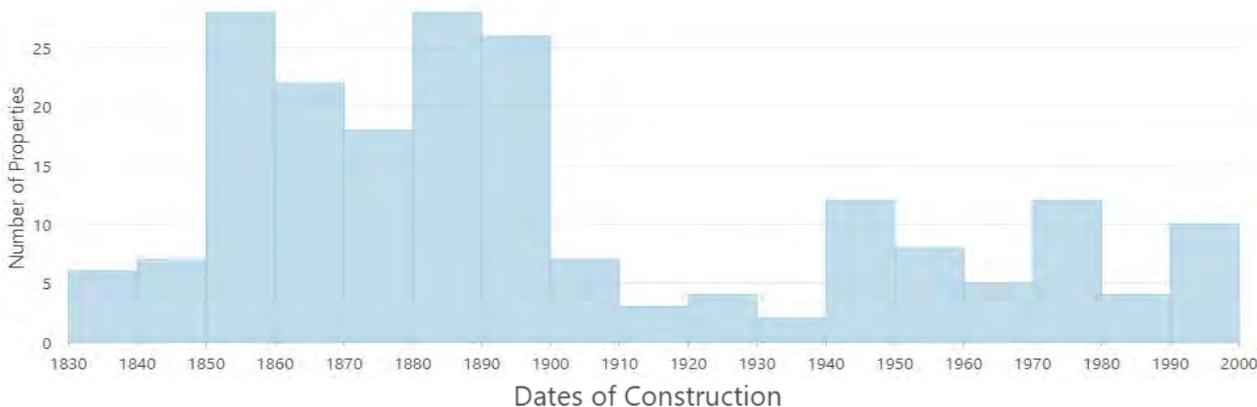


Figure 23 - (Below) Chart of the dates of construction of the buildings within the study area



Between the 1850s and the 1880s, the study area saw an increase in commercial and mixed-use development along George, Hunter and Queen streets, and many of these buildings still exist today. The majority of the commercial development during the 1851-1865 period occurred after the 1861 fire on George Street between Simcoe and Brock. Other commercial streets west of George, such as Hunter Street, Simcoe Street or Charlotte Street consist of a mix of various developments occurring throughout the history of the place.

During the first part of the 20th century, the study area experienced slowing growth due to the Depression. Redevelopment and infill development increased during the 1940s. Most recent large-scale redevelopment projects were constructed in the Industrial Lands character area or within the fabric of the Commercial Core character area such as Peterborough Square or the municipal bus terminal.

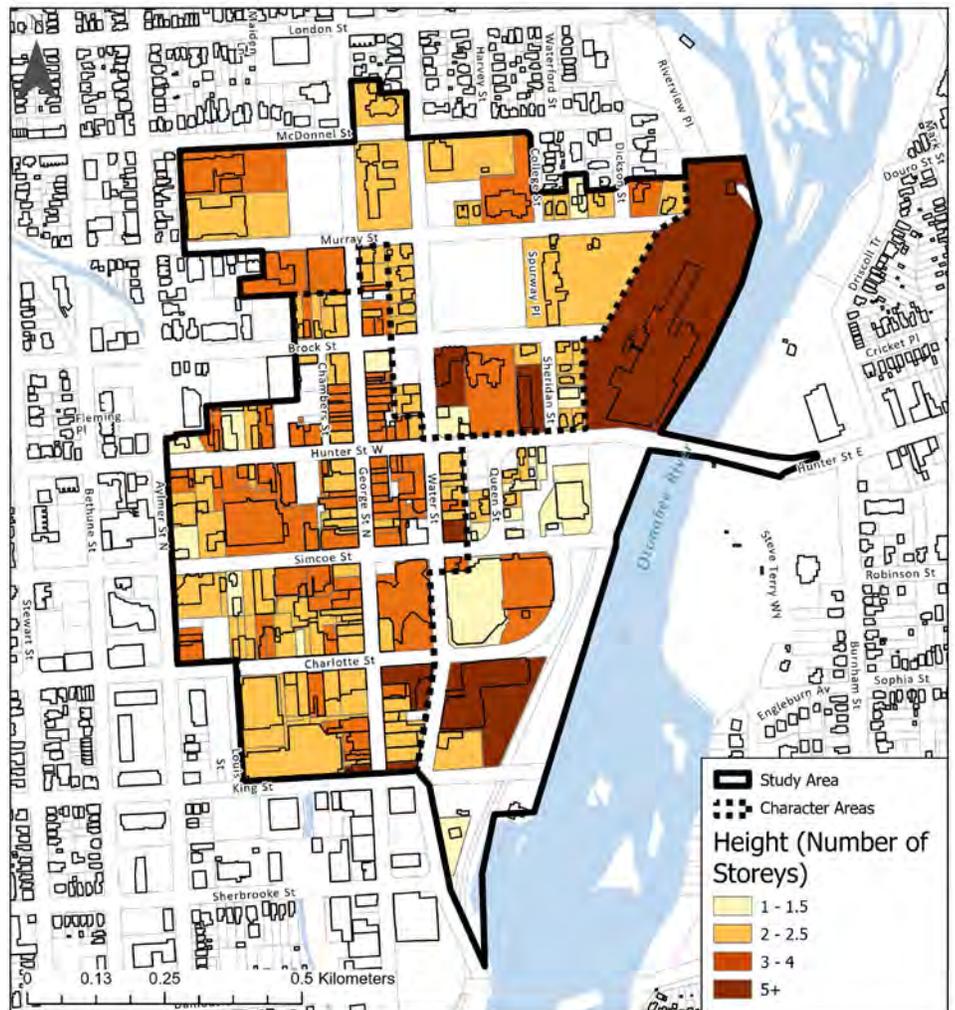
The analysis of the dates of construction shows that the peak of development in the study area occurred during the 1850s to 1900s, with infill and development occurring until the mid- 20th century. Buildings constructed during the Victorian period and early- to mid-20th century form the heritage core of the HCD study area, while the newer developments mostly south of Simcoe Street are associated with the area's more recent growth.

4.5. Heights

Building heights in the study area range from 1 to 10 storeys, however the area is primarily dominated by 2 or 3 storey structures. These low-rise buildings, many of which are mixed-use with ground-level storefronts, were constructed throughout the 19th century and into the 20th century, and account for 75% of the buildings surveyed. Most buildings on George Street fall into the two- or three-storey scale. Excluding the Empress Garden on the corner of Charlotte and George Streets, other buildings that exceed three storeys on George Street respect their streetscape contexts by integrating similar styles, materials, or roofline heights.

There are 14 properties that are four storeys or more, of which seven contribute to the study area's character. Two of these properties are associated with an industrial style, such as the Quaker plant at 34 Hunter Street (eight storeys) and the Turner Building at 140 King Street (five storeys). Another property associated with the Modernist style, Peterborough Square at 360

Figure 24 - Map of building heights within the study area



George Street, is four storeys tall, but is aligned with its three-storey neighbour. The remaining contributing properties are four-storey historic commercial buildings: 310 George Street, 343 George Street, 383 George Street, and 381 Water Street.

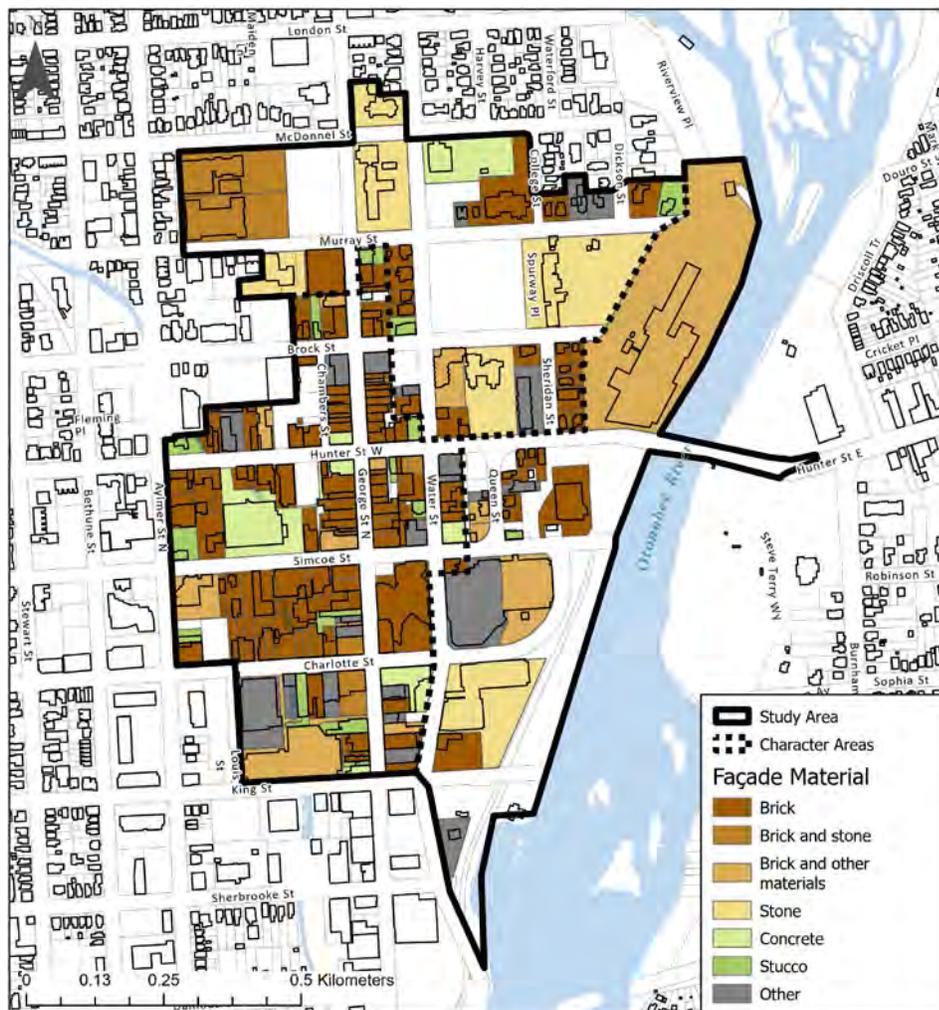
Very few one- to 1.5-storey buildings are found within the study area, with the majority being recent constructions. However, some of the one- or 1.5-storey buildings are historic residential buildings contributing to the study area’s character, such as 60 Murray Street, 375 Queen Street, 362 Queen Street, and 207 Simcoe Street. Such buildings exemplify the diversity of built form during the establishment of the town. A final one-storey contributing building is an Art Deco commercial structure at 180 Charlotte Street.

The building heights analysis shows that low-rise structures (two or three storeys) define the majority of the study area and were constructed during the peak development period. While shorter or taller buildings can be found on certain streets, with some exceptions, they do not contribute to the area’s overall character and are generally more recent constructions.

4.6. Façade Material

The predominant building façade material used in the study area is brick which includes uniform brick, painted brick or polychromatic brick masonry. Brick combined with decorative stone detailing and stone are also a significant exterior material among the institutional and religious buildings within the Civic Core character area. Polychromatic brick patterns, decorative (cast iron or other) window hoods, windows sills, and brick ornamentation contribute to the detail and articulation of the exterior material. Contemporary materials include concrete or glass panels, stone or brick veneer, and stucco. The use of contemporary materials is not limited to newer buildings; some of the study area’s historic structures have been re clad with contemporary materials.

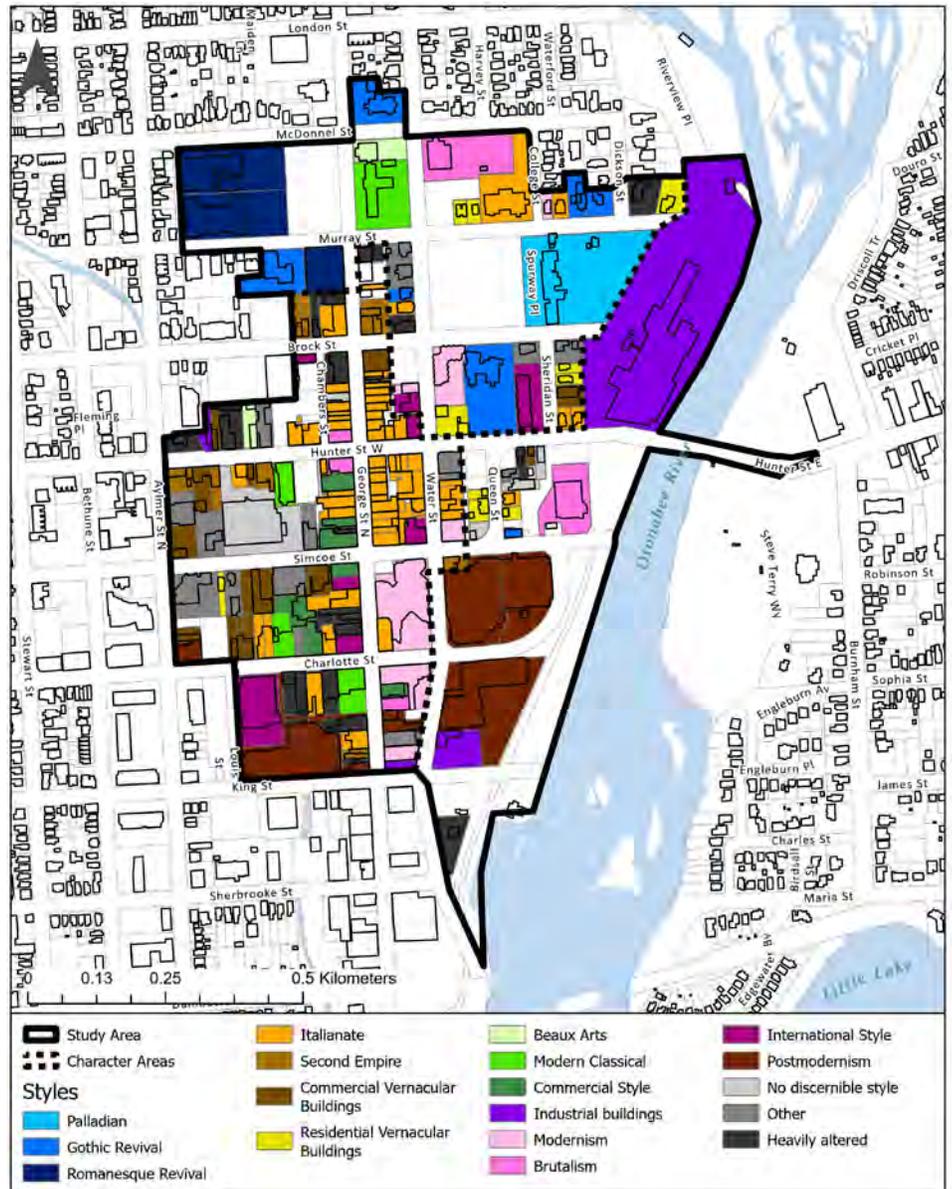
Figure 25 - Map of exterior (façade) materials within the study area



4.7. Architectural Styles

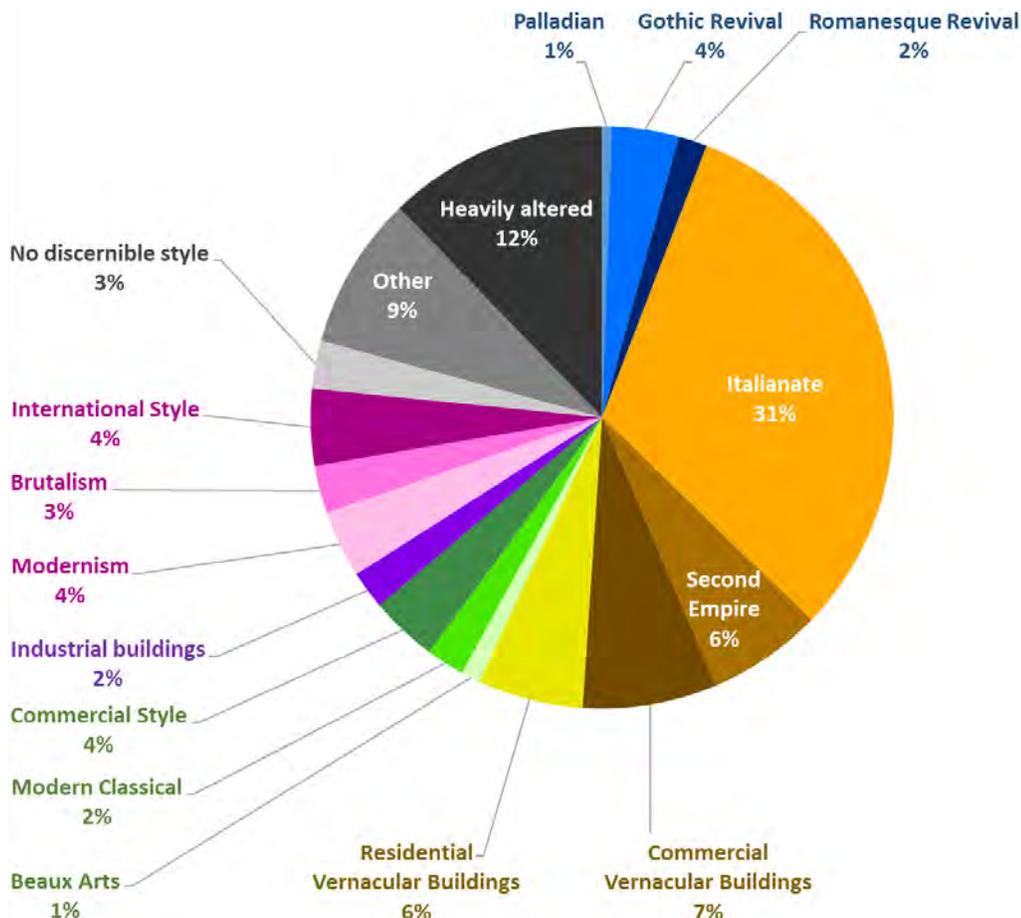
The HCD study area contains a range of architectural styles representative of its peak of development in the late 19th century, as well as more contemporary buildings completed after the second half of the 20th century. The single most common architectural style is Italianate (31% of buildings within the study area), but other styles are also present, such as, but not limited to Second Empire, Commercial Style and Gothic Revival. During the Economic Shifts and Modernism era of the downtown, new styles such as Brutalism, the International Style and other Modernist buildings were introduced and some historic buildings were significantly altered, changing the built form of the study area.

Figure 26 - Map of architectural styles of buildings within the study area



The following chart (Figure 27, below) describes the distribution of the significant architectural styles found in the study area. Style attributions were identified according to the dominant style expressed on the façade of buildings as well as considering their dates of construction. Styles with only a few examples in the study area are included in the “other category,” such as: Regency Cottage (207 Simcoe), Edwardian Classical (479 Water), Greek Revival (216 Simcoe), Georgian (438 Sheridan, 181 Simcoe), Queen Anne Revival (437 Sheridan, 467 Water, 390 Queen), Art Deco/Art Moderne (290 George, 378 Aylmer, 180 Charlotte), Neo-modernist (111 Hunter), and eclectic (188 Hunter, 172 Simcoe, 219 Simcoe). The “heavily altered” category identifies historic buildings that might have been built following styles fashionable in their time, but have since lost some or all of their characteristic elements. 428 and 430 George Street are examples. Finally, some categories of “buildings” indicated here, such as Residential Vernacular, Commercial Vernacular and Industrial, do not regroup structures necessarily sharing the specific aesthetic features of a particular style. Instead, buildings in these categories share various degrees of stylistic “naïveté,” with little to no dominant or consistent stylistic expression.

Figure 27 - Pie chart of architectural styles of buildings within the study area



The following brief descriptions introduce the significant architectural styles found within the study area.

Palladian Neoclassical (late 18th century)

Palladian Neoclassical, or simply Palladian, is a style of architecture strongly influenced by the Venetian architect Andrea Palladio from the 16th century. It is characterised by the use of symmetry, strict proportions and the classical elements of Roman architecture. Palladian façades often used a temple front and Palladian (or Serlian) window, as was originally the case in the building associated with this style in the study area at 470 Water Street (Peterborough Courthouse, Figure 28, Below).

Figure 28 - Front façade of Peterborough Courthouse at 470 Water Street



Gothic Revival (1750 – early 20th century)

The Gothic Revival Style originated in Europe. It borrows medieval European decorative elements such as the characteristic pointed arched openings, buttresses, pinnacles, crenellations (parapet indentations, also known as battlements), and ornamental hood-moulds over doors and windows. Elements of the style were translated into smaller residences such as the Ontario Cottage typology where the Gothic Revival detail could consist of Gothic detailing including pointed arched windows, ornamental hood-moulds, bay windows, verandas, and gable roofs with ornamental roof trim and verge/bargeboard. In the study area a few examples of Gothic Revival-style houses remain, such as 362 Queen Street, which presents a cross gable roof in an otherwise symmetrical design. Other examples of the style consist of three churches in the Civic Core character: St. John The Evangelist Anglican Church at 118 Hunter Street West, Emmanuel United Church (formerly George Street Methodist) at 534 George Street North (Figure 29 below), and Murray Street Baptist Church at 175 Murray Street.

