

## 2012 PACAC Submission to Planning Division for Official Plan Review

### 3.4 A Unique and Vibrant Sense of Place

- 3.1.1 The City will foster its many *cultural heritage resources* and its exceptional natural heritage features, including its waterways, as important components of Peterborough's unique identity. The City will continue to create new vibrant public, and publicly accessible, urban spaces and structures as well as new open space linkages through the approval of development applications, the use of urban design guidelines for specific areas, partnerships with public and private organizations, and other civic actions.
- 3.1.2 The City recognizes that *preservation* of its *cultural heritage resources*, promotion of culture, and protection of natural heritage resources contribute to Peterborough's quality of life for both residents and visitors. The City will maintain and enhance an infrastructure of parks, recreation, inter-connected open space, cultural amenities and *cultural heritage resources* for the benefit of all citizens and as amenities for visitors to the City. Specific measures include:
- a) integrating these facilities and services with community planning considerations, including development and redevelopment opportunities;
  - b) establishing urban design guidelines to promote enhanced streetscapes, landscaping, and building design, and reduced visibility of parking areas;
  - c) fostering the enhanced development of Little Lake, the Trent Severn Waterway and Lift Lock area and planned trails in accordance with the Little Lake Master Plan;
  - d) enhancing gateways to the City and to the Central Area, with initial focus on Hunter Street, Armour Road, Charlotte Street and George Street as gateways to the downtown;
  - e) exploring options for an inter-municipal transportation/transit station in the downtown, investigating the feasibility of rediscovering Jackson Creek in the downtown through the creation of open space, and promoting a waterfront location for the Canadian Canoe Museum that will increase synergy with other cultural amenities;
  - f) promoting access to a range of cultural, heritage and recreational facilities, programs and services for all current and future citizens.
- 3.1.3 The shoreline of the Otonabee River, Little Lake and the Trent Severn Waterway supplemented by other key regional and community parks and trails, will be set aside as the City's Major Open Space Areas. A complementary programme to provide active and passive open space and recreation facilities will be developed to prevent any deficiency in park area and to provide adequate recreation opportunities for the citizens of the City of Peterborough and for visitors to the City. Special emphasis will be placed on ensuring the continuity and accessibility of a connected system of parkland throughout the City of Peterborough.

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### Cultural Heritage Resource Management

- 3.1.4 Peterborough's *cultural heritage resources* contribute to its unique sense of place, economic vitality and quality of life for its residents and are part of our daily experience of our City. The Central Area is the focus of many of Peterborough's *cultural heritage resources*, which contribute to its character and unique sense of place. *Significant cultural heritage resources* will be *conserved* so that they will continue to be experienced and appreciated by residents, visitors and future generations.
- 3.1.5 The City will *conserve significant cultural heritage resources* in accordance with applicable legislative requirements and accepted heritage protocols. Specific actions include:
- a) maintaining a Heritage Register which will include all properties, *cultural heritage landscapes* and Heritage Conservation Districts of cultural heritage value or interest that are designated under Parts IV and V of the Ontario Heritage Act, and will include all non-designated properties that have been identified through consultation with the City's heritage committee and approved by Council for their inclusion. The Heritage Register will be publicly accessible;
  - b) identifying and evaluating *cultural heritage resources* to determine their potential cultural heritage value or interest consistent with provincial regulations and criteria.
  - c) Properties on the Heritage Register will be *conserved* and maintained in accordance with the *Standards and Guidelines* adopted by Council;
  - d) adopting a Heritage Management Plan outlining a comprehensive strategy for the identification, *conservation* and management of *cultural heritage resources*, including protocol to enter into agreements, easements and covenants for the *conservation* of property on the Heritage Register and other potential heritage properties;
  - e) approving policy and/or urban design guidelines for proposed site alterations, development, and/or public works on or *adjacent* to, a property on the Heritage Register to ensure that the integrity of the heritage property's cultural heritage value and *attributes* will be retained to the satisfaction of the City;
  - f) promoting the adaptive re-use of *cultural heritage resources* on the Heritage Register, when the continued original use is no longer feasible, as permitted in the applicable Official Plan land use designation and consistent with the *Standards and Guidelines* adopted by Council;

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- g) demonstrating excellence in the *conservation*, maintenance and compatible adaptive re-use of City-owned property on the Heritage Register when it is no longer required for its current use;
- h) designating and securing a Heritage Easement Agreement on City properties on the Heritage Register, which are sold, leased or transferred to another owner, to ensure continued public access to identified *heritage attributes*, where feasible.
- i) developing a protocol to co-ordinate and direct actions of the City and its agents in the event that a *cultural heritage resource* on the Heritage Register is threatened by an emergency such as a fire, flood, willful damage or other unanticipated events. This protocol will address the *conservation* of the *cultural heritage resource* once the primary life and safety objectives of evacuating and ensuring public safety have been completed;
- j) protecting *cultural heritage resources* against deterioration by neglect through the development and enforcement of heritage property standards by-laws;
- k) identifying and including *cultural heritage resources* in area planning studies and plans with recommendations for further study, evaluation and *conservation*.
- l) encouraging the continued use and *preservation* of identified *cultural heritage resources* by requiring, through the development approval process, the *preservation* and use of identified *cultural heritage resources* as an integrated component of a development proposal.
- m) only considering relocation of built heritage resources when all other options have been exhausted and a *Heritage Impact Assessment* has been prepared to address the issue of retention on site and relocation.

### Raising Heritage Awareness

- 3.1.1 The development of neighbourhood heritage initiatives will be encouraged to promote an understanding of local history and how neighbourhoods and open spaces have evolved.
- 3.1.2 *Cultural heritage resources* will be promoted and interpreted through educational programs, museums, local celebrations, commemorations and other programming opportunities.
- 3.1.3 Commemoration will be encouraged when adverse impacts on *cultural heritage resources* by new private development or public work cannot be avoided.

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### Heritage Impact Assessment

- 3.1.4 The City may require that a *Heritage Impact Assessment* be prepared for any proposed development or redevelopment of a property that is *adjacent* to, or in the immediate vicinity of, a *significant cultural heritage resource