Figure 29 - Front façade of the Emmanuel United Church (formerly George Street Methodist) at 534 George Street



Romanesque Revival (1850 – 1900)

Romanesque Revival architecture drew inspiration from early medieval European architecture, particularly monastic architecture that incorporated classical elements in their most elementary form. As a 19th century revival style, it uses early medieval motifs, typically in massive proportions; arched windows, arched and segmental openings, drip moulds, and stone courses incorporated into brick or stone facades are common features. In general, the buildings are asymmetrical (however, within the study area, two out of three of the buildings are symmetrical) with a grounded expression of the masonry structure and brick corbelling. While there are only a few examples within the study area including the YMCA (now Y-lofts) building at 475 George Street (Figure 30, below), Peterborough Armoury at 220 Murray Street, and Peterborough Collegiate and Vocational School at 201 McDonnell Street, they are landmarks within the downtown landscape.

Figure 30 - View of the Y-lofts, historically the Family Y.M.C.A., at 475 George Street



Italianate (1850 – 1900)

The Italianate style was a popular choice for both commercial and residential buildings in the mid-to-late 19th century. In general, this style incorporates classical elements such as a symmetrical façade with rhythmic, often consistent spacing. Commercial Italianate buildings were adopted by many main streets in Ontario (and North America) because they afforded large windows that maximized natural light, often in the absence of side windows. The Italianate style presents a variety of ornamentation such as modillions, attached columns, piers, and decorative, often oversized, cornices that frequently include double brackets. It was an architectural style popular for commercial buildings, drawing inspiration from the Italian palazzi associated with the mercantile society and elegant

culture of the Italian Renaissance. Most commercial properties of this style are located on George Street, specifically at the section reconstructed after the 1861 fire (see example on Figure 31 below).

The even more ornate Renaissance Revival style is closely related to Italianate. As such, the Market Hall at 336 George Street identified as the Renaissance Revival style is analysed and presented in the map as Italianate.

Figure 31 - View of the commercial Italianate building at 362 George Street



Residential Italianate loosely draws inspiration from historic Italian urban and rural residences by using classical detailing such as wooded arcade porches, segmental arched windows with extravagant hood mouldings, corner quoins, and ornamental bracketing under the eaves. One example of residential Italianate in the study area can be found at 406 Sheridan Street (Figure 32 below).

Figure 32 - View of the residential Italianate building at 406 Sheridan Street (or 70 Hunter Street West)



Second Empire (1860 – 1900)

Second Empire buildings were derived from the period of the “Second Empire” in France (1852-1870) when Napoleon III was ruler, and the style was used in the redesign of Paris with the goal of evoking the prestige and grandeur associated with various periods of French Classical architecture. The style is characterised by mansard roofs, rich ornamentation, and a higher degree of articulation of the façade. Second Empire buildings tend to be rhythmic in design, with regular bays containing polychromatic brick work, expressed cornices, rounded windows, and decorative polychromatic slate roof tiles. The degree of ornamentation typically increases on upper storeys, culminating in a mansard roof with elaborate dormers. The study area contains a few commercial examples of the style and a single residential example (at 172-168 Brock Street, Figure 33, below). The commercial examples can be found throughout the study area with the most notable example being the Morrow Building on the corner of George and Brock Streets (442 George Street, Figure 34 below).

Figure 33 - (Left) View of the residential Second Empire building at 168 Brock Street

Figure 34 - (Right) View of the Morrow Building, a Second Empire building, at 442 George Street



Figure 35 - (Left) Façade of the commercial vernacular building at 208 Charlotte Street

Figure 36 - (right) Façade of the residential vernacular building at 372 Queen Street

Vernacular buildings

Vernacular buildings are often constructed by builders without abiding to any strict stylistic or compositional rules. They often incorporate elements of fashionable architectural styles while responding to local conditions and available resources. In the study areas, many of those buildings were constructed during the Victorian era and are divided into two categories to distinguish commercial styles and residential styles of architecture. An example of residential vernacular buildings is 372 Queen Street (Figure 36), and an example of commercial vernacular buildings is 208 Charlotte Street (Figure 35).



Commercial Style (late 19th – early 20th century)

The Commercial style is often associated with the technological advancements that allowed the first tall commercial buildings to be constructed in North America. However, in the study area, the buildings of this style are of a lower scale and range from one to four storeys high. Some characteristics of the style include large (particularly wide) windows between projecting pilasters, the use of brick or terracotta ornamentations, and the frequently historicist ornamentation employed using new proportions. Notable example of the style are 310 George Street and the Turnbull building at 361 George Street (Figure 37, on next page).

Figure 37 - View of the Turnbull building at 361 George Street



Beaux-Arts Neoclassical (1900 – 1920)

The Beaux-Arts Neoclassical style emerged from the design approach of the École des Beaux-Arts in Paris. It uses a vast vocabulary of classical elements, usually at a monumental scale. The style spread from Europe to North America for building such as banks and train stations and portrayed images of splendour, wealth, and civic pride. Monumental columns, decorative pediments, architraves, porticos, and the different Orders can be found in buildings of the style. A notable example of the style in the study area is the Carnegie Library, now a wing of the City Hall at 500 George Street (Figure 38, below).

Figure 38 - Façade of the former Carnegie Library at 500 George Street



Modern Classical (1920 – 1930)

The Modern Classical style is identifiable through its simplification of classical architectural elements, and a general flattening of ornament and use of the monumental order of pilasters. Buildings of this style are often symmetrical, with rectangular massing and flat roofs. There are two notable Modern Classical properties within the study area : City Hall at 500 George Street and the Bell Telephone Exchange at 183 Hunter Street (Figure 39, next page).

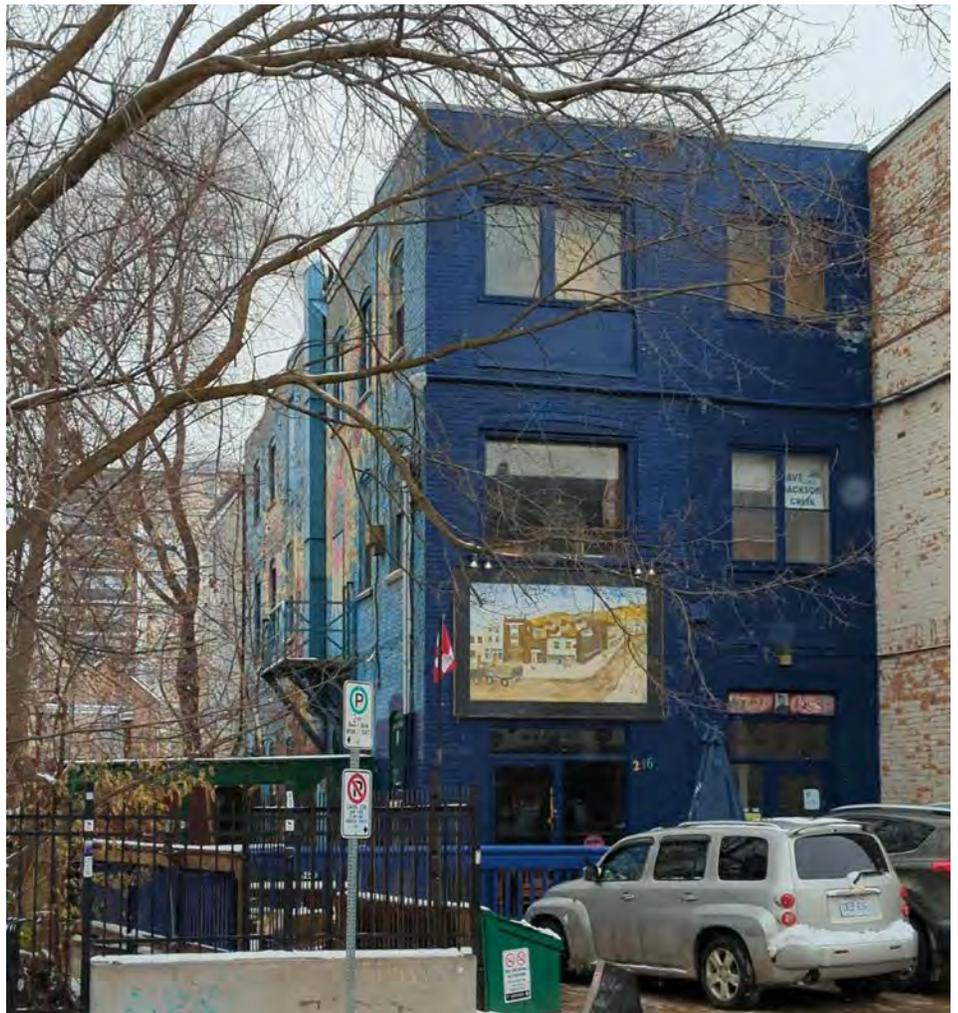
Industrial Buildings

Industrial buildings are often constructed in a functional manner to respond to the requirements of the manufacture they house. They might incorporate some stylistic architectural elements of their time without necessarily expressing a predominant architectural style. In the study area, four industrial buildings remain: the Quaker at 34 Hunter Street, the former Canoe Company Administrative building at 288 Water, the Turner Building at 140 King Street and 216 Hunter Street (Figure 40, next page).



Figure 39 - Façade of City Hall at 500 George Street

Figure 40 - View of the industrial building at 216 Hunter Street



Modernism (1950-1970)

Modernist architecture is found across the study area’s entire commercial zone. The use of modern materials and technologies distinguishes Modernist buildings from buildings whose styles look to the architectural past. Modernist buildings often have homogeneous façades, with horizontal window bands and no discernible ornament at the roofline, emphasizing horizontality. Simple geometry prevails over ornate details. The following two stylistic categories (the International Style and Brutalism) are part of the Modernist architectural movement, but express distinct characteristics.

International Style (1930 – 1950)

The “International Style” was first coined in 1932 and consists of a sleek weightless architecture using little to no ornamentation. The style is identifiable by its rectilinear forms, horizontal window bands, the combination of glass and steel or other materials such as concrete, brick and stucco. Instead of applied ornament, noble materials could be used for decoration. Notable examples in the study area are the former Bank of Montreal at 130 Simcoe Street (Figure 41, below) and the Post Office & Customs Building at 191 Charlotte Street.

Figure 41 - Façade of the former Bank of Montreal at 130 Simcoe Street



Brutalism (1960-1970)

Brutalist architectural design strove for functionality, boldness and “honesty,” often through exposed materials such as brick or concrete, rough textures, massive forms, sometimes unusual shapes, and structural expression. Brutalist buildings are often imposing and appear heavy. Notable examples of this style are the Peterborough Police Service building at 500 Water Street or the Bank at 401 George Street.

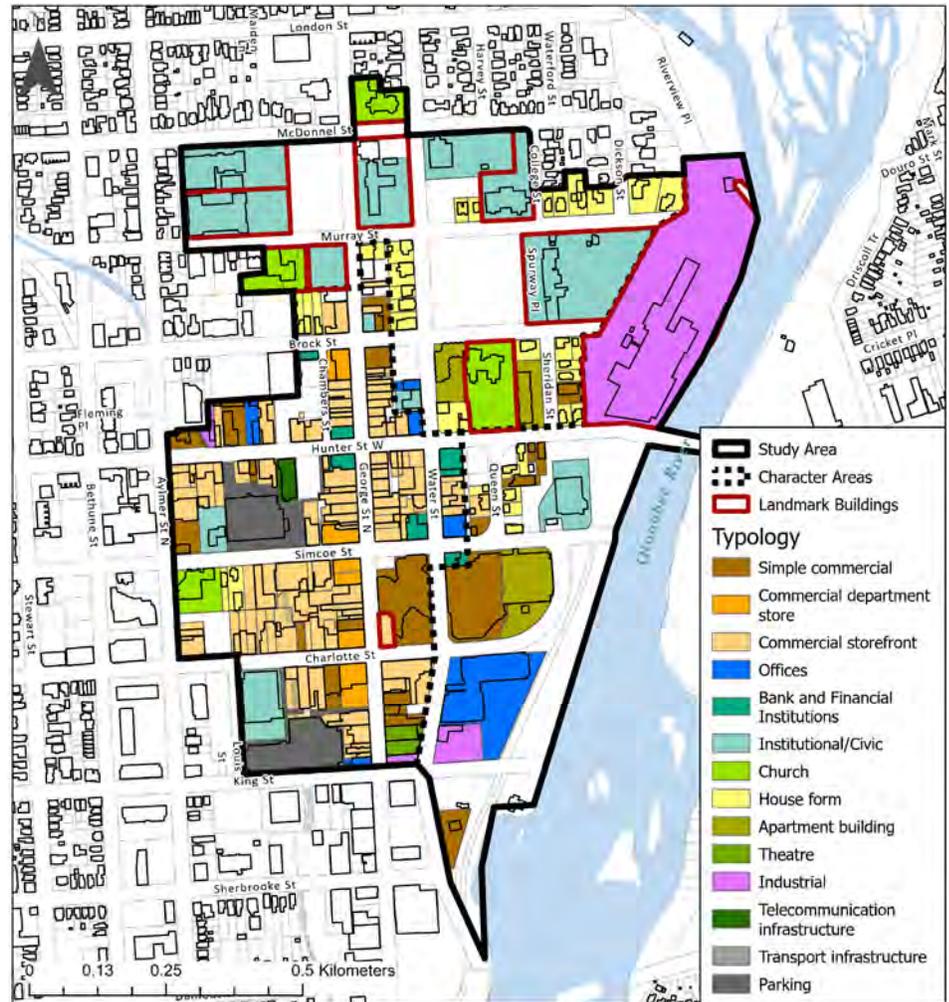
Figure 42 - Façade of the Bank at 401 George Street



4.8. Typologies

Building typologies are a means of understanding and analyzing the shape and form of the building and its original use. This helps distill the other analyses completed in this study including architectural styles, heights, periods of developments, and the overall built form of the area; and can inform a more cohesive understanding of the district's overall physical character and historical evolution. Fourteen typologies were identified within the study area of downtown Peterborough. This analysis determined that the built form throughout the Downtown is diverse providing distinct character areas throughout the study area boundaries. As such, most of the Commercial Heart character area is characterized by the Commercial storefront Typology, while the majority of the Civic Core character area is characterized by the Landmark and House Form Typologies. The Industrial Lands character area is distinguished by its large lot sizes left from former industrial uses.

Figure 43 - Map of building typologies within the study area



Commercial storefront

Built in the latter half of the 19th century, and moving into the 20th century, the predominant building type of the study area is the Commercial Storefront type which includes storefronts at the 1st storey and various uses such as continuous commercial, offices, hotels, or residentials at upper storeys. They were often built in rows with the same or similar repeated design. Although the properties in this category vary according to the number of storeys, number of bays, total height, and type of roof, they share common characteristics such as:

- Distinct tripartite design (storefront, upper storeys, roof)
- Expressed separation between upper storeys and storefronts
- Two to four storey height
- Narrow rhythm of façades
- Brick cladding, often with decorative brick elements (voussoirs, banding, brickwork)
- Recessed entrances
- Some decorative storefront surrounds, including pilasters,

- cornice, fascia, and/or cast-iron detailing
- Regularly-spaced and vertically-oriented windows in the upper storeys
- Mostly flat roofs with expressed cornice or false mansard (a few examples of mansard/gable roof with dormers are also included)
- Italianate or commercial Victorian, Second Empire and other 20th century commercial stylistic influences

Commercial department store

Built later than the commercial storefronts, commercial department stores are bigger in scale providing a wider rhythm of façade. Contrary to the commercial storefront typology, there is no disconnect between the architecture of the ground floor and the upper storeys and there is usually a single point of access to the commercial space. Building heights range from two to three storeys. In the study area, this typology can be found on corners of streets intersecting George Street.

Simple commercial

Built in more recent years, simple commercial are one or two storey purely commercial buildings that were constructed as infill development or redevelopment of old properties. They are not concentrated in any part of the study area and can be of various scales; from small commercial building on previously residential lots such as 384 Queen Street to large commercial buildings on previously industrial lots such as 111 Simcoe Street.

House Form

House Form type buildings in the downtown area of Peterborough include all detached and semi-detached houses in the area. Most of these properties are located in the Civic Core character area, but some examples can be found on Queen Street in the Industrial Lands areas and around the limits of the Commercial Heart area. Most homes in the study area were built before 1900 and contribute to the diversity of built form in the Downtown area.

Apartment buildings

In the study area, three modern buildings are categorised as apartments buildings: 440 Water Street, 421 Sheridan Street, and 100 Charlotte Street.

Banks and financial institutions

The presence of financial and corporate institutions in Peterborough's downtown further contributes to its diversity and urban form variety. Bank buildings and other corporate institutions are usually located on street intersections or are independent of the repeated rows of commercial buildings. As such they often have more than one façade.

Office buildings

There are six office buildings in the study area, one of which, at 192 Hunter Street, has historical significance. This building originally housed the offices of Bell Telecommunication Company.

Civic and institutional buildings

Most civic buildings are concentrated in the same cluster although some are located within the commercial fabric of the study area as well. Civic buildings are usually surrounded by open space and greenery. As civic and institutional buildings are meant to be recognised by the local population, they often bear historically significant components and can be recognized as landmark buildings.

Churches

There are four churches in the study area, three of which are in the Civic Core character area. Most churches were constructed in the early stages of the development of the town. The Peterborough Salvation Army located in the Commercial Heart character area at 219 Simcoe Street was reconstructed after a fire and also includes newer additions. The remaining churches are St. John The Evangelist Anglican Church at 118 Hunter Street West, Emmanuel United Church (formerly George Street Methodist) at 534 George Street North, and Murray Street Baptist Church at 175 Murray Street.

Industrial buildings

Few industrial buildings of various scales express the industrial past of the downtown. The only still functioning industry in the study area, Quaker Oats at 34 Hunter Street, is the most notable example of this typology. The three remaining buildings are the Peterborough Canoe Company Administration Building at 288 Water Street, the Turner Building at 140 King Street, and 216 Hunter.

Telecommunication infrastructure

One building fits this typology, the Bell Telephone Exchange building at 183 Hunter Street. This Modern Classical building provided telecommunication infrastructure to the city in its growing stage.

Theaters

Only two theater-type buildings constructed in the 20th century are left, located on George Street: the former Paramount Theater at 286 George Street and the former Odeon Theatre at 290 George Street. The former Capitol Theatre on the same block is not included in this category since it was heavily altered after its remodeling in 1975.

Parking structures

Various parking solutions aim to respond to the need of downtown car management. Above-ground parking structures allow large numbers of cars to park without the need to excavate. Two such structure exist in the area: one at the southern limit of the Commercial Heart at 176 King Street; and the other is integrated to the bus terminal on Simcoe Street. These structures do not contribute to the historical character of the area.

Landmark buildings

The following is a list of unique buildings which have landmark qualities, meaning they have unique features that are characteristic of the building and/or that might be recognizable from a distance.

The landmark buildings in the area are:

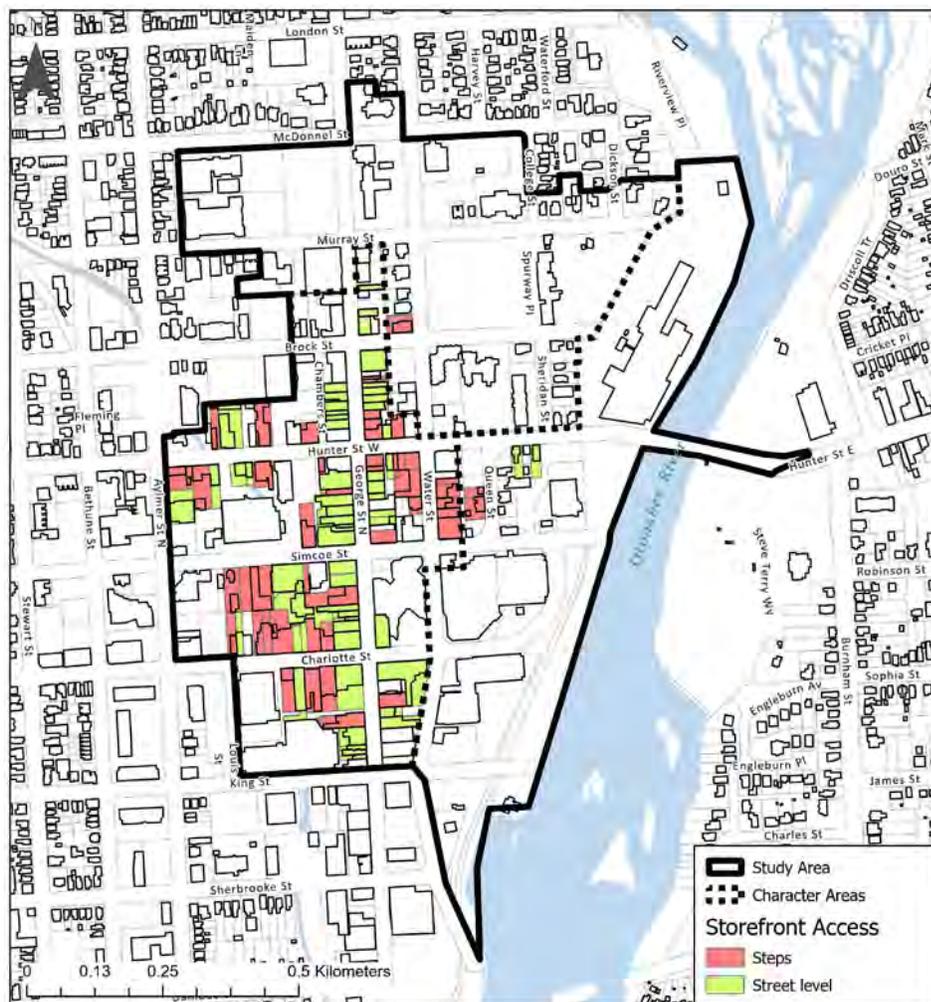
- 34 Hunter Street West, Quaker Oats
- 118 Hunter Street West, St. John The Evangelist Anglican Church
- 175 Murray Street, Murray Street Baptist Church
- 201 McDonnell Street, Peterborough Collegiate and Vocational School (PCVS)
- 220 Murray Street, Peterborough Armoury and Drill Hall
- 336 George Street North, Market Hall & Clock Tower
- 470 Water, Peterborough Courthouse
- 475 George Street North, Peterborough Family Y.M.C.A. (now the Y-Lofts)
- 500 George Street North, City Hall & Carnegie Library Annex
- 534 George Street North, Emmanuel United (formerly George Street Methodist) Church
- 90 Murray Street, Central School

4.9. Accessibility

A high-level analysis was done to evaluate the potential accessibility of commercial spaces in the study area. The analysis was done by on-site observations of the properties and later using the photos taken during November 2021. This analysis does not account for door widths, door opening sides, the presence of door equipment, the overall experience of people accessing the space with mobility aid or people with other types of disabilities.

Storefront were divided into two categories: **on-street access** (this includes a flat entryway or a ramp allowing access to wheelchairs) and entries **with stairs or a single step** at the entrance (preventing any wheelchairs access). Roughly half of the commercial accesses had street-level access and the other half was inaccessible to wheelchairs due to the presence of a single or several step(s) to access the ground floor. Most of George Street contains storefronts with on-street entrances, whereas most of the storefronts containing steps are located on perpendicular commercial streets such as Hunter, Simcoe and Charlotte Streets and on Water and Queen Streets (Figure 44, below).

Figure 44 - Map of access type to commercial storefronts within the study area



Since many of the inaccessible storefronts are only one step high, they are more easily adaptable for wheelchairs and other mobility aids than other types of buildings. For example, commercial uses in former residential buildings are typically inaccessible and are more challenging to adapt (figure 45, below). Examples can be found on Water Street facing Victoria Park, Sheridan Street, Queen Street, and throughout the Commercial Heart character area. Other adjustments to the properties and/or to existing policies are needed to accommodate for other types of disabilities which will be discussed in Chapter 8.

As for civic buildings, design alterations were observed on several historic public buildings which are required to adapt to the experience of people with disabilities and be compliant with the Ontario Building Code and the Accessibility for Ontarians with Disabilities Act (AODA). The City's *Accessibility Plan* has a complete list of Code compliant public buildings, parking, and streets.

Figure 45 - 479 Water Street, Example of a two-storey residential building transformed into commercial use today.



4.10. Landscape Features

4.10.1. Public spaces

The public realm within the study area is minimal due to the commercial nature of the streets. Almost all of the street-fronting properties are built up to the property line. However, greenery and public spaces are provided through the provision of park space located mainly north of the study area.

4.10.2. Parks

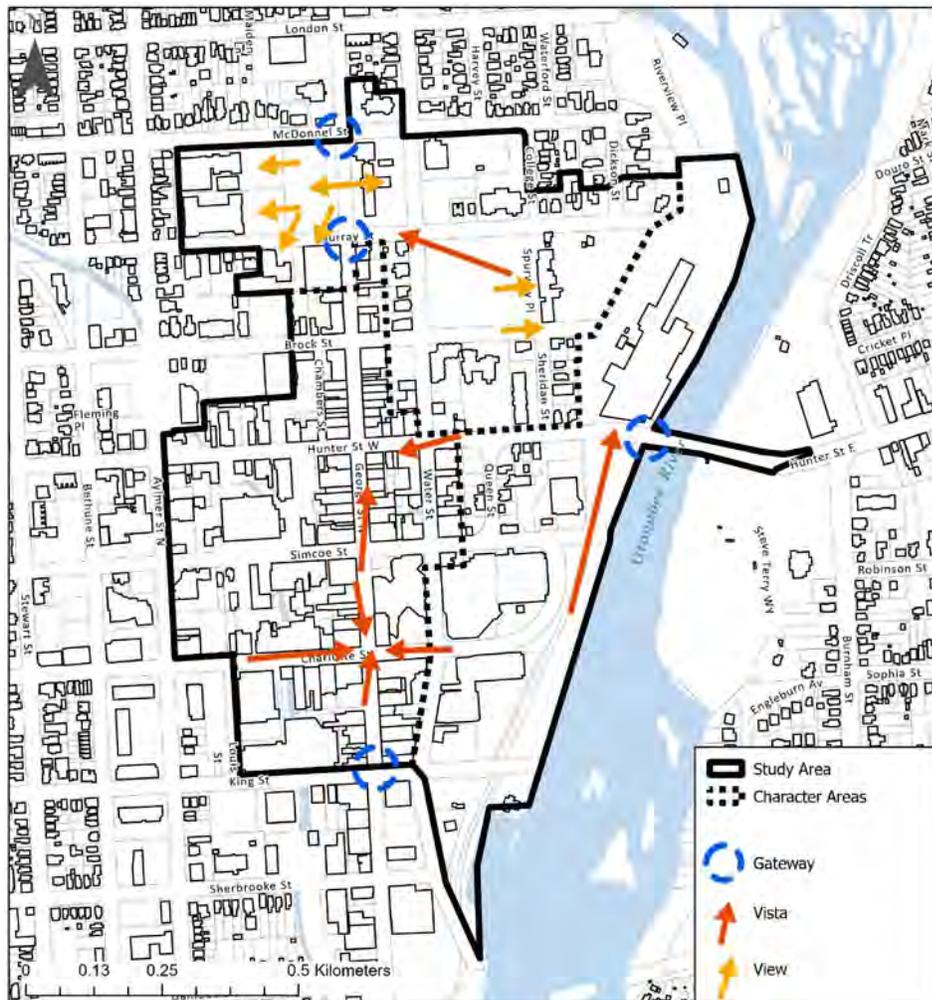
Three open public spaces are located within the study area, two of which are historic open public spaces (Confederation Square and Victoria Park) and the third is an interpretive park designed to tell the history of the place (Millennium Park). Parks were key elements in growing cities since they were believed to provide healthy and clean spaces for citizens. In the study area, the parks have the largest concentration of mature trees. Some trees are also found on residential, civic, or institutional lots, or around parts of Jackson Creek.

4.10.3. Jackson Creek

In the study area, Jackson Creek is mostly hidden underground or in the middle of lots. Only one portion of exposed creek is visible from the public realm on Hunter Street between 216 Hunter and 224 Hunter Street.

4.11. Views and Gateways

Figure 46 - Map of the gateways, vistas, and views within the study area



General views were noted and analyzed by the consultant team during initial site visits and further refined during the analysis phase. Views help define a sense of place by situating the viewer with respect to the immediate surroundings and have been categorized into three groups: views looking at particular objects, places or buildings; vistas looking at much larger landscapes of built form; and gateways that create a sense of entrance and transition from one area to another. A gateway for each character area and important views and vistas in the study area include:

4.11.1. Gateways

- Gateway view to the Commercial Heart character area at the intersection of George Street North and King Street
- Gateway view to the Industrial Lands character area at the end of the Hunter Street Bridge (when entering to the downtown area)
- Gateway view(s) to the Civic Core character area at the intersection of McDonnell Street and George Street North
- Gateway view(s) between the Civic Core character area and the Commercial Heart character area at the intersection of Murray Street and George Street North

4.11.2. Vistas

- Vista looking towards the commercial core north of Simcoe Street from the intersection of Simcoe street and George Street
- Vista looking towards the Quaker Oats plant from Millennium Park
- Vista looking towards the cluster of landmark buildings at Confederation Square from the top of Victoria Park (exiting the Peterborough Courthouse)
- Vista looking towards Charlotte Street and the Market Hall Clocktower from the intersection of Charlotte Street and Louis Street
- Vistas looking towards the Market Hall Clocktower from Charlotte Street and George Street North
- Vista looking towards the Hunter/Water commercial block from the intersection of Hunter Street and Water Street looking southwest (toward the commercial block of Hunter/Water/Simcoe/George)

4.11.3. Views

- The view of the Market Hall, a landmark building, from the intersection of George Street and Charlotte Street
- The view of City Hall, a landmark building, from Confederation Square
- The view of Confederation Square, a public place, from City Hall
- The view of Peterborough Collegiate and Vocational School, a landmark building, from the Confederation Square
- The view of Peterborough Armoury, a landmark building, from Confederation Square
- The view of Murray Street Baptist Church, a landmark building, from Confederation Square
- The view of Peterborough Family Y.M.C.A. (now the Y-Lofts), a landmark building, from Confederation Square
- The view of Peterborough Courthouse, a landmark building, from Victoria Park and Water Street
- The view of Quaker Oats, a landmark building, from Brock Street

4.12. Area Typology

The Downtown Peterborough HCD study area is comprised of predominantly commercial and civic streetscapes with previously (and some still present) residential and industrial areas outside the commercial core. Three areas of interest have been identified: the Commercial Heart character area, the Civic Core character area, and the Industrial Lands character area. The Civic Core character area can be categorized as an evolved static (relict) district, indicating that the district's evolutionary process has ended and that the majority of the buildings have retained their original historic character and have a high level of integrity. The commercial area can be categorized as an evolved dynamic (evolving) district, indicating the area is in continuous use and continues to grow and change. Downtown Peterborough has a high concentration of mid to-late 19th century brick Victorian buildings that, for the most part, have not significantly changed since its peak period of development in the second half of the 19th century. Section 6 will elaborate on the significance of the four periods of development outlined in Section 3.

4.13. Description of Heritage Character

Downtown Peterborough

Downtown's heritage character is derived from commercial, institutional, industrial, residential and infrastructural constructions from between 1825 and the early 1970s. This heritage includes representative mid-19th to mid-20th century architectural styles including various Neoclassical styles, Gothic Revival, Italianate, Second Empire, and Modernism. The commercial street character is reinforced by zero lot-line typologies with grade-level shops, architecturally rhythmic window and door openings, 2- to 3-storey heights, cornices and decorated parapets, marquees and awnings, and the widespread use of brick, painted metal, and stone balanced with individual architectural detailing. Institutional character is supported by free-standing buildings, prominent locations facing landscaped spaces or on street corners, monumental building scale, and conspicuously individual building forms and architectural detailing. Industrial character is reinforced by functional building forms and materials, and by historic industrial sites' locations, sizes and configurations. Residential character is indicated by building siting, forms and details typical of historic residential houses. The street grid reflects the first town survey of 1825, while the railway and Hunter Street Bridge represent infrastructural development in relation to the river. Downtown Peterborough, comparable to the historic centres of other Ontario communities, is a rich example of a traditional downtown with various uses that has maintained considerable architectural integrity and authenticity.

Chapter 5

Periods of Significance

5. PERIODS OF SIGNIFICANCE

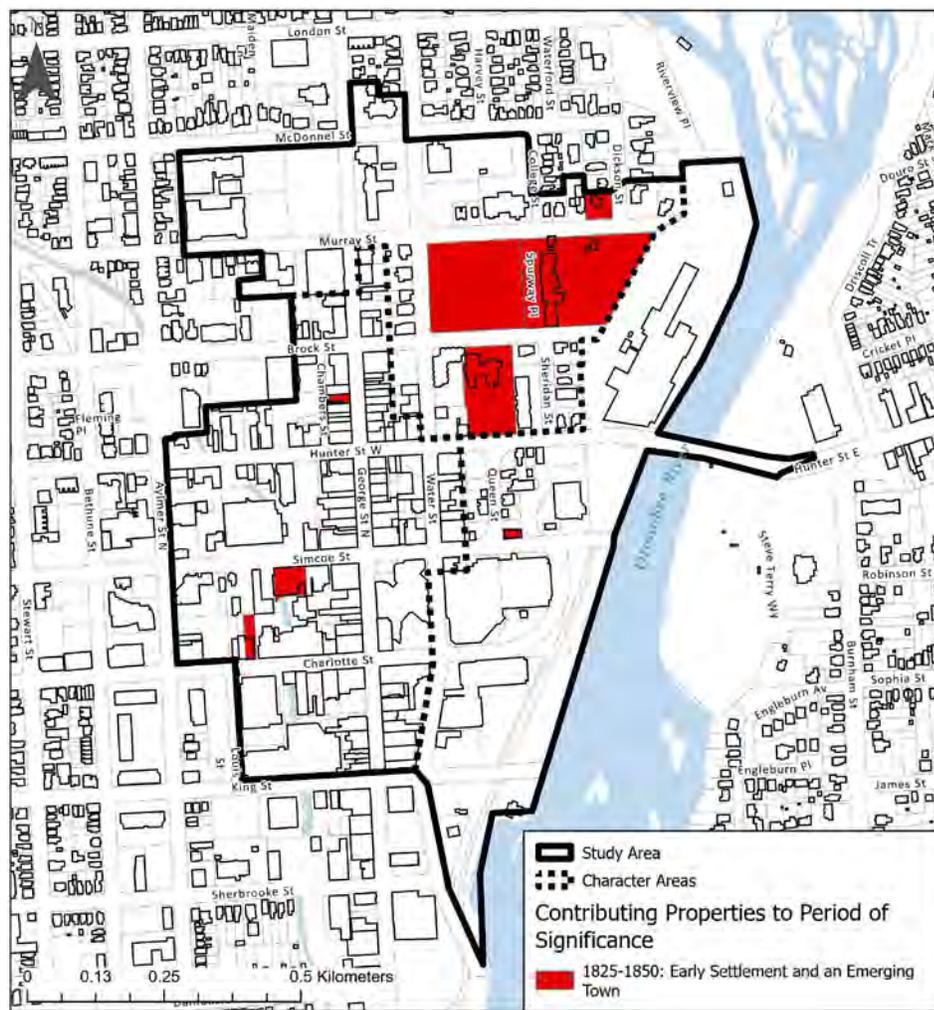
The history and evolution of the study area (Chapter 3) identifies distinct historic periods of significance in the Downtown Peterborough study area. The four identified periods of significance in the evolution of the study area are:

- Early Settlement and an Emerging Town: c. 1825 to c. 1850
- A Town's Coming of Age: c. 1850 to c. 1884
- The Heart of an Industrial City: c. 1884 to c. 1930
- Economic Shifts and Modernism: c. 1930 to c. 1975

5.1. Periods of Significance

5.1.1. Early Settlement and an Emerging Town: c. 1825 to c. 1850

Figure 47 - Map of contributing properties to the c. 1825 to c.1850 period of significance



In this period, the study area and its immediate surroundings saw the first significant colonization and town development. Surveyor Richard Birdsall surveyed the new town in 1825, laying out a block pattern approximately aligned with magnetic north. East-west streets were spaced at regular intervals (with lots back-to-back), and north-south streets were spaced further apart around Jackson Creek from George Street and towards the Otonabee to the east of Water Street. King Street was located directly to the south of an existing millrace between Jackson Creek and a mill built and owned by Adam Scott, and Water Street formed a slight angle away from the mill site. Within this grid, the settlement was divided into rectangular ½-acre lots; the street grid and lot system were extended in 1846.

With the Robinson Emigration of 1825 and the arrival of other, predominantly British settlers, the new town of Peterborough grew

with a first generation of mostly wood buildings, although there was also construction in brick and local stone. A first bridge crossing the Otonabee from the study area was built in 1826, to be replaced in 1827 and again in 1847. The County Courthouse was completed in 1840, in time for the establishment of the Colborne District whose judicial seat was there. Also serving the settlement and surrounding region were several industries mostly built along the west bank of Jackson Creek. Meanwhile, early commercial activity, including several hotels, was concentrated on George and Hunter Streets. Of Peterborough's early churches, at least two, Saint John the Evangelist Anglican (1834-36) and the first George Street Methodist (1837), were built within the study area, in.

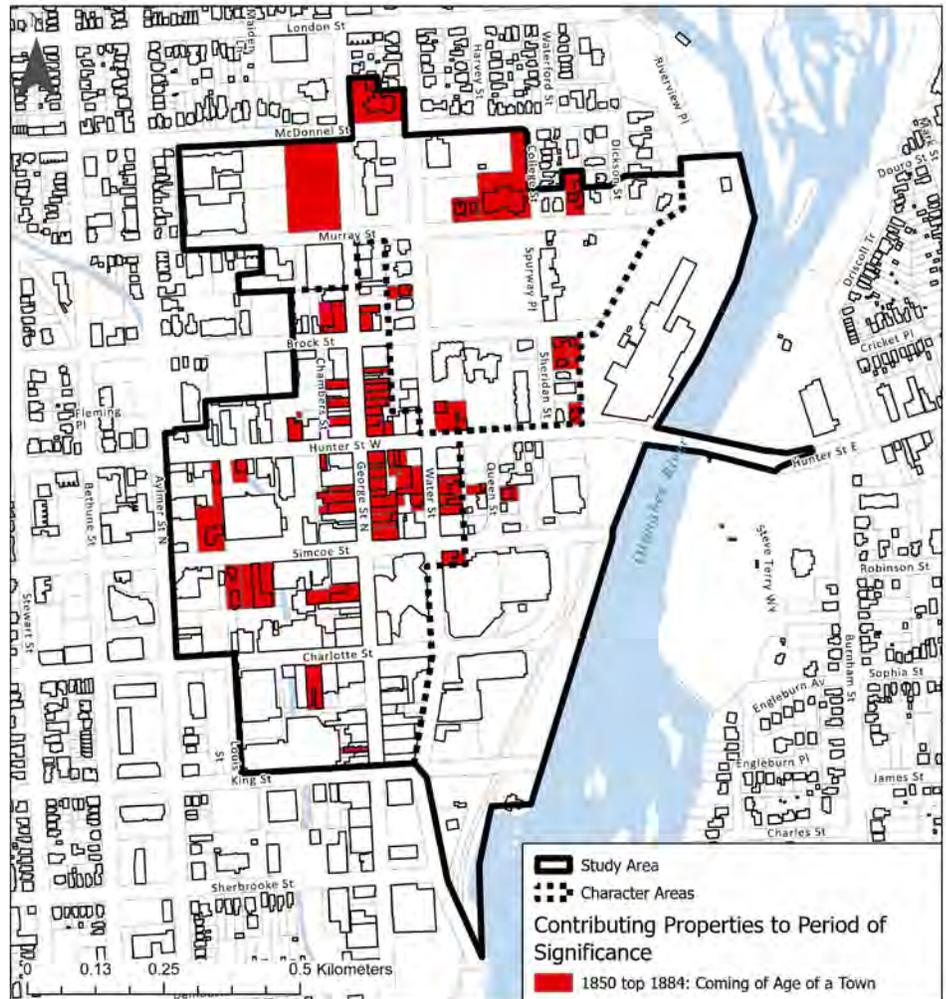
This period ends with the incorporation of the Town of Peterborough in 1850.

Events and themes from the Early Settlement and Emerging Town period include:

- **1825**- Town Survey laid out by Richard Birdsall, Esq., Surveyor, under the direction of the Hon. Zaccheus Burnham
- **1825** – Robinson Emigration brings 415 families, or 2069 settlers, from Ireland to region
- **1826** – Wooden bridge constructed across Otonabee River
- **after 1827** – Second bridge built across the Otonabee (burns down in 1846)
- **1827** – Peterborough replaces Scott's Plains as the name of the settlement
- **1826-27** – First frame houses start to be built on and around George Street
- **1832** – Town population of 500
- **1834-36** – St. John the Evangelist (Anglican) church built
- **1837**- First George Street Methodist Church built near McDonnell Street
- **1838** – Population approximately 800 or 900
- **1838** – Peterborough selected as judicial seat for newly created Colborne District
- **1838-1842** – Appropriation of grounds for a Courthouse in 1838, construction of the Courthouse in 1840, and completion of the County Jail in 1842
- **c. 1842-43** – Globe Hotel, Charlotte St., one of the area's first brick commercial buildings
- **1847** – Wooden Howe truss bridge built across Otonabee River
- **1850** – Town of Peterborough incorporated, leading to an increase in property value, gradual replacement of the first wooden houses with brick and stone masonry buildings

5.1.2. A Town's Coming of Age: c. 1850 to c. 1884

Figure 48 - Map of contributing properties to the c. 1850 to c.1884 period of significance



This period marks a turning point in Peterborough's development that heavily marked the study area. Of the several railways that were constructed through Peterborough in this period, the Canadian Pacific passed through the study area along the west bank of the Otonabee River. Railway connections to points beyond the surrounding region led to further industrial development; most of the new and expanding factories were still concentrated along Jackson Creek, which was gradually being built over and concealed.

The commercial sector continued to expand and evolve, especially with rebuilding following the George Street Fire of August 11, 1861. This and other fires in Peterborough led to bylaw changes in 1863 and 1875 requiring masonry construction in either stone or brick. Following another fire, the bridge across the Otonabee River was also rebuilt in this period, in 1875. This period saw other infrastructure developments, such as the first sewer line on George Street in 1851, gas street lighting in 1869-70, and service by the city's first water pumping station in 1882. In 1884, the completion

of a hydroelectric power station on the Otonabee upstream from the study area was an infrastructural development that was to have an especially important future impact.

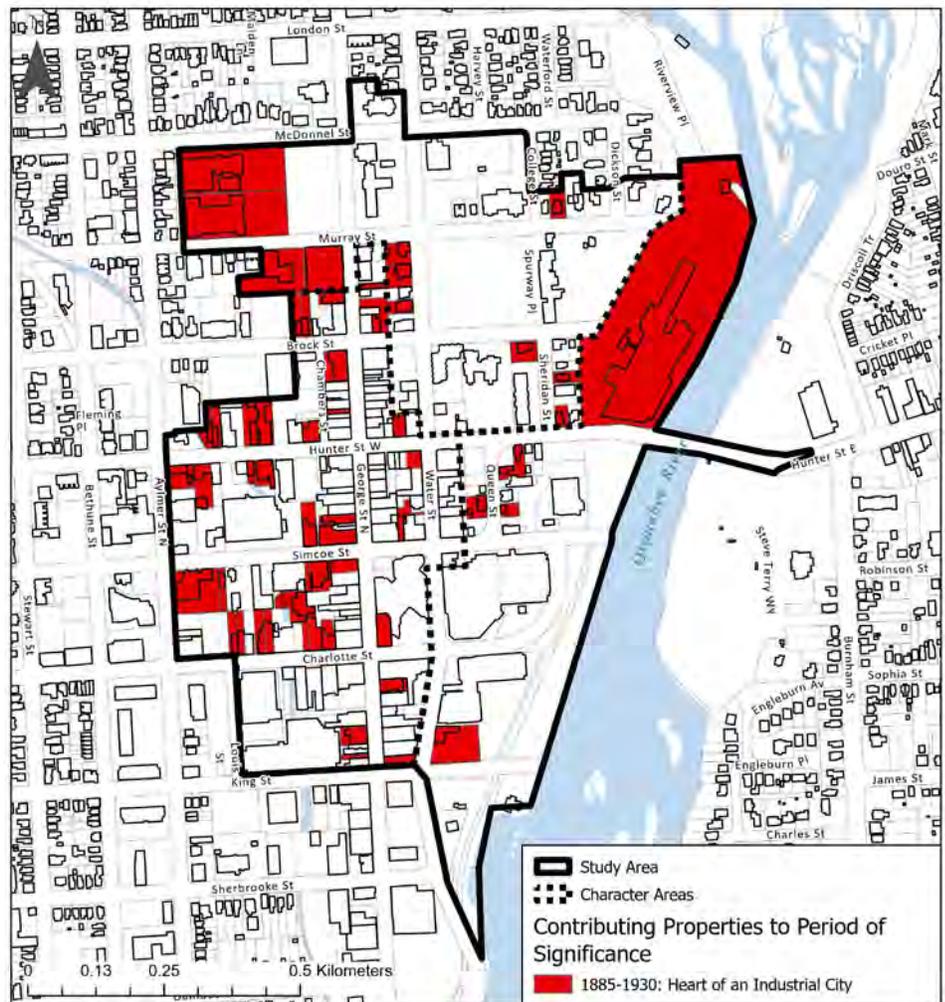
By the end of this period, most properties in downtown Peterborough were occupied with diverse industrial, commercial, institutional, and residential uses.

Events and themes from the A Town's Coming of Age period include:

- **1850** – First town Bylaw, including construction regulations regarding brick construction
- **Mid to late 1800s** – Dams and flues on Jackson Creek built to provide power for industries
- **1850s** – Construction of brick buildings, including Market Square and Caisse's hotel, then mixed use buildings of brick with large lights (panes), use of cast iron pillars and stretchers. These buildings are concentrated on Hunter and George Streets.
- **1851** - First sewer constructed along George Street
- **1854** – First train reaches Peterborough on the Ashburnham side
- **1858** – Railway arrives to Peterborough via Millbrook (Midland) at a station on the block bounded by Charlotte, Bethune, Sherbrooke and Aylmer
- **1860** – St. Paul's Presbyterian Church opens
- **1861** – Great Fire, or George Street Fire August 11th 1861
- **1863** – Bylaw changes with new requirements for masonry construction in either stone or brick
- **1864-65** – County Jail rebuilt
- **1869-70**- Gas Works and street lighting (Peterborough Gas Company)
- **1875** – Steel bridge crosses Otonabee
- **1875** – Further bylaw changes requiring stone or brick masonry construction
- **1875** – New George Street Methodist (now Emmanuel United) Church built near previous church
- **1878-79** – County Courthouse undergoes substantial renovation
- **1880** – Post Office (now Morrow Building)
- **1882** – Midland rail line, running beside Jackson Creek from Brock Street heading north
- **1882**- Catholic Diocese of Peterborough created
- **1882** - Peterborough water works
- **1884** – Arrival of CP railway
- **1884** - London Street Power station

5.1.3. The Heart of an Industrial City: c. 1884 to c. 1930

Figure 49 - Map of contributing properties to the c. 1884 to c.1930 period of significance



This period is the beginning of Peterborough's reputation as the Electric City. Railway and waterway connections, an abundant local hydroelectric supply and municipal boosterism supported further industrial development in Peterborough. Within the study area, this development created a new industrial sector along the riverbank and CP rail line, occupied by such factories as the Peterborough Canoe Company from 1892 and Quaker Oats from 1902. This new prosperity was tempered by such events as the 1916 explosion at the Quaker Oats factory whose damage to the surrounding district required the Courthouse's restoration and the rebuilding of the bridge over the Otonabee. This bridge, the Hunter Street (or Ashburnham) Bridge of 1921, carried car traffic over the railroad, and other infrastructure accommodating the car in the 1920s within the area included parking garages, and the mechanic's garages and automobile dealerships around George, Aylmer and Water Streets.

Transportation was also provided in the study area by the electric streetcar system between 1893 and 1927. Even more notably, the area saw Canada's first electrified streetlighting in 1884. Downtown's dynamic development also resulted in the construction of new retail buildings, including the first department store buildings such as Barrie's of 1911, the renovated Turnbull's of 1914, and Eaton's in 1923. Numerous live theatres, music halls and, eventually, cinemas were also added to the study area's commercial sector.

Meanwhile, Peterborough's evolving civic life brought about new institutional buildings in the study area, including the Market Hall and clock tower of 1889, the YMCA on George Street of 1896, the Peterborough Drill Hall, and Armoury of 1907-09, and the Carnegie Library completed in 1911. It was in this period, in 1905, that Peterborough became a city.

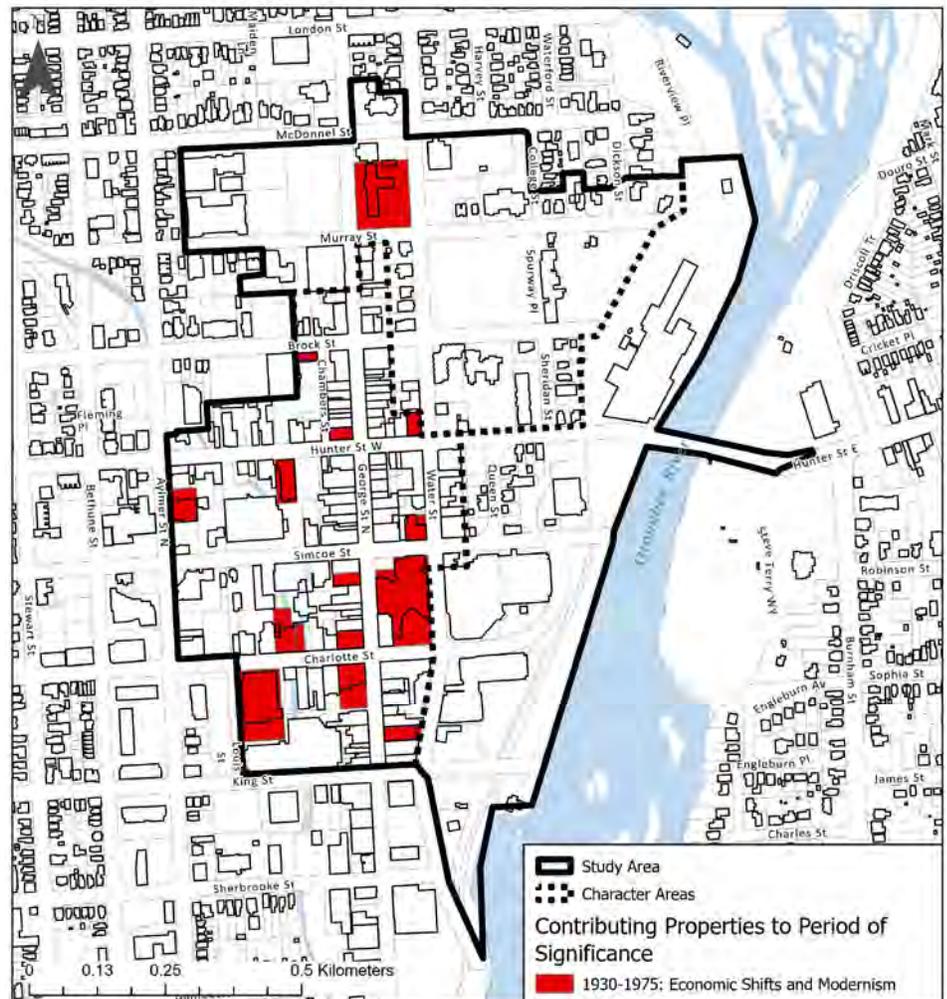
Events and themes from the Heart of an Industrial City period include:

- **1888** - Salvation Army Temple opened
- **1889** - Market Hall and clock tower built
- **1892** - Peterborough Canoe Company established at corner of King and Water Streets
- **1893-94** – Construction and implementation of street railway (Peterborough and Ashburnham Street Railway Company)
- **1896** – YMCA, George Street
- **1902** – Quaker Oats factory opens
- **1903-06** – Rehabilitation and extension of streetcar network
- **1904** – Trent Severn Waterway opens to Peterborough, including completion of Peterborough's Lift Lock (highest in the world)
- **By 1905** – Peterborough possesses electrically powered water-works, streetcar network, and Canada's first automatic telephone exchange
- **1905** - Peterborough uses less than half the power generated by its hydroelectric dams and has four local power companies
- **1905 -1910** – New theatres open in Downtown Peterborough (Royal, Crystal, Grand...)
- **1907-1908** – Peterborough Collegiate and Vocational School
- **1907-1909** – Peterborough Drill Hall and Armoury
- **1911** – Barrie's Department Store
- **1911** - Carnegie Library
- **1911** - Murray Street Baptist Church

- **1913-14** – Turnbull Disaster and reconstruction of Turnbull's Building (Another fire in 1923 and the loss of the top floor)
- **c. 1914** – Peterborough's industrial workforce is second only to Toronto's in south-central Ontario
- **1916** – Quaker Oats explosion
- **1917** – County Courthouse restored following damage from Quaker Oats explosion
- **1921** – Hunter Street (Ashburnham) Bridge opens
- **1920s** – Increased car ownership and traffic in downtown Peterborough – addition of parking garages on Hunter, Brock streets
- **1927** – Border Transit Limited converts streetcar system to bus service

5.1.4. Economic Shifts and Modernism: c. 1930 to c. 1975

Figure 50 - Map of contributing properties to the c.1930 to c.1975 period of significance



This period is characterized by much slower industrial development within the study area, and certain modifications to its commercial and institutional built form. A master plan proposed by E. G. Faludi in 1947 was little implemented within the study area, with the

exception of the City Hall opened in 1951. The commercial zone of the study area was further developed with the replacement of several historic industrial buildings around Jackson Creek, which remained covered over for most of its course. New buildings in this zone include the Odeon Theatre of 1948, the Dominion Public Building and Post Office of 1952 and the Bank of Montreal of 1960. The latter two buildings were the work of notable Modernist architect Eberhard Zeidler, who also completed an addition to the County Courthouse in 1959-60, and a Police Department Headquarters in 1971. Nevertheless, the same period also began to see a decline in downtown's retail activity, and certain historic commercial buildings were demolished in this period, such as the Bradburn Opera House and the Cluxton Block.

Events and themes from the Economic Shifts and Modernism period include:

- **1941** – Grand Opera House demolished
- **From c. 1945** – Significant covering of Jackson Creek
- **1947** – Presentation of Faludi Plan for downtown
- **1948** – Odeon movie theatre built on former Grand Opera House site
- **1951** – Opening of City Hall at 500 George Street
- **1955** – Peterborough residents vote in a referendum that Jackson Creek should continue to flow underground through downtown
- **1958** – Archaeological and Historical Sites Board of Ontario recognizes the County Courthouse's provincial significance
- **1962** – Planning board urban renewal report, including identification of site of future Peterborough Square for redevelopment
- **1970s** – Bradburn Opera House demolished
- **1971** - Police Department Headquarters
- **1971** - City Council passes official plan with commitment to downtown-suburban commercial development balance
- **1973** – Demolition of the Cluxton Block

5.2. Criteria for Determination of Cultural Heritage Value

5.2.1. Downtown Peterborough

The following analyzes the study area's cultural heritage value according to Ontario Regulation (O. Reg.) 9/06. This regulation prescribes criteria for municipalities to determine properties' cultural heritage value or interest, in conformity with clause 29, Part IV of the Ontario Heritage Act. (The references to properties in clause 29 and Regulation 9/06 are generally also understood to apply to heritage conservation districts as described in Part V of the Act.) A property (or district) may be designated for cultural heritage value if it meets one or more of the nine criteria regrouped in the regulation under design or physical value, historical or associative value, and contextual value.

The below table restates each of the regulation's criterion (with wording adapted for relevance to heritage conservation districts, where relevant), provides a yes/no evaluation of the criterion with respect to the study area, and supports the evaluation by summarizing aspects of the study area that are significant to the criterion.

5.2.2. Design or Physical Value

| Criterion | Yes/No | Significance |
|---|--------|--|
| Has a rare, unique, representative or early collection of a style, type, expression, materials, or construction method. | Yes | <p>The study area represents commercial, industrial, infrastructural, religious and civic development during Peterborough's growth from the mid-19th to mid-20th centuries.</p> <p>Downtown Peterborough includes buildings representative of various architectural styles and movements, including but not limited to Palladian Neoclassical, Gothic Revival, Italianate, Second Empire, Art Deco and Modernism. Many of these buildings are representative of traditional mixed-use party-wall commercial architecture with ground-floor shops built against the street. They are characteristic of historic Ontario commercial neighbourhoods.</p> <p>Other buildings, such as the County Courthouse and Jail, the Drill Hall and Armoury, and City Hall are historic examples of public or civic construction and retain a strong degree of integrity. The Armoury's heritage value is recognized with a National Historic Site of Canada designation (as the Peterborough Drill Hall/ Armoury). The study area's religious buildings, including St. John the Evangelist Anglican Church, Emmanuel United (formerly George Street Methodist) Church, Murray Street Baptist Church and the Salvation Army Temple, are characteristic of the period's monumental church architecture.</p> <p>The Quaker Oats facility is representative of large-scale early 20th-century industrial construction, combining reinforced concrete structural elements with brick masonry.</p> <p>Several buildings in the study area are built of local Black River and Trenton limestone. Many others are built of the orange or buff brick that has come to characterize the area, much of which was produced in the Peterborough region.</p> <p>The Hunter Street Bridge is an exceptional example of historic concrete bridge construction.</p> <p>The study area contains two characteristic examples of formally landscaped public spaces, Victoria Park and Confederation Square, surrounded by civic, educational and religious buildings.</p> |
| Displays a high degree of craftsmanship or artistic merit. | Yes | Buildings in this study area display finely detailed construction in stone, brick, terra cotta, mosaic tile, and other materials. |
| Demonstrates a high degree of technical or scientific achievement. | Yes | The Hunter Street Bridge is an example of a high degree of technical achievement within the study area. Built using a combination of reinforced and unreinforced concrete components, at the time it was completed this bridge possessed the longest span for an open-spandrel concrete arch bridge in Canada. |

5.2.3. Historical or Associative Value

| Criterion | Yes/No | Significance |
|--|--------|---|
| Has direct associations with a theme, event, belief, person, activity, organization or institution that is significant to a community. | Yes | <p>The study area is closely associated with the significant periods of Peterborough’s historic development:</p> <p>Early Settlement and an Emerging Town: c. 1825 to c. 1850 Rice Lake Purchase and Township of North Monaghan survey; Scott’s Plains settlement; Survey of street layout; first significant European settlement; industrial sector along Jackson Creek; commercial area around George and Hunter Streets; construction of County Courthouse and Jail and St. John’s Anglican Church.</p> <p>A Town’s Coming of Age: c. 1850 to c. 1884 CP railway causeway along riverbank; further industrial development on Jackson Creek; commercial development and reconstruction on and near George Street.</p> <p>The Heart of an Industrial City: c. 1884 to c. 1930 “Electric City”; second industrial zone along Otonabee River; Jackson Creek industrial area begins to decline in importance; Further commercial construction, including theatres, cinemas and department stores; new institutional buildings around Confederation Square.</p> <p>Economic shifts and Modernism: c. 1930 to c. 1975 Construction of City Hall; new construction in the commercial sector, but also the demolition of certain historic commercial buildings.</p> |

| Criterion | Yes/No | Significance |
|---|--------|--|
| <p>Yields, or has the potential to yield information that contributes to an understanding of a community or culture.</p> | Yes | <p>The downtown yields information about the activities of Peterborough’s preservation movement and municipal government to maintain its historic architecture and other sites while sustaining commercial, cultural, recreational and civic activity downtown. The study area also yields information about the archaeological understanding of Peterborough, and the evolution of urban planning philosophies and approaches.</p> |
| <p>Demonstrates or reflects the work or ideas of an architect, artist, builder, designer or theorist who is significant to a community.</p> | Yes | <p>Notable Peterborough architects whose buildings are found in the study area include (but are not limited to): John Belcher (1834-1912) William Blackwell (1850-1937) Walter Rollston Lightbourne Blackwell (1890-1957) Eberhard Zeidler (1926-2022) Other individuals whose work and ideas are significant to the development, construction and/or preservation of the study area include (but are not limited to): Richard Birdsall (1799-1852) Martha Ann Kidd (1917-2012)</p> |

5.2.4. Contextual Value

| Criterion | Yes/No | Significance |
|--|--------|---|
| Is important in defining, maintaining or supporting the character of an area. | Yes | <p>The present-day core area forms the historic and geographic heart of the city of Peterborough, being the primary location of commercial and civic activity as well as the location of significant industrial activity from the early settlement era to the mid-1970s. The study area is closely related in street layout and historical development to other historic neighbourhoods located in immediate proximity. The commercial, civic, and industrial character of the core area is surrounded by residential precincts also featuring industrial, religious and institutional properties.</p> <p>This older civic and commercial area also supports the character of Peterborough as a whole, by complementing newer outlying residential neighbourhoods, industrial facilities, and higher education campuses.</p> |
| Contains resources that are physically, functionally, visually or historically linked. | Yes | <p>Part of the area is defined by commercial buildings maintaining physical, functional and historical connections to one another. The commercial architecture on and near George Street is cohesive while displaying variations resulting from different eras of development.</p> <p>Important public, educational and religious buildings that have historically served the city and surrounding region are located on or near Victoria Park and Confederation Square.</p> <p>Active and former industrial sites, as well as supporting infrastructure located along the Otonabee River since settlement, express the diversity of uses found in what is now downtown. Another corridor of industrial sites in the southwest sector of the area follows the course of Jackson Creek, a key waterway for Peterborough's early industrial development that is now almost completely covered in the downtown area.</p> |

| Criterion | Yes/No | Significance |
|---------------------------------------|--------|---|
| Contains or is defined by a landmark. | Yes | <p>Natural landmarks defining or characterizing the area include:</p> <p>Otonabee River</p> <p>Jackson Creek: though mostly covered over within the study area's territory, Jackson Creek's presence is manifested in the few locations where it is still exposed, in the street pattern—namely the unusually wide block between George and Aylmer Streets—and in the distinctive distribution of building setbacks and open spaces that trace the creek's underground course</p> <p>The drumlin on which Victoria Park, the County Courthouse, and St. John the Evangelist Anglican Church are located (historically referred to as "the Knoll" or "Court House Hill")</p> <p>Built landmarks within the study area include (but are not limited to):</p> <p>Market Hall and Tower</p> <p>Quaker Oats</p> <p>County Courthouse</p> <p>St. John the Evangelist Anglican Church</p> <p>Peterborough Family YMCA (now the Y-Lofts)</p> <p>Murray Street Baptist Church</p> <p>Drill Hall and Armoury</p> <p>City Hall and Carnegie Library</p> <p>Hunter Street (Ashburnham) Bridge</p> <p>Emmanuel United (formerly George Street Methodist) Church</p> <p>Peterborough Collegiate and Vocational School</p> <p>Peterborough Salvation Army Temple</p> <p>Union (Central) School</p> |

5.3. Integrity

In addition to the criteria listed in Regulation 9/06 of the Ontario Heritage Act, two other criteria, developed by the consulting team, were used to evaluate the coherence and authenticity of the study area. This report considers that the identification of a heritage conservation district depends in part on observations regarding the overall degree of integrity, or presence and completeness, of heritage attributes. Note that observations on the present integrity of heritage attributes do not assess their physical condition.

5.3.1. Visual, Functional, or Historical Coherence

| Criterion | Significance |
|--|--|
| <p>Reflected in the consistency or resource related to the cultural heritage values and character of the district. It can be determined by analyzing resources in a district to understand if there are common thematic, architectural or associative characteristics that unify, relate to, and communicate the cultural heritage values of the district.</p> | <p>Certain areas of the study area display a high level of visual, functional and historical coherence. Portions of the Commercial Heart character area, especially on and nearest to George Street, display the qualities of coherent traditional commercial streets. Visually, the commercial buildings share design characteristics: one to three storeys in height on relatively narrow lots; rhythmic patterns of shopfronts and upper-floor windows; projecting cornices or decorated parapets; and the predominant use of brick and decorative details.</p> <p>Portions of the Civic Core character area, especially those around Victoria Park and Confederation Square, also display a high level of visual, functional and historical coherence. This area is characterized by buildings of religious or civic functions distinguished by their free-standing volumes, monumental qualities expressed using a variety of architectural styles and treatments, and the high quality of materials and construction. Certain properties within this area, however, are contrastingly residential in their architectural character.</p> <p>The Industrial Lands character area displays comparatively less visual, functional and historical coherence, certain portions having been significantly redeveloped with the loss of earlier industrial buildings and uses. However, the CP rail spur line continues to operate on the riverbank, and Quaker Oats dominates the northern part of this area.</p> |

5.3.2. Authenticity

| Criterion | Significance |
|---|---|
| <p>A district should retain most of its original or appropriate materials, layout and structures related to its identified values. Where alterations and infills exist they are generally sensitive, compatible and reinforce the cultural heritage values of the district.</p> | <p>Certain sectors within the study area have maintained their historic character with a high level of authenticity as seen in their buildings, spatial organization, and materials. The street grid has mostly maintained its original layout and reflects the first town survey of 1825, with east-west streets spaced at regular intervals and north-south streets further apart. Most of the commercial buildings along George Street and associated cross streets were built from the mid-19th to mid-20th centuries, with several notable examples of the various architectural styles fashionable over that period. Institutional buildings also maintain a high degree of their original architectural character, details, and relationship to their streets and immediate surroundings. Remaining historic industrial buildings within the study area, however, are few in number, though those that remain do retain significant original architectural and structural character and components. Also, lot sizes and configurations evoke the area's historic industrial properties. Finally, few of the area's historic residential neighbourhoods remain intact, with fragments of residential streets remaining as isolated reminders, and other residential properties adjoining residential neighbourhoods beyond the study area's boundary.</p> |

Chapter 6

Analysis of Draft Official Plan and Current Zoning Provisions

6. ANALYSIS OF DRAFT OFFICIAL PLAN AND CURRENT ZONING PROVISIONS

6.1. Introduction

The existing framework for the proposed HCD Study Area for the City of Peterborough includes several layers of policy that support intensification, infill, and growth in the city centre also known as the Central Area. The purpose of this analysis is to identify any potential conflicts between current policy and the historic built form within the Study Area.

The following section reviews the various planning policies in effect within the proposed HCD boundary. It describes the key elements of the Provincial Policy Statement 2020, the A PLACE TO GROW: Growth Plan for the Greater Golden Horseshoe 2020, the City of Peterborough Draft Official Plan 2021, the Central Area Master Plan 2009, and the City's Zoning By-laws 97-123. A review and update of the Central Area Master Plan is scheduled for the near-term. A Special Policy Area has also been established for Jackson Creek to recognize historic communities that were developed in a flood plain, which applies to properties in the Commercial Heart study area. Lastly, there will be a brief analysis of how several key attributes of the Central Area properties and building stock compare to the zoning regulations in relation to heritage.

6.2. Review of Current Planning Framework

6.2.1. Provincial Policy Statement 2020

The *Ontario Planning Act* is the provincial legislation that governs land use planning and provides strong policy direction to include cultural heritage conservation as part of municipal and provincial decision making. Under Section 3 of the *Planning Act*, the Provincial Policy Statement (PPS) was issued by the Minister of Municipal Affairs and Housing and came into effect May 1, 2020. The statement provides policy direction on “matters of provincial interest related to land use planning and development” and directs municipalities to generate PPS “consistent” and “conforming” official plans, policies, and zoning bylaws. The Planning Act require municipal and provincial land use planning decisions to be consistent with the PPS and is intended to be read in its entirety with the relevant policies applied to each situation.

Other provincial plans build upon the PPS policy foundation and provide additional land use planning policies, such as A Place to

Grow: Growth Plan for the Greater Golden Horseshoe. Provincial Plans are to be read in conjunction with the Provincial Policy Statement and take precedence over the policies of the PPS under certain circumstances.

The PPS seeks to balance appropriate development with the protection of resources of provincial interest, public health and safety, and the quality of the natural environment. The long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy. Growth through densification, intensification, and redevelopment, in compact form, are promoted along with a mix of uses and housing options. Further, the Province recognizes the unique role Indigenous communities' perspectives and traditional knowledge plays in land use planning and development. The PPS requires planning authorities to engage with Indigenous communities and "coordinate on land use planning matters" and to consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.

In Section 1.7.1.e the PPS encourages a 'sense of place' through well-designed built form and cultural planning, and "by conserving features that help define character, including built heritage resources and cultural heritage landscapes".

In the PPS, Section 2.6 Cultural Heritage and Archaeology directs for the conservation of significant built heritage and cultural heritage landscapes and prohibits development and site alteration on lands adjacent to protected heritage property unless it is demonstrated that the heritage attributes of the protected heritage property can be conserved. Lastly, where there may be Indigenous cultural heritage or archeological resources, planning authorities must engage with Indigenous communities.

Finally, Section 3.1 Natural Hazards, allows that certain flood hazard areas may be acceptable for development and site alteration. These are exceptional situations with Special Policy Areas.

6.2.2. A Place to Grow: Growth Plan for the Greater Golden Horseshoe, Office Consolidation 2020

The Growth Plan for the Greater Golden Horseshoe is a provincial plan and framework that defines how and where long-term growth and development should occur in the region. The Government of Ontario last updated the plan in 2020. It includes policies addressing transportation, infrastructure, land use planning, urban form, housing, and natural and cultural heritage protection on a regional scale and places an emphasis on intensification in certain locations. All decisions by municipalities under the Planning Act shall conform to the Growth Plan.

Section 1.2.1 Guiding Principles includes the following principle: “Conserve and promote cultural heritage resources to support the social, economic, and cultural well-being of all communities, including First Nations and Métis communities”. Section 4.2.7 Cultural Heritage Resources is comprised of three policies:

- “Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas.”
- “Municipalities will work with stakeholders, as well as First Nations and Métis communities, in developing and implementing official plan policies and strategies for the identification, wise use and management of cultural heritage resources.”
- “Municipalities are encouraged to prepare archaeological management plans and municipal cultural plans and consider them in their decision-making.”

There are several notable Growth Plan designations that apply to the study area. A portion of Downtown Peterborough is designated as an Urban Growth Centre, where the minimum density target to be achieved by 2031 or earlier is 150 residents and jobs per hectare. A Delineated Built-up Area has also been defined by the Minister of Municipal Affairs and Housing in which the minimum applicable intensification target for Peterborough is “a minimum of 50 per cent of all residential development occurring annually”. Referring to Policy 4.2.7.1, the Growth Plan recognizes that heritage is worthy of conservation, particularly in areas targeted for intensification.

6.2.3. City of Peterborough Draft Official Plan 2021

The purpose of the City of Peterborough Draft Official Plan is to create a planning policy framework to help guide future decision-making as the City physically grows and adapts, and manage the effects on the social, economic, built and natural environment. The Draft Official Plan is developed in accordance with the Ontario Planning Act and comprises of comprehensive and integrated policies and schedules that provide the framework. City Council has adopted the Draft Official Plan which is pending the review and approval of the Minister of Municipal Affairs and Housing. This HCD Study is based on the guidance provided in that draft. Recommendations may be affected by the final approved Official Plan. The plan period is from 2021 to 2051 and the City is required to review its Official Plan within ten years of it coming into effect and at least every five years thereafter, unless the plan is being replaced with a new Official Plan.

The Plan has nine major sections: Sections 1 through 3 set the context for the plan such as the purpose, format of the plan, and the vision for future urban development as well as future growth forecasts, strategies, and objectives. Section Four establishes land use designations and associated permitted uses and development policies to guide new development in each area of the City. Section Five sets out policies applicable to the entire City, addressing cultural heritage, housing, parkland and urban design. Section Six sets out policies to direct the provision of water and sewer services, stormwater management facilities, utilities, energy generation and transmission and transportation facilities in coordination with land use planning. Section Seven outlines the implementation tools and processes. Section Eight provides the plan definitions and explains how to interpret the plan. Section Nine includes secondary Plans for Lily Lake and Lift Lock—both of which are outside of the HCD study area.

Urban Structure

The Draft Official Plan implements an Urban Structure that identifies the broad elements of the City of Peterborough's historic and future development patterns. It categorizes the city into geographic components that are used to describe growth management in conformity with the requirements of the Growth Plan. The entirety of the developed land, within the proposed HCD boundary, is designated as part of both the Urban Growth Centre and the Strategic Growth Area as shown in Figure 51 on the next page.

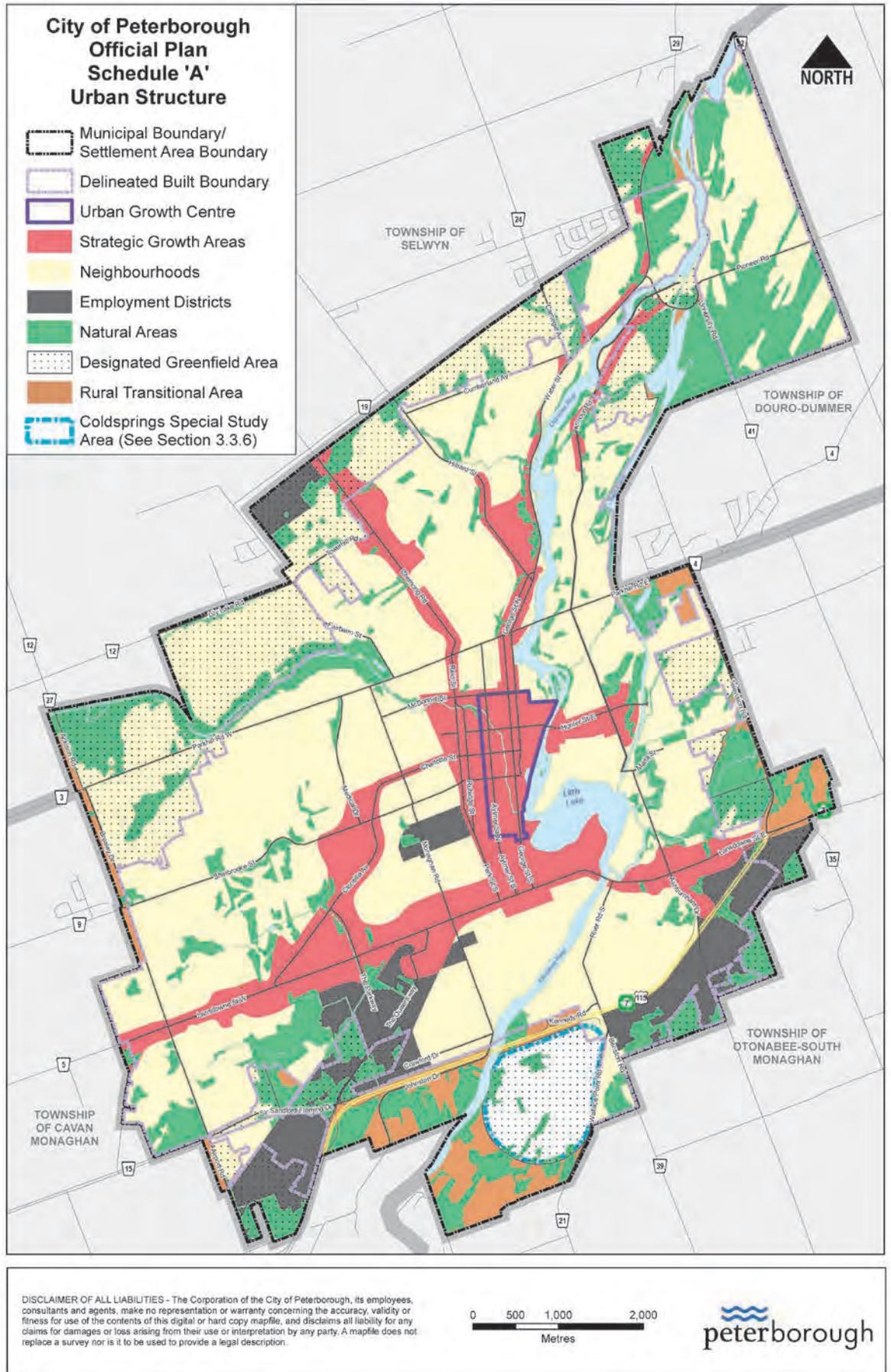


Figure 51 - Map of the urban structure of the City of Peterborough

The Draft Official Plan recognizes the Central Area as the “heart of the community” with the intent of achieving an urban structure that supports growth through intensification (3.3.1). The City plans to achieve this growth through “conversions of non-residential uses to residential, infilling, additional residential units, and redevelopment...” (3.3.3). The intent is to achieve complete communities with compact and mixed-use, transit-oriented densities, a high-quality public realm, and community hubs with a mix and range of land uses (3.3.2). As a Strategic Growth Area, the Central Area will be the focus for accommodating higher densities and intensification, with a diverse mix of uses and housing—in the form of mid and high-rise housing (3.3.3)—as well as more affordable and accessible housing (3.3.7). Section 3.3.3 (f, iv.), requires all intensification to “demonstrate that on-site or adjacent cultural heritage resources are appropriately conserved”, and, in Strategic Growth Areas, all proposed development must “promote land use and built form transitions and urban design approaches that protect “areas of cultural heritage [...] sensitivity” (Section 3.3.7, g, viii.).

Heritage Resources

Chapter 5 – Cultural Heritage – Section 5.1.1 contains policies to guide decision-making that will ensure the identification, conservation, protection, promotion, and enhancement of the City’s cultural heritage resources including “Heritage Conservation Districts (HCDs) as well as heritages properties with design, physical, historical, associative, or contextual value”.

The policy is meant to ensure that all development protects and complements the City’s heritage. The Draft Official Plan recognizes the importance that cultural heritage resources play in the City’s collective identity and how it contributes to the “economic vitality and high quality of life for residents”—especially in the Central Area. There is emphasis on balancing the protection of built heritage resources, cultural heritage resources, and cultural heritage landscapes while achieving the City’s goals of increased density and intensification.

Protection of these cultural heritage resources will be done through evaluation and prioritization of the properties, securing funding for related programming, and through government and Indigenous partnerships—particularly with the Michi Saagiig Nation. As well, the Peterborough Architectural Conservation Advisory Committee

must always be consulted regarding conservation of built heritage resources.

Policy 5.1.2 (a) sets out the City's right to legally "designate built heritage resources, heritage conservation districts, and cultural heritage landscapes" as per the Ontario Heritage Act.

Policy 5.1.2 (b-e) relates specifically to HCDs and indicates that a HCD Plan and a HCD Study (with public consultation) are prerequisites to establishing an HCD. Pursuant to the Ontario Heritage Act, a HCD Study comes before a HCD Plan, and the Plan provides guidelines on how to "manage alterations, additions, new development, demolitions and removals within the district". As well, the City has the authority to "place interim control measures on an area identified as a Heritage Conservation District Study area to prohibit or limit...alterations of property, new construction, demolition or removal of buildings or structures". Properties located within a HCD may also be designated under Part IV of the Ontario Heritage Act.

As explained in Policy 5.1.3 the City is required to maintain a Heritage Register and can include non-designated properties of heritage interest. As well, any proposed relocation, removal or demolition of a listed property, a designated structure, or development of a new structure on a designated property shall be subject to the provisions of the Ontario Heritage Act and the City's Demolition Control By-Law and may require a Heritage Impact Assessment and mitigation measures to ensure the conservation, restoration or preservation of the cultural heritage resource.

In Policy 5.1.4, all development and site alteration applications for properties listed, or designated, as a built heritage resource, require a Heritage Impact Assessment to "demonstrate how the heritage values, attributes and integrity of the property are to be conserved during development or site alteration and mitigation strategies for negative impacts" (5.1.4). This also applies to development improvements within, or adjacent to, a designated built heritage resource as well as any heritage resource discovered during the pre-consultation, development application, or construction stage.

In Policy 5.1.5, the City may offer financial incentives to "encourage heritage conservation, restoration, and reuse".

In Policy 5.1.6 (d), Archeological Assessments and fieldwork studies will be required for any proposed land development or alteration that could potentially have archaeological resources or archaeological potential (including marine archaeological sites and burial sites). Development and site alterations can only take place where archeological resources will be conserved. Local Indigenous communities will be engaged where found archaeological resources are of Indigenous origin.

Section 5.1.7 indicates that the City may prepare a Heritage Master Plan, in concert with Peterborough Architectural Conservation Advisory Committee, to “outline policies, programs, and strategies to identify, conserve, and manage significant cultural heritage including those identified on the Heritage Register and other potential properties”.

Lastly, Section 5.4. Urban Design discusses the possibility of daylighting Jackson Creek in the Central Area to enhance synergy with other cultural amenities (5.4.1, e, vi.).

Land Use

In Chapter 4, Land Use Designations, the City of Peterborough sets out the land use designations for lands within the municipal boundary to implement the Draft Official Plan. The Official Plan establishes the permitted uses for each land use designation. The Land Use Plan map below designates the entirety of the HCD Study area as the “Central Area” and Schedule C: Central Area Plan includes the following relevant land use designations (see Figure 52, on next page):

- Downtown Neighbourhood Designation
- Downtown Core Area Designation
- Downtown Open Space Designation
- Jackson Creek Special Policy Area

As per Section 4.2, Neighbourhoods allow for residential land uses with a variety of housing types as well as “public service facilities, parks, institutional uses and supportive local retail and service commercial uses”. The section promotes “appropriately scaled residential building types and land uses as well as ensuing new development is compatible with existing community character and surrounding land uses”. Section 4.2 (c) discusses the objectives of Neighborhoods is to intensify and encourage residential infill development while promoting housing revitalization and a wide

variety of compact housing types “with respect to location, size, cost, tenure, design, and accessibility, including affordable housing, to meet the needs of all residents”. The Neighbourhood designations that are relevant to the HCD Study Area include:

- Residential Designation
- Major Open Space Designation

The intent of the Residential Designation, in section 4.2.2, is to accommodate a wide range of housing forms as well as other land uses to support a residential environment. Housing types in this designation may range from single-detached dwellings to high-rise apartment buildings.

As per Section 4.2.2 (c) applications for development or intensification must be compatible development, prevent adverse impacts on cultural heritage features, and the housing form proposed for the site (type, mix, density, and affordability) must positively contribute to the area and provision of a diverse housing stock, including a mix of unit sizes.

As per the low rise-residential development policy 4.2.2 (d), the maximum building heights is 3 storeys. Mid-rise uses are 3 – 6 storeys (4.2.2, h) and high-rise residential development is greater than 6 storeys (4.2.2, j).

As per Section 4.3, The Central Area is considered the “historic heart” of the community and surrounding region where local and regional citizens come to work, live, shop, and play. The area will continue to be developed as a mixed-use activity centre and offer and a diverse range of housing, amenities, employment opportunities, and entertainment to continue to attract visitors and residents.

In Section 4.3.1 (c) the objectives outlined for the Central Area are to promote the area’s function as a regional service centre and “encourage the development and rehabilitation of the area for a diverse range of uses, while promoting the appropriate conservation of its cultural heritage resources”. The objectives of the Plan are to increase intensity with a wide range of housing types in multi-unit residential and mixed-use developments and promote universal design and a strong public realm that includes “built form, architectural details, landscaping and signage to create a sense of place” (4.3.1 c.vi).

General policies that are applicable throughout the Central Area support a mix of higher density housing options, including affordable housing. Policy 4.3.1 (f) requires that anticipated development in the Central Area “promote economic revitalization within the context of historic preservation, recognizing the potential for adaptive re-use, redevelopment and intensification”. Applications for development in this area must ensure on-site or adjacent cultural heritage resources are appropriately conserved and compatible with the heritage-built form. As well, there must be appropriate height transitions between buildings, and coherence in streetscape patterns, including block lengths, setbacks and building spacing.

Section 4.3.1 (h,k,m,n,o) Pre-zoning in the Central Area will permit a full range of uses and encourage mixed-use development including low-rise residential uses (up to 3 storeys), mid-rise residential uses (4 – 6 storeys), and high-rise residential uses (greater than 6 storeys).

As per Policy 4.3.1 (q), for streets with a historic character, “step backs shall be required above the prevailing historic street wall height” and “the provisions of any applicable Heritage Conservation District or Heritage Impact Assessment will establish appropriate maximum building heights”. As well, this policy directs the City to complete a Heritage Conservation District study for the Central Area.

Additional building heights may be permitted in the Central Area and will be determined on a site-by-site basis through an Official Plan Amendment and only where the development is considered compatible (Policy 4.3.1, r). Policy 4.3.1 (y) identifies the need to respond to findings of parallel planning initiatives, including a Heritage Conservation Plan.

Downtown Core Area Designation

The direction for the Downtown Core Area Designation is to increase intensification and new development that “respects the existing heritage character” (4.3.2 a). The residential permitted uses include mid- and high-rise, including live-work units and communal or special needs housing. Development Policy 4.3.2 (d) instructs heritage value be conserved by requiring all existing buildings and/or facades and new development to “reinforce the character of the Downtown Core Area” by respecting the existing

rhythm and scale of building facades on main street. To encourage a pedestrian-friendly environment, the policy directs that retail and service commercial uses remain at grade and with residential and office uses on upper floors. Policies 4.3.2 (e & f) set out the building heights between 2 and 8 storeys with the first-floor heights being “sufficient to accommodate a range of non-residential uses (generally 4.25 metres). Policy 4.3.2 (g) is the only special height related policy in which “lands abutting the intersection of Charlotte Street and George Street North shall generally match the cornice line (2.5 storeys) of the Market Hall building to the satisfaction of the City”.

Downtown Neighbourhood Designation

Downtown Neighbourhoods are considered transition areas between central mixed-use areas and adjacent residential neighborhoods. This designation allows diverse land uses that are compatible with residential uses and the transitional character of the area. Development policy (4.3.5, d), states that “all new buildings must be designed in a manner compatible with the existing buildings with respect to height, massing, setbacks and lot coverage” with 6 storeys being the maximum building height (4.3.5, e). Policy 4.3.5 (f) indicates there will be a transition between the Downtown Neighbourhood and Residential Designations regarding built forms and uses. It states that the City shall, “moderate the height of new development through the application of a 45-degree angular plane, setbacks, step backs and/or landscape buffering requirements”. In some instances, the City may require an Urban Design Study for non-residential development in the Downtown Neighbourhood Designation to ensure consistency in development standards on a block basis or larger area.

Downtown Open Space Designation

The Downtown Open Space Designation recognizes the existing and potential open space areas along the Otonabee River, Jackson Creek and the major public parks in the Central Area. It is a policy of the City to consider opportunities for rediscovering/daylighting Jackson Creek in the Central Area and to continue to make improvements along the waterfront.

Jackson Creek Special Policy Area

The Jackson Creek Special Policy Area applies to lands that are adjacent to the creek and susceptible to flooding (Schedule C). Policy 4.3.8 (p) applies to built properties receiving a minor addition

or renovation, which implies the inclusivity of heritage properties. It permits construction if “flood proofing is to the satisfaction of the City in consultation with the Conservation Authority, and the proposed floor level is not lower than the existing ground floor level”.

Implementation

Section 7 demonstrates the City’s commitment to consult and/or engage with Indigenous communities on land use planning matters where applicable (7.1) as well as community and stakeholders (7.2).

Section 7.4.1 informs that the City has three years, from the adoption of the Draft Official Plan, to review and amend the existing Zoning Bylaw. Until that time, the current Zoning Bylaw will remain in effect.

Section 7.4.3 advises that the City has the power to enact a Bylaw to “control the development of land within the municipality on an interim basis while a study of land use planning policies is undertaken by the municipality”.

6.2.4. Central Area Master Plan Final Report – May 2009

The Central Area Master Plan applies to the City of Peterborough including the Central Area including all the lands within the HCD Study Area. The plan is intended to complement the Official Plan and “adds policy depth and clarity to the Commercial Land Use Policies for the Central Area already contained within the Official Plan” (p. 4). Several sections of the Master Plan promote the continued growth and development in the Central Area in the context of heritage conservation.

Chapter 2: Central Area Master Plan Update: The 1991 Downtown Master Plan

The 1991 Master Plan promotes the protection of properties and buildings of historical or architectural importance. Although some properties may not warrant designation under the Ontario Heritage Act, their conservation may contribute to maintaining the character of the Downtown area. This plan promotes the need for a Heritage Conservation Implementation Plan to accomplish this.

This includes the development of Streetscape Guidelines that ensure consistency in design philosophy and application as well as Site and Building Design Guidelines that “respect the established

architectural style, promote downtown as a people place, building form (including height, massing, and architectural character), signage that promotes a pedestrian scale, and respect for context (a site’s relationship to environmental and heritage resources).

Chapter 3 – Central Area Master Plan Update: The Official Plan Policy Vision of the Central Area

The Central area consists of the “downtown core” and “other central lands” and comprises eight sub-areas:

- Commercial Core Area
- Waterfront Commercial Area
- Business Districts
- Industrial Conversion Area
- Transitional Uses Area
- Industrial Area
- Open Space
- Special Policy Area

Commercial Core Area

The focus of this area is on “retail, office, entertainment, and commercial services along major streets”. Development must reinforce a “main street setting and a pedestrian shopping area” with retail shops remaining at grade and office and residential uses on upper floors. A goal is to preserve of the area’s character (i.e., buildings and their facades), improve the area to maintain an image of quality, and enhance areas adjacent to Jackson Creek.

Waterfront Commercial Area

Considered the ‘gateway’ to the heart of the City, this area shares the same land use potential as the Commercial Core Area, however, the natural amenity of the waterfront is also meant to attract activity and celebrate arrival into the City. New and existing development requires “high standards of building design, enhanced landscapes, and pedestrian linkages to the waterfront”. A Community Improvement Plan supports redevelopment in this area.

Business Districts

This area is made up of four districts (all outside of the HCD Study Area) that differ from the two previous areas as they are distinguished by built form rather than land use. It has concentrations of small-scale commercial businesses and is less intensely developed.

Industrial Conversion Area

Made up of mostly single-storey industrial buildings, the policy for this area is to allow for expansion of mixed uses such as “retail, offices and studios, institutional and recreational, as well as commercial and industrial uses.” In particular, the policy objective is to provide locations for large-scale retail uses that are too big for a “main street presence.”

Transitional Uses Area

This is where commercial and residential uses meet just outside the Central Area boundary. New high and medium density residential development will add to existing diverse, low density uses. The policy for this area is to ensure future development minimizes the impact on adjacent low density residential areas and ensures new development is compatible with existing buildings. Non-residential uses may require an urban design study to ensure consistency.

Industrial Area

Considering anticipated expansion of the Quaker Oats plant, this new policy promotes the plant’s expansion “in the interests of the downtown and community”.

Open Space

The City considers Open Space areas as valuable and the policy is to “maintain, enhance, and expand” such spaces wherever possible. The City welcomes a “range of leisure, cultural and entertainment activities” in addition to the Otonabee River Trail project and other tourism opportunities.

Special Policy Area

This policy applies to the southern shore of Little Lake and is meant to “support a growing tourism industry through the establishment of bed and breakfast businesses, inns, cafés, tearooms and boutique retail venues”.

Bonusing

Any height bonusing in the Central Area must contribute to preserving historic or significantly architectural buildings. Note: The bonusing provisions of the Planning Act have since been repealed.

Chapter 4: Central Area Master Plan Update: Provincial Policy and Places to Grow

All plans must conform with the Provincial Growth Plan for the Greater Golden Horseshoe 2019. Downtown Peterborough is considered an Urban Growth Centre and the City is obligated to contribute to the revitalization of downtowns through intensification, transportation, and employment.

Chapter 9: Central Area Master Plan Update: Recommended Master Plan Strategies

Buildings in the Downtown are generally built according to older standards and often lack conformity with modern building codes and zoning standards. Public support promotes the preservation of existing buildings as a celebration of cultural heritage. To support this, the Plan has various recommendations including a Façade Restoration Grant/Loan Program. This program would aide in the restoration of the façades of existing buildings in line with the City's Site and Building Design Guidelines and/or a possible future Heritage Conservation Plan.

6.3. Zoning By-Law

Zoning regulations are intended to control site development and implement the broader policies set out in the Official Plan. Essentially, zoning translates the higher-level directions of the City's Official Plan into specific rules that regulate how land can be used, where buildings and other structure can be located, the types of buildings that are permitted and how they may be used, the lot sizes and dimensions, parking requirements, building heights and setbacks from the street.

The proposed study area contains six land use districts within the three character areas: Residential (R), Commercial (C), Industrial (M), Public Service (PS), Open Space (OS), and Special Districts (SP). Below is a breakdown of the number of zoned areas by designation within the Study Area. Note: This does not reflect the property size of each zone, but rather gives an indication of uses in each area.

Civic Core

- Public Services (10)
- Special Districts (10)
- Commercial (3)
- Residential (3)
- Open Space (1)

Commercial Heart

- Commercial (17)
- Special Districts (2)

Industrial Lands

- Open Space (7)
- Commercial (7)
- Industrial (2)
- Public Services (1)

The *Civic Core* has the most diverse land uses encompassing all the land use districts apart from the Industrial uses. All Public Service, Commercial, and Open Space areas within the core have no building height restrictions. Special District building heights range from one storey to a maximum of 30 metres, and Residential has a maximum of 3 storeys. All buildings in the Civic Core comply with the Zoning By-law.

The *Commercial Heart* comprises a majority of Commercial Districts with two small Special Districts. The Floor Area Ratio (FAR) is used to determine height restrictions for the Commercial zones; however, Special District 91 has a 9-metre maximum height (or 2 storeys) whereas Special District 239 has a 23-metre maximum height (or 5-7 storeys) and 12 metres (or 2-3 storeys depending on the floor heights) on Charlotte Street. All buildings comply to the building heights based on the FAR in the current Zoning By-law.

The *Industrial Lands* comprises five zones. Neither the Open Space, Public Services, or Industrial Zone have height restrictions. Commercial zone 4 has a height restriction of 18 metres (or 4-5 storeys), and the FAR is used to determine height provisions for Commercial Zone 6. All buildings adhere to the Zoning By-law.

6.4. Description of Zoning Regulations

Following are the most relevant zoning regulations for this study and their definitions from the City of Peterborough Zoning By-law:

Floor Area Ratio (FAR)

Means the ratio of the building floor area to the area of the lot.

Maximum Building Coverage

Means the ratio of the building area to the area of the lot.

Setbacks

The minimum distance from a lot line in which a building may not be located. Section 6 of the Zoning By-law establishes the minimum (front yard) building setback from the centre street line. The minimum setback will vary based on the street classification and road.

Height

The vertical distance between the lot grade, and a) in the case of a flat roof, the highest point of the roof surface or parapet wall; b) in the case of a mansard roof, the deck line; c) in the case of a gable, hip, gambrel or shed roof, the average level between the eaves and ridge, except that a shed roof having a slope of less than 20 degrees from the horizontal shall be considered a flat roof. (91-28)

6.4.1. Matrix of Zoning Requirements

Although there are variations and site-specific conditions within each designation, the main parameters are identified below:

| | Floor Area Ratio | Maximum Building Coverage | Front yard setback | Maximum height |
|--|---|--|--|--|
| Commercial District 4 | None indicated | 40% | Building 10 metres to centre line of Water Street | 18 metres (4-5 storeys) |
| Commercial District 6 | Maximum building FAR: 4 for building containing 20 dwelling units or less 1.2 for building containing 21 dwelling units or more | 80% for building containing 20 dwelling units or less 50% for building containing 21 dwelling units or more | Refer to section 6 Supplementary Regulations for the minimum setback which varies based on street classification. | None indicated |
| Commercial District 6 – 265-F | Maximum building FAR: 4 for building containing 20 dwelling units or less 1.2 for building containing 21 dwelling units or more | 80% for building containing 20 dwelling units or less 50% for building containing 21 dwelling units or more | Notwithstanding the provisions of Section 6.8, no building or part thereof shall be erected, altered or used within the 14.8 metres of the centre line of Aylmer Street North. | The minimum height of a building shall be 2 storeys. |
| Commercial District 6 – 339 - H | Maximum building FAR: 4 for building containing 20 dwelling units or less 4.6 for building containing 21 dwelling units or more | 100% | Building 10 metres to centre line of George Street | None indicated |
| Residential District 1 | None indicated | 45% for a one-storey dwelling 40% for a two-storey dwelling | Building 10 metres to centre line of Murray Street | 2 storeys |
| Residential District 2 | None indicated | 45% for a one-storey dwelling 40% for a two-storey dwelling | Building 10 metres to centre line of Murray Street | 2 storeys |

| | Floor Area Ratio | Maximum Building Coverage | Front yard setback | Maximum height |
|---|-------------------------|----------------------------------|---|--|
| Residential District 3 | None indicated | 35% | Building 10 metres to centre line of Murray Street | 2 storeys |
| Residential District 4 | None indicated | 30% | Building 10 metres to centre line of Murray Street | 3 storeys |
| Residential Downtown | None indicated | 40% | Building 10 metres to centre line of Murray Street | 3 storeys |
| Industrial M3.2 (Enhanced Services) | None indicated | 40% | Building 10 metres to centre line of Hunter Street | None indicated |
| Public District Service 1 | None indicated | 40% | Building 10 metres to centre line of Simcoe Street | None indicated |
| Public District Service 2 | None indicated | 40% | Notwithstanding section 6.7, no building or part thereof shall be erected, altered or used within the minimum distance of the centre line set forth opposite the following arterial streets (15 meters) | None indicated |
| Open Space District 2 | None indicated | 5% | 9 metres | None indicated |
| Open Space District 3 | None indicated | 5% | 9 metres | None indicated |
| Special District 13 (Designated commercial) | 6 | 95% | Building 10 metres to centre line of Murray Street | None indicated |
| Special District 33 (Designated residential) | None indicated | Refer to Schedule X | Refer to Schedule X | 22 metres (8 storeys) at northerly end 30 metres (11storeys) at southerly end |
| Special District 41 (Designated commercial) | None indicated | 40% | Building 10 metres to centre line of Sheridan Street | 2 storeys |

| | Floor Area Ratio | Maximum Building Coverage | Front yard setback | Maximum height |
|--|------------------|--|--|---|
| Special District 72 (Designated commercial) | None indicated | 25% | Building 10 metres to centre line of Sheridan Street | None indicated |
| Special District 91 (Designated commercial) | None indicated | 40% | Building 10 metres to centre line of George Street | 9 metres (2 storeys) |
| Special District 114 (Designated commercial) | None indicated | 20% | Building 10 metres to centre line of Sheridan Street | 2 storeys |
| Special District 153 (Designated commercial) | None indicated | 30% | Building 10 metres to centre line of Sheridan Street | 2 storeys |
| Special District 227 (Designated residential) | 2.5 | None indicated | Building 10 metres to centre line of Water Street and 10 metres on Brock Street | 7 storeys |
| Special District 239 (Designated commercial) | 6 | 80% above grade 100% below grade for an underground parking structure | Building 10 metres to centre line of Charlotte Street | 23 metres (5 storeys) 12 metres (2 storeys) on Charlotte Street |
| Special District 241 (Designated commercial) | None indicated | 35% | Building 10 metres to centre line of Murray Street | None indicated |
| Special District 244 (Designated commercial) | | 50% 25 square metres for accessory building, waste receptacle or garbage storage area | Building 10 metres to centre line of Sheridan Street and 10 metres on Brock Street | 4 storeys 4 metres (less than a storey) for accessory building, waste receptacle or garbage storage area |

6.5. Heritage Built Form and Zoning

In determining whether zoning is an effective tool to preserve and reinforce the heritage character of the Study Area, it is important to compare policy with practice. The following is an analysis that contrasts the built form of the 149 *contributing* properties within the Study Area with the zoning regulations most relevant to a heritage study. *Contributing* properties are those that help define and preserve the heritage character of the area.

Maximum Building Coverage

Civic Core

The areas zoned commercial vary with approximately 4 properties which adhere to the 80% maximum building coverage, 7 of which are at about 50% building coverage and 1 vacant lot used for parking. It appears that 100% of the public service properties adhere to the 40% maximum building coverage, and 100% of the residential properties adhere to the 30 – 45% maximum building coverage. Lastly, all the Special Districts in this area comply with their maximum site coverages between 20%- 45%.

Commercial Heart

At least 90% of the commercial properties within the Commercial Heart adhere to the 80% maximum building coverage or more apart from two properties on the outskirts which comply to their 40% maximum building coverage.

Industrial Lands

The Commercial District 6 zones in this area allow for a maximum building coverage of 80% and approximately 5 properties adhere to this. Majority of the remaining commercial properties are well below the 80% maximum building coverage with their approximate building footprints at 50% for 4 properties, 45% for 1 property, 40% for 2 properties, 30% for 1 property, 25% for 2 property and 15% for 1 property. Finally, three lots are vacant with two being used as parking lots and the other as railway car storage for CP Rail. Commercial District 4 has one property with an approximate 15% building coverage although the zoning allows for 40%. Lastly, the building in the Industrial District adheres to the 40% maximum building coverage.

Front Yard Setbacks

Civic Core

All properties appear to have a lot frontage that meets the minimum requirements of the bylaw.

Commercial Heart

Approximately 95% of the properties under this district have buildings that abut the building lot line. Two exceptions are Chambers Street and Louis Street in which “no building or part thereof shall be erected, altered or used within the minimum distances of the centre line set forth opposite the following local streets” (6.12). Both streets have a 10-metre minimum distance, and on Chambers Street, all but one building are within a 5-metre distance. As well, Louis Street has an above-ground parking lot within a 5-metre distance.

Industrial Lands

All the buildings within this region conform with the Zoning Bylaw Regulations.

Height

Civic Core

All properties adhere to the height limit.

Commercial Heart

All properties adhere to the height limit.

Industrial Lands

All properties adhere to the height limit.

Draft Official Plan 2021 – Zoning Provision Amendments

With the City’s Draft Official Plan 2021, amendments to the zoning provisions must be carried out within three years from the adoption of the plan, and until that time, the Zoning Bylaws discussed above remain in effect. However, looking forward, the HCD Study must consider these future provisions. The forthcoming policies direct that building setbacks be maintained and building step backs be incorporated on historic streets to keep with the street’s historic character. As well, new building heights of 2 – 8 storeys (with

4.25 metres for first-floor, non-residential uses) in the Downtown Core Area Designation will be permitted with additional building heights being granted on a site-by-site basis through an Official Plan Amendment where development is considered compatible.

In the Downtown Neighbourhood Designation, applicable to a handful of properties in the northern most part of the study area, the goal is to ensure compatibility of new buildings with the existing buildings with respect to height, massing, setbacks, and lot coverage. New maximum building heights will be 6 storeys with height moderations of a 45-degree angular plan, setbacks, and step backs.

Heritage Built Form and Zoning Summary

Many of the current Zoning Bylaw provisions appear to reinforce the historic built form character of the HCD Study Area with regulations respecting FAR, maximum building coverage, front street line setback, and height regulations.

In the Civic Core, buildings are moderate in size and cover half their lot or less apart from a few commercial properties that meet their maximum building coverage and others that have potential for more coverage. It appears that no properties exceed the height limit.

In the Commercial Heart, new building height regulations conflict with historic building heights. Large buildings cover almost entire lots, buildings abut the front and side property lot lines, and the building height average is 3 storeys. There is a large emphasis on maintaining the building setbacks in the Draft Official Plan; however, the FAR and building height regulations show a degree of conflict with the area's heritage character. This is because of the increased future height regulations as well as the current zoning which permits an FAR of 1.2 (for buildings containing 21 dwelling units or more) and both allow for buildings with significant heights over 3 storeys.

In the Industrial Lands area, all properties adhere to the maximum building coverage; however, the majority properties zoned commercial are well below their maximum building coverage. There is one public service building that exceeds the height limit and is zoned as a commercial lot.

6.6. Discussion and Conclusions

As detailed in Chapter 5, the streetscape of downtown Peterborough reflects the built form and landscape character of the early 19th century primarily dominated by 2 or 3 storey structures with spacious lots with Landmark and House form typologies in the Civic Core character area, narrow lots with a contiguous built form and at grade commercial storefronts and other uses above in the Commercial Heart character area, and the Industrial Lands with large lots and large building footprints. Majority of the contributing properties reviewed in the study area meet the current zoning By-law requirements, however, new emerging zoning policies for densification and intensification as directed by the Draft Official Plan will impact the heritage properties and should be examined.

Civic Core

In the Draft Official Plan, the Downtown Core Area Designation allows for development up to 8 storeys. In the Civic Core, buildings range from single-detached dwellings (residences and businesses) to mid-rise (public service buildings and places of worship), and then high-rise (residential buildings). This new policy may impact the smaller 2-storey, house-form typology, which can be found on Sheridan Street, on Water Street directly across from Victoria Park, and in the eastern part of Murray Street. Consideration should be given to amending the Central Area policies to reduce the permissible building height and recommend step backs, setbacks, lot coverage, and angular planes to transition to contributing heritage buildings. Impact assessments for properties adjacent to contributing house-form typology buildings should be considered as well as Urban Design Studies for non-residential development (in the Downtown Neighbourhood Designation) to ensure consistency in development standards on a block basis or larger area.

The Civic Core is characterized by larger lots and spacious developments. Consideration should be given to limiting the severance of properties into smaller lots and infill developments should maintain the scale and character of the area.

The Civic Core has two large parks: Confederation Square (Designated) and Victoria Park (Listed). Policies should ensure that any future adjacent development or building alterations do not obstruct the views or connection with the parks. Rather, development should ensure continuity of the parks with the surrounding civic buildings and conserve the park's character.

Commercial Heart

Current zoning provisions may lead to demolition of existing heritage buildings to achieve density targets. For example, in the Commercial District 6 zone, the maximum building coverage is 50% for development of 21 dwelling units or more; yet, majority of the contributing buildings in this character area have a building footprint of 80%. To further exacerbate this, Commercial 6 zones have an FAR of 1.2 (for buildings containing 21 dwelling units or more) thereby limiting building heights to approximately 2.4 storeys and constraining development. Although the current zoning provisions protect built heritage, they are not in line with the density goals of the Draft Official Plan. The emerging zoning policies should be reviewed and coordinated with the policies in a future HCD Plan. The integration of building step backs, for example, would preserve the continuity and scale of the street wall of the downtown (particularly on George Street) and policies could consider a higher FAR to increase density.

Infill development may conflict with existing contributing properties. This character area has three surface parking lots on Chambers Street, Hunter Street W, and Charlotte Street as well as other surface parking on the block between Simcoe, Aylmer and Charlotte. Majority of the infill development opportunities are west of George Street. Infill guidelines can ensure new development respects the existing buildings and character of the area and should consider the streetscape, street walls, setbacks, and building heights.

Opportunities for rediscovering/daylighting Jackson Creek in the Central Area are promoted in the Draft Official Plan. This may have implications on contributing properties. Consideration should be given to whether special policies need to be considered for properties that may be impacted.

Industrial Lands

New building height provisions in the Downtown Core Area Designation (up to 8 storeys), may have impacts on existing heritage buildings. Aside from the Quaker Oats building, majority of the contributing buildings in this character area (located on Queen Street and Sheridan Street) house commercial businesses in a house-form typology. This new policy may impact these heritage buildings; therefore, consideration should be given to amending the Central Area policies to reduce the permissible building height

and recommend step backs and angular planes to transition to the lower residential area.

Aside from the house-form typology buildings, the Industrial Lands are characterized by larger lots with large building footprints. Consideration should be given to limiting the severance of properties into smaller lots and infill developments should maintain the scale and character of the area.

The Draft Official Plan calls for improvements along the waterfront including Millennium Park. Policies should ensure that any adjacent development or alterations do not obstruct the views or connection with the park. Rather, development should ensure continuity with the surrounding buildings to conserve the park's character.

Chapter 7

Recommendations

7. RECOMMENDATIONS

7.1. GENERAL RECOMMENDATIONS

A portion of the Downtown Peterborough study area merits designation as a Heritage Conservation District under Part V of the Ontario Heritage Act based on an analysis of its history, character and appearance.

It is recommended that a Heritage Conservation District Plan be prepared for the area to manage change within the neighbourhood to conserve its cultural heritage value.

Properties within the portion of the study area that do not merit HCD designation have been analyzed, and buildings have been recommended for further research. Other planning tools may be considered to preserve the area's character while managing change.

7.2. Statement of District Significance

7.2.1. Downtown Peterborough Heritage Conservation District
Downtown Peterborough's Cultural Heritage Value is based on design and physical values as a district with a high concentration of buildings of mid-19th to mid-20th century architectural styles and typologies. The buildings display certain common construction methods, forms and materials, as well as fine architectural detailing. Downtown's attributes embody its historical and associative value related to Peterborough's dynamic growth and development over an approximately 150-year period connected to infrastructure, industries, institutions and commercial enterprises. The district has contextual value as the historic heart of the city of Peterborough presenting a strongly cohesive traditional commercial downtown with public and institutional buildings around landscaped spaces and legible evidence of the city's industrial development. Finally, Downtown Peterborough represents social value related to community efforts at conserving the district's vitality and its natural and built heritage.

7.2.2. Description of Historic Place

Downtown Peterborough, located on the west bank of the Otonabee River, is composed of historic commercial, institutional, and industrial character districts. The development of its characteristic infrastructure and buildings occurred from approximately 1825 to the 1970s. Downtown contains over 30 sites

and properties designated under Part IV of the Ontario Heritage Act for their cultural heritage value or interest, and the Peterborough Drill Hall/Armoury is a National Historic Site of Canada.

The district encapsulates much of Peterborough's development from pre-settlement and early settlement activities to its growth as a dynamic industrial community with a diverse population, and as a centre of government, commerce, religious life and transportation for the county and region. The built form includes 19th- and 20th-century mixed-use commercial buildings that are predominantly 2 and 3 storeys high with ground-floor shops, regularly spaced upper-floor windows and ornate cornices or parapets defining traditionally scaled commercial arteries. Most of these buildings share party walls with their neighbours, are built right up to the street edge, and vary in depth as the buildings extend toward rear lanes and parking districts. Buildings for institutional functions (religious, educational, civic, etc.) are often distinguished by towers, prominent roof shapes, setbacks from the street, or siting near landscaped public spaces. Industrial buildings and historic industrial sites display various configurations, some of which are adapted to irregularly shaped sites at natural features such as the Otonabee River and Jackson Creek, or located along historic or active rail lines.

The district's urban layout is organized by a generally regular orthogonal street grid, supplemented by short, one-block long streets or lanes. Most of downtown's buildings and parks are contained within the rectangular blocks. This street pattern is interrupted at the Otonabee, where many of the streets turn or curve to run parallel or perpendicular to the river, or simply end in cul-de-sacs or T-intersections. The unusually wide block width between George and Aylmer Streets accommodates Jackson Creek. Water Street's slightly angular courses north and south of King Street were possibly included in the city's plan of 1825 to avert the existing mills built by Adam Scott around the present-day King Street cul-de-sac.

The district's boundaries are irregular and are described as follows:

- The northern boundary follows the south side of McDonnell Street east of Murray Street, extending to envelope the Emmanuel United (formerly George Street Methodist) Church site, and jogging north-south at College Street to then extend roughly east-west to include properties along the north side of Murray Street and the Quaker Oats site;

- The Otonabee riverbank forms the district's eastern boundary, except where it extends to include the entire Hunter Street Bridge to the Ashburnham side;
- The southern boundary extends approximately to the Water Street cul-de-sac, running north-south along the east side of Water Street, and east-west along the north side of King Street between Water and Louis Streets;
- The complex western boundary follows the east side of Louis Street to the north side of Charlotte Street; from there, it extends to Aylmer Street where it runs in a north-south direction along the east side; the boundary jogs to encompass both sides of Hunter Street between Aylmer and George Streets, and both sides of Chambers Street; it jogs again to incorporate the roughly eastern half of the block defined by Brock, George, Murray and Aylmer Streets; it then extends parallel to, and to the east of Aylmer Street between McDonnell and Murray Streets.

7.2.3. Cultural Heritage Value

The district's design and physical value is derived from the numerous commercial, industrial, infrastructural, religious, educational and civic constructions dating from the mid-19th- and 20th centuries. These buildings display architectural styles typical of their respective periods of construction, including but not limited to Paladian Neoclassical, Gothic Revival, Italianate, Second Empire, Commercial, Beaux-Arts Neoclassical, and Modernist. Though each of the district's buildings displays unique characteristics, many also have in common finely detailed construction materials, such as local Black River or Trenton limestone; red, orange and buff brick—much of which was produced in the Peterborough region; metal and painted wood; mosaic tile; and modern materials such as concrete and terra cotta. With commercial streets lined by party-wall buildings of 2 or 3 storeys, monumental churches and civic buildings arranged around formally landscaped public spaces, and robust industrial structures along with irregularly shaped historic industrial and rail sites, the district is representative of the historic downtowns found in many of Ontario's towns and smaller cities.

Downtown's diverse heritage also includes a relatively small number of houses that recall the district's earlier residential neighbourhoods. Though many of these houses have been repurposed for other uses, their siting, architectural volumes and material details disclose their origins as single-family homes. At the urban scale, the district's street pattern is still essentially what was

laid out in Richard Birdsall's survey of 1825. This orthogonal grid, approximately aligned to the cardinal points and decidedly out of alignment with the surrounding townships' baselines, features adjustments to its regular pattern accommodating the Otonabee River, Jackson Creek, and the mills existing at the time of the town's layout. Within the street grid are two formally landscaped public spaces, Confederation Square and Victoria Park. Partly situated within the district, the Hunter Street (or Ashburnham) Bridge crossing the Otonabee River is remarkable for its concrete-arch structure and integrated lighting and decorative components. This bridge overpasses the rail corridor historically arranged along the west riverbank, which is still in operation and now coexisting with the public park established on much of the former rail right-of-way.

The district's historical and associative value is related to Peterborough's dynamic growth and development from approximately 1825 to 1975. Following the Rice Lake Purchase of 1818, this location was identified in the Township of North Monaghan survey as the site for a future town. Soon after, British settlers led by Adam Scott established a gristmill and sawmill on the riverbank near what would become King and Water Streets, diverting water from Jackson Creek with a millrace. The survey by Richard Birdsall in 1825 established a street layout for larger-scale British settlement, notably starting with the Robinson Emigration of Irish Catholic settlers the same year. The initiator of this settlement, Peter Robinson, is Peterborough's namesake.

Much subsequent construction and activity within the district helped to make Peterborough an important industrial community and a regional centre of government and commerce. While most early industries supplying regional needs were concentrated along Jackson Creek, later industries such as Quaker Oats and the Peterborough Canoe Company that exported to far-flung markets were established along the Canadian Pacific rail line on the Otonabee riverbank. The County Courthouse, serving as the judicial and administrative centre of the Colborne District, was one of the first of multiple public buildings and churches concentrated in the district's northern section, enriching Peterborough's civic and community life. A commercial area on, and extending from, George Street, with its landmark Market Hall and clock tower, presented residents and visitors with diverse retail, banking, office, hotel and entertainment services and options. Knitting together the district and connecting it to the rest of the growing town were such historic

services as Canada's first electrified streetlight system and the turn-of-the-century streetcar network, innovative infrastructures benefitting from Peterborough's abundant hydroelectric supply and significant electrical products industry from which it derived the Electric City moniker.

The district's current heritage also bears evidence of modification and renewal occurring during the 1825-1975 period. Clusters of houses recall the district's historic residential neighbourhoods that were largely replaced by later development. The stylistic consistency of the Italianate commercial buildings on George Street is the result of its reconstruction following the devastating fire of 1861. Another catastrophe, the 1916 explosion and fire at the Quaker Oats factory, resulted not only in the reconstruction of Quaker Oats; it is also associated with the significant renovation of the damaged County Courthouse and the construction of the current Hunter Street (Ashburnham) Bridge, the fifth in a series of bridges built and rebuilt at that location. Redevelopment along Jackson Creek has left few traces of the historic industrial buildings once lining it. Nevertheless, the creek's industrial past is recalled by the way much of its course within the district has been covered over, though a pattern of unusual building setbacks indicates the presence of the underground stream.

The district's contextual value is related to its status as the historic and geographic heart of the city of Peterborough. The favourable conditions of this strategically located site between a river, a creek and a drumlin attracted pre-settlement and settlement-era activity that eventually transformed it into the nucleus of the town and city, a role that it holds to this day. Downtown is closely related in street layout, historical development, and use to the neighbourhoods in immediate proximity to the north, west and southwest. Considering the modern-day city, downtown's historic character also supports in a complementary fashion newer, outlying neighbourhoods of Peterborough, making it an integral part of Peterborough's urban identity.

The district is composed of multiple zones that have displayed coherence of use and typology for generations: a commercial core concentrated along and near George Street; an institutional area oriented around Confederation Square and Victoria Park; and industrial corridors along Jackson Creek and the Otonabee River. Certain key buildings and other structures are particularly important

to the visibility and identity of these zones, by way of the structures' dimensions or their distinctive siting, material qualities, or style. The natural features around and over which downtown is built (the Otonabee, the now covered-over Jackson Creek, and the drumlin historically referred to as "the Knoll" and "Court House Hill") also contribute to the district's heterogeneous identity.

The district's social value is associated with efforts to promote the understanding and conservation of downtown's built and natural heritage together with maintaining the district's economic and cultural vitality. The local preservation movement and the municipal government, including the latter's Architectural Conservation Advisory Committee (PACAC), have been particularly active in Downtown Peterborough's conservation since the 1970s. The fruits of these efforts are visible in the district's conserved and rehabilitated buildings and other sites, while numerous books, newspaper articles, websites and other publications on downtown Peterborough's history and buildings also testify to residents' ardent interest in the district's heritage.

7.2.4. Heritage Attributes

Heritage attributes are the physical, spatial and material elements within the district that convey its heritage character and should be conserved. Design and physical attributes reflect Downtown Peterborough as the commercial, industrial and institutional district of a dynamic community built from the mid-19th to-20th centuries. Historical and associative attributes are features that convey the history of the district, from its early settlement as a regional centre of government, industry, and commerce to the emergence of an important industrial city with a coherent downtown characteristic of similarly sized Ontario towns and cities. Contextual, social and community attributes support a sense of place, defining the context of Downtown Peterborough and its community values.

Heritage attributes include buildings, streets and open spaces that are a collective asset to the community. Heritage attributes can range from physical features, such as building materials or architectural motifs, to overall spatial patterns and forms, such as street layout and topography.

Heritage attributes that embody the design or physical value of the district include:

• **Urban layout:**

- The orthogonal street grid that is approximately aligned to the cardinal points, the generally rectangular blocks, and the supplementary laneways;
- The adjustments to the rectilinear grid adapting to existing conditions: near the Otonabee River, streets turn to extend parallel or perpendicular to the river, or end in T-intersections or cul-de-sacs; Water Street kinks slightly to the north and south of King Street, away from Adam Scott's mill that was already established at that location at the time of the 1825 survey; and the wide block between George and Aylmer Streets accommodating Jackson Creek's generally north-south course;
- The long narrow lots in much of the district that reflect the subdivision and initial development of the district for commercial buildings, modest industrial properties, and single-family residential properties;
- The occasional larger properties reflecting historic industrial, commercial, institutional and infrastructural development;
- Jackson Creek's tangible presence where it is still exposed and in the distribution of building setbacks and open spaces tracing its covered course;
- The arrangement of Victoria Park and Confederation Square entirely within the street grid, and the location of institutional properties around these public spaces;
- The commercial sectors on and near George, Hunter, Simcoe, Charlotte and Water Streets;
- The concentration of industrial buildings and historic industrial sites along Jackson Creek, the Otonabee River and railways;
- Elsewhere in the district, the urban blocks and street segments that feature a mix of uses;

• **Commercial buildings and streets:**

- The predominantly low-rise scale, 2 to 3 storeys;
- The more-or-less continuous street wall: buildings to their front lot lines along the sidewalk; buildings built to their side lot lines or with a narrow setback; the proportion of the variable building heights to the street width;
- The cohesiveness of the commercial core's architectural styles and typologies, balanced with the distinct scale and architectural details of individual buildings;

- The characteristic architectural styles, including Italianate, Second Empire, Commercial, Beaux-Arts Neoclassical, and mid-20th century Modernism;
 - The buildings' relationships to grade: entrances at the sidewalk level or slightly raised; large shopfront windows; rhythm and concentration of door openings; marquees and retractable awnings over portions of sidewalk;
 - The upper-storey facades' cohesiveness and individuality: the predominance of vertically oriented window openings creating a roughly regular rhythm along the street; the complementary use at some buildings of broader window openings, windowless façades with decorated walls, or other distinctive façade compositions;
 - The consistent roof profiles: the predominance of either flat/low slope roofs with decorated parapets or projecting cornices, or mansard roofs with or without dormer windows;
 - Characteristic architectural materials: The predominant use of brick; the overall quality of the ornamentation in masonry, including intricate brickwork; the use of additional materials such as metal and wood, terra cotta, ornamental stone, and mosaic tile;
 - The traces on façades of painted signage and advertising associated with the buildings' historic commercial use;
- **Religious, governmental, and other public/institutional buildings:**
 - The individual quality of each building, expressed through siting, form, style, scale, and architectural details;
 - The distinctive siting of many of the buildings: buildings typically well set back from their front, side and rear lot lines; front gardens, lawns, and entrance paths; most properties face open public parks; certain buildings are attached to neighbouring public structures or secondary, associated buildings, forming a complex of buildings of similar use; where not set back from their neighbours or the street edge, buildings are located on street corners to present multiple characteristic façades;
 - The various architectural styles, including, but not limited to Palladian Neoclassical, Gothic Revival, Renaissance Revival, Romanesque Revival, Beaux-Arts Neoclassical, and Modern Classical;
 - The individual scale and massing: large size and complex massing distinguishing these buildings within the urban setting;
 - The distinctive roof profiles: roofs in various combinations of flat or low-slope roofs with horizontal or complex parapets,

mansard roofs, large gable or hip roofs, pediments, dormers, mansards, turrets, and towers; the tallest or most distinctive roof components are urban landmarks;

- The prominent entrances: main entrance doors located on the centre line of main façades, and often elevated by at least half a storey above grade; size and material detailing at main entrance doors expressing their importance; conspicuous porticoes, projecting entrance volumes, and broad exterior stairs;
- The window openings of various sizes and shapes, including very large windows and arched openings, which are arranged as part of carefully designed façades in symmetrical or picturesque compositions;
- The quality architectural materials: finely detailed construction in stone, brick, metal, wood, stained glass, concrete, and other materials; high standard of construction and architectural detailing;

- **Industrial buildings:**

- The different building scales, massing, and site arrangements reflecting the especially functional planning and use; industrial built form ranges from highly rectilinear and repetitive to distinctively irregular;
- The larger or more distinctive industrial constructions that are urban landmarks;
- The yards and other open spaces associated with the sites' industrial uses;
- The numerous, typically large window openings, with arrangements varying from grid-like and repetitive to sporadic; also, the typically large door openings;
- The construction materials that were, in the period of construction, often utilitarian and economical, such as brick, concrete, steel and glass; the architectural detailing ranging from plain to ornamental; the structural elements visible on the building façades;
- The traces on façades of painted signage associated with the buildings' industrial use;
- The large equipment and other operational paraphernalia attached to the buildings that are associated with industrial use, such as water towers, smokestacks, silos and gantries;
- The particular infrastructural elements or junctions associated with certain industrial properties, such as railway connections and yards, the elevated landing from the Hunter Street Bridge to the entrance of Quaker Oats, and modifications to and along natural watercourses;

- **Residential, infrastructural and other buildings and sites:**
 - The attributes associated with historic residential buildings, such as building styles (Gothic Cottage, Queen Anne Revival, etc.), types (bay-and-gable, free-standing, row house), components (sloped roofs, dormers, individual or paired punched window openings, verandas, etc.), materials (brick, painted wood, roof shingles, etc.), and associated exterior elements (street setbacks with yards, etc.);
 - The location, use, forms, structural components, utilitarian and decorative materials, and mechanical and electrical components of characteristic infrastructural constructions such as Hunter Street (Ashburnham) Bridge;
 - The location, shape, formal layout, characteristic park furniture, fountain and other components of Confederation Square and Victoria Park;
 - The open exterior spaces on the west riverbank corresponding to the historic rail line and right-of-way.

Heritage attributes that embody the historical or associative value of the district include:

- The Otonabee River, Jackson Creek and drumlin: these natural features shape the district's topography; are associated with the surrounding region's natural characteristics (hydrology; drumlin field); influenced the pre-settlement importance of this site, notably as one end of the Michi Saagiig Chemong Portage; and were crucial for the district's 19th-century industrial development (especially applicable to the Otonabee River and Jackson Creek);
- The street grid of 1825 by Richard Birdsall, whose alignment was possibly coordinated with the mills and millrace previously built by Adam Scott and his employees along present-day King Street, while also not aligning with the surrounding townships' base lines, differentiating this site that had been set aside for a town settlement in the Township of North Monaghan's 1818 survey;
- The mixture of building typologies—including houses, institutional and governmental buildings, and industrial constructions of a variety of forms, as well as commercial typologies such as traditional 2- and 3-storey buildings with grade-level retail and upper-floor offices, department store buildings, cinemas, hotels, banks, etc.—reflecting the historically diverse uses in downtown Peterborough;
- The historic and existing governmental, educational, community and religious institutions within the district serving Peterborough and the surrounding region and that built distinctive buildings downtown;

- The variety of historic and existing commercial and professional establishments within the district that developed the district's commercial streets;
- The historic industries that operated within the district, such as the Peterborough Lock Company, Quaker Oats, Central Iron Works and numerous other foundries, breweries and mills, that influenced the district's built form, employed the local population, and helped make Peterborough an important industrial centre;
- The historic and existing presence of numerous regional, transprovincial and transcontinental railways such as the Port Hope and Peterborough, Midland, Canadian Pacific, Grand Trunk/Canadian National, and others, that contributed to Peterborough's historic role as a transportation and manufacturing centre;
- The present Hunter Street (or Ashburnham) Bridge completed in 1921, which is the last in a series of bridges crossing the Otonabee River at that location, the previous wood or iron bridges destroyed or damaged beyond repair;

Heritage attributes that embody the contextual value of the district include:

- The buildings, infrastructure and other elements representative of its status as the historic heart of Peterborough, its location at the city's geographic centre, and its continued importance as the city's civic neighbourhood and as a commercially active neighbourhood;
- The visibility and identity of its commercial, industrial and institutional sectors coming from each area's landmark buildings and other constructions and spaces;
- Its relationship to immediately adjacent residential, industrial and institutional neighbourhoods;
- The cohesiveness of built form in each of the distinct and interrelated commercial and institutional sectors;
- The distinctive locations, sizes and configurations of current and historic industrial properties, notably along the Otonabee River and the artificially underground course of Jackson Creek;
- The commercial streets;
- The institutional neighbourhoods arranged around formal green spaces;
- The development of downtown on or around the natural features of the Otonabee River, the drumlin (sometimes historically referred to as "the Knoll" and "Court House Hill"), and Jackson Creek; these natural features inflect and characterize sections of the district, while also being modified by downtown's urban development;

Heritage attributes that embody the social value of the district include:

- The existing and historic institutions that have served and continue to serve the city and region including the Drill Hall and Armoury, County Courthouse and Jail, City Hall and Carnegie Library building, George Street United Church, Murray Street Baptist Church, St. John the Evangelist Anglican Church, the Police Service Headquarters, Peterborough Collegiate and Vocational School, and the former YMCA;
- The community and municipal government efforts to highlight and conserve downtown’s built and natural heritage attributes while maintaining and renewing the district’s downtown vitality.

7.3. Proposed Boundary

The results of the Character Analysis (Chapter 4) and Evaluation of Significance (Chapter 5) established that the heritage character of the Downtown Peterborough district closely reflects the complete sequence of periods from the Indigenous presence to the founding of the City and its critical development, namely Nogojiwanong (pre-1825), the Early Settlement and Emerging Town (circa 1825 to circa 1850), the Coming of Age (circa 1850 to circa 1884), the Heart of the Industrial City (circa 1884 to circa 1930), and the Economic shifts and Modernism (circa 1930 to circa 1975).

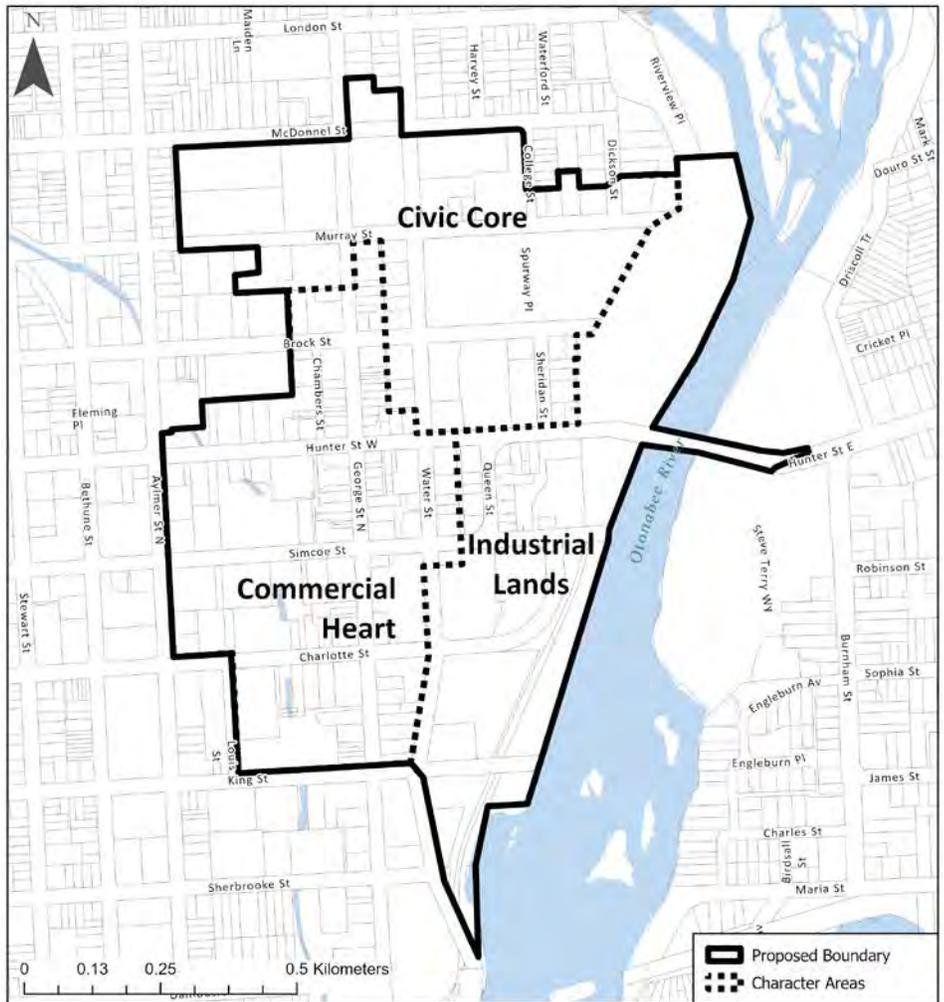
The proposed Downtown Peterborough HCD boundary includes 208 properties from the study area. (Figure 53, on next page)

The boundary for the Downtown Peterborough district, therefore, includes:

Archaeological sites and landscape features associated with the Nogojiwanong (pre-1825) period;

Properties constructed within the Early Settlement and Emerging Town (circa 1825 to circa 1850), the Coming of Age (circa 1850 to circa 1884), the Heart of the Industrial City (circa 1884 to circa 1930), and the Economic shifts and Modernism (circa 1930 to circa 1975) periods

Figure 53 - Map of Proposed Boundaries



7.4. Potentially Contributing and Non-Contributing Properties

Properties within the proposed Downtown Peterborough HCD were individually evaluated to determine whether they contribute to the area’s heritage value. The buildings that best exemplify the overall themes and periods of significance in the Downtown Peterborough study area were mapped and reviewed. These buildings illustrate the history, evolution, physical character, and significant typologies and uses of the district.

Buildings that have been identified as contributing to the heritage character of Downtown Peterborough include those that:

- were constructed during the District's periods of significance, including:
 - Early Settlement and an Emerging Town (1825-1850),
 - A Town's Coming of Age (1850-1884),
 - Heart of an Industrial City (1885-1930)
 - Economic Shifts and Modernism (1930-1975);
- are a prevailing typology such as commercial storefronts, commercial department stores, institutional or civic focused properties, churches, banks and financial institutions, industrial structures, houses; and/or
- maintain their integrity and/or has contextual value as part of an ensemble of historic buildings

Two categories of properties were identified:

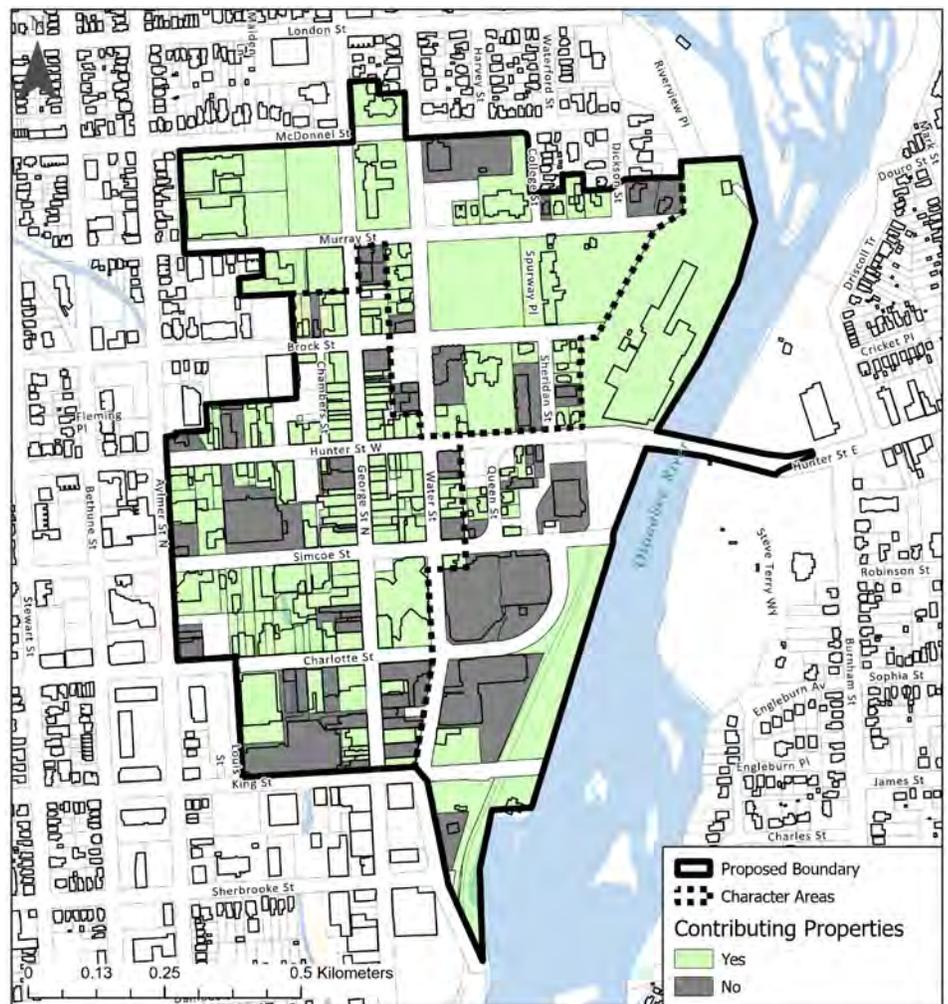
- 1. Contributing properties that add to the overall cultural heritage values, character, and integrity of the district, and also possess architectural merit and design value in themselves; and
- 2. Non-Contributing properties that do not add to the overall cultural heritage values, character, and integrity of the district. Their demolition (in part or in whole) would not negatively impact the cultural heritage value of the district.

Following this sorting, the contributing properties were reviewed again to determine whether they retained enough architectural integrity to effectively contribute to the heritage character of the district. Properties that were determined not to have architectural integrity were classified as non-contributing properties.

In addition to the built form of the district, the street grid, streetscapes, and landscape features have also been identified as a contributing feature to its cultural heritage value. The block patterns, fine grain buildings, setbacks, designed and evolved public spaces found in the different character areas of the district all evidence the development and evolution of downtown Peterborough – and as such, are considered to be an important character-defining feature of the district.

While non-contributing properties do not individually contribute to the heritage character of the district, their proximity to and evolution alongside the contributing properties gives them the potential to significantly impact the heritage character of neighbouring properties and the district as a whole. Both contributing and non-contributing properties are listed in Appendix D.

Figure 54 - Map of contributing and non-contributing properties within the study area



7.5. Objectives for HCD Plan

7.5.1. General objectives

- Conserve, maintain and enhance the cultural heritage value of the district as expressed through its heritage attributes, contributing properties, public realm, and character areas.
- Ensure that archaeological resources are protected until such time as appropriate investigation is required and undertaken.
- Conserve and enhance the district's Part IV designated and Listed properties.
- Ensure that development and site alterations on lands adjacent to the district conserve its cultural heritage value.

7.5.2. Social and community value objectives

- Conserve, support and enhance the social, cultural and community values of the district to the diverse communities for whom the district is of significance.

- Where appropriate, incorporate Indigenous perspectives that may inform the understanding and interpretation of the district's significance; consider those perspectives when planning for alterations to sites within the district that may be identified as having cultural importance, particularly in the public realm.
- Promote design excellence in streetscape, landscape and civic design, including urban furniture, greening initiatives and place making.

7.5.3. Development objectives

- Ensure compatible alterations and additions to contributing properties and prevent the removal of heritage attributes from contributing properties within the district.
- Ensure that new development and additions to non-contributing properties conserve and enhance the cultural heritage values of the district.
- Support and encourage the adaptive re-use of contributing properties to be compatible with their context and complement the cultural heritage value and interest of the district.
- Ensure compatibility of materials between new and old, including constructive systems, type, colours, scale, finishes and details.
- Encourage design excellence for new development, additions, and alterations that is complementary to the District's cultural heritage value.

7.5.4. Character area focused objectives

- Ensure that development within the civic core is compatible with the character of the contributing properties in that area, including design, setbacks, and soft landscaping.
- Conserve and enhance the scale and the pattern of building that supports the pedestrian main street experience in the commercial heart of the district.
- Conserve and enhance the well-defined and articulated street walls (streetscapes) in the commercial heart of the district, including the vertical rhythms of the façades, the horizontal datum line formed by the rooflines and traditional proportions and characteristics of storefronts.
- Conserve and enhance visual and physical connections to Jackson Creek that reveal its historic presence, form, and role in the district.

7.6. Recommendations for Inclusion on the Peterborough Heritage Register

The proposed HCD district currently includes 100 properties that are listed on the City of Peterborough Heritage Register, 32 properties that are designated under Part IV of the Ontario Heritage Act, and one property that is recognised as a Classified Federal Heritage Building.

By analyzing the built form survey and thematic history, a number of buildings outside the HCD area were identified as having a high degree of design value and are being recommended for further research. Please Refer to Appendix E for a list of properties recommended for further research.

7.7. Recommendations for Planning

Like many other downtowns across the country, downtown Peterborough's businesses and residents have been impacted by the COVID-19 pandemic. A number of issues, some linked to the pandemic and others long standing, have been raised through the HCD study process. These include homelessness, access to housing, safety, and economic dynamism. Revitalizing downtown appears to be a primary concern for many.

It is recommended to address the revitalization of downtown Peterborough through integrated planning, where heritage planning is carried out in synergy with the development of planning tools designed for downtown, such as a secondary plan. This would help drive a coherent approach to densification, zoning, and a range of matters that can help reinvigorate the area. Heritage conservation has the potential of being a contributor to the downtown's revitalization, strengthening the overall sustainability of the area.

7.7.1. Recommendations for Surrounding Areas

Areas surrounding the proposed HCD are largely residential with periods of development that derive from the evolution of downtown. These areas include the portions considered as part of the initial study area but have been excluded from the proposed HCD and extend further east and south beyond the limits.

It is recommended that the surrounding areas to the east and south be considered as transitional districts that, with careful consideration for densification and character, could further enhance the quality of the proposed HCD. The City of Peterborough may wish to consider further studies of these areas to determine the appropriate tools to guide infill, promote quality and sustainability of new structures, connect with other city amenities, and maintain character.

7.7.2. Planning Policy Recommendations

The Ontario Heritage Act requires that the Study include recommendations for any changes that will be required to the municipality's official plan and to any municipal by-laws, including any zoning by-laws. These recommendations are intended to capture policies that may conflict and impact the cultural heritage values of the area and the objectives of the HCD plan. As well, the recommendations are based on the City of Peterborough Draft Official Plan and the recommendations should consider that the plan may change based on the approval of the Ministry of Municipal Affairs and Housing.

Due to the diversity of the character areas within the Study Area, the City may want to consider using the same boundaries of the Civic Core, Commercial Heart, and Industrial Lands character areas from the HCD Study to develop local policies and infill guidelines – or alternatively, consider the development of a secondary plan for the area.

Under the Ontario Heritage Act (41.2), a municipality shall not “pass a by-law for any purpose that is contrary to the objectives set out in the plan”, and “in the event of a conflict between a heritage conservation district plan and a municipal by-law that affects the designated district, the plan prevails to the extent of the conflict, but in all other respects the by-law remains in full force”. During the HCD Plan phase, as the policies are being developed, it will be critical to review the emerging Zoning By-law to ensure that it does not conflict with the objectives of the HCD as defined in this Study Phase. Different tools, such as step backs and angular planes, can be effective at preserving the built heritage of the area while allowing for an increase in density. In the Draft Official Plan, 2- 8 storey building height policies should be refined to include site specific policies developed to address identified street character areas. As well, the policies of an HCD Plan are intended to manage

change in the district while conserving its cultural heritage values. They are not intended to freeze development and are most effective when they work in concert with the Official Plan and the emerging Zoning By-Law.

Policies in the Central Area should ensure intensification and new development respects and reinforces the existing heritage character, and that on-site or adjacent cultural heritage resources are appropriately conserved and compatible with the heritage-built form. As well, there must be appropriate height transitions between buildings, and coherence in streetscape patterns, including block lengths, setbacks and building spacing. Step backs should be required for streets with historic character and the provisions of any applicable Heritage Conservation District or Heritage Impact Assessment will establish appropriate maximum building heights. Furthermore, policy revisions in the Commercial Heart should implement building step backs and greater building heights for buildings with an 80% maximum building coverage. This will allow for increased density and preservation of the street wall character.

Developments and site alteration applications for designated or listed properties should require Heritage Impact Assessments to ensure conservation and protection of the heritage values, attributes and integrity of the property. The Heritage Impact Assessment should include mitigation strategies for negative impacts and evaluate their compatibility with the heritage character of the area. This includes development improvements within, or adjacent to, a designated built heritage resource as well as any heritage resource discovered during the pre-consultation, development application, or construction stage. As well, any proposed relocation, removal or demolition of a listed property, a designated structure, or development of a new structure on a designated property shall be subject to the provisions of the Ontario Heritage Act and the City's Demolition Control By-Law and may require a Heritage Impact Assessment and mitigation measures to ensure the conservation, restoration, or preservation of the cultural heritage resource.

It is recommended that the City maintain a Heritage Register that includes non-designated properties of heritage interest as well as a Heritage Conservation District Plan that outlines policies, programs, and strategies to identify, conserve, and manage significant cultural heritage including those identified on the Heritage Register and

other potential properties. As well, the Plan can provide guidelines to manage alterations, additions, new development, demolitions and removals within the district. As well, incentives could encourage and promote restoration of heritage attributes lost in the past and rehabilitation of contributing heritage buildings by adaptive re-use, or rehabilitation of its major components (i.e., reconfiguration of storefronts, rooftop addition, structure replacement or other major works).

Lastly, consideration should be given as to whether policies are required to further protect contributing properties from impacts of daylighting (unearthing) Jackson Creek.

7.7.3. Accessibility Best Practices

Accessibility requirements for the built environment described in building codes and other regulations generally apply to the retrofitting of existing buildings. Nevertheless, there appear to be few applicable regulations or policies for accessibility specific to built heritage settings. Ontario Regulation 191/11 Integrated Accessibility Standards, in the section on “Design of Public Spaces Standards (Accessibility Standards for the Built Environment),” refers, in articles 80.15 and 80.31, to general exceptions made to accessibility requirements for properties identified, designated, or otherwise protected under the Ontario Heritage Act as being of cultural heritage value or interest, the Canada National Parks Act, the Historic Sites and Monuments Act, and/or the Convention Concerning the Protection of the World Cultural and Natural Heritage.

At the same time, access to heritage is seen as a right under international human rights law and goals. The International Covenant on Economic, Social and Cultural Rights affirms that everyone has the right to take part in cultural life; the Convention on the Rights of Persons with Disabilities: Article 9 – Accessibility ensures persons with disabilities participate fully in all aspects of life and that State Parties take appropriate measures to implement minimum standards and guidelines for accessibility; and accessibility to cultural heritage is present in the United Nation’s 17 Sustainable Development Goals. (Canada has ratified or is party to the above legislation.)

Consequently, as with many decisions touching on built heritage conservation, accommodating accessibility requires a careful

balance between maintaining the integrity and authenticity of heritage fabric, and introducing the necessary modifications to satisfy current functional needs and regulatory requirements. This balance should consider the specific circumstances of each historic place, its intended use, and conservation objectives. And where accessibility regulations allow exceptions for built heritage, this should not be taken as justification to exclude accessibility improvements from the conservation project. These exceptions should instead be approached as opportunities for creative or alternative accessibility solutions where standard solutions may conflict with conservation objectives.

Reference documents and current policies offer examples of best practices for integrating accessibility to heritage places, ranging from general philosophy to specific recommendations and examples. The Standards and Guidelines for the Conservation of Historic Places in Canada (2010) by Parks Canada, considered the standard tool for conservation practices in Canada, states that the objective for accessibility in built heritage is to provide the highest level of access with the lowest level of impact. This would involve applying appropriately, and according to the situation, principles described in the document's Standards, such as designing a new addition to be subordinate to existing heritage values and character while also being distinguishable from heritage fabric; implementing changes that are aesthetically and physically compatible with heritage forms and materials; and employing a minimal approach ensuring that the new intervention requires little to no modification of heritage fabric, and can be as reversible as possible in a future intervention.

Other models and references include Heritage BC's Accessibility Guide for Historic Places, which provides detailed advice on implementing accessibility standards to historic places. The "Heritage for All" project funded by Accessibility Standards Canada is developing methods to improve accessibility to Canada's federally owned heritage buildings while preserving historical integrity; this project publishes case studies and other material online. An exhaustive list of sources is available in Appendix A.

7.7.4. Recommendations for Jackson Creek

While partially underground, Jackson Creek remains a defining landmark in the city. It is closely associated with millennia of Indigenous presence prior to the arrival of the first settlers as

evidenced by archaeological sites. It is also connected to the development of the city and its first industries. Its path remains legible in the urban fabric.

Because of these associations, it is recommended to pursue opportunities to further highlight the presence of the creek, including, if appropriate, revealing it. Additionally, it is recommended to consider designs that would enhance the natural qualities of the creek and define its contribution to the city's urban fabric.

7.7.5. Recommendations for Ongoing Engagement

The HCD study process was carried out with engagement in mind, within the limits imposed by the pandemic and the challenges of remote interactions. The consultation, while exceeding the prescribed requirements in the Ontario Heritage Act, only began to engage stakeholders in the meaning and potential benefits of an HCD.

It is recommended that additional stakeholder consultation be undertaken before and during the preparation of a Heritage Conservation District Plan, and specific consideration be given to engaging First Nations more substantially as well as working with business owners and residents to raise awareness about HCDs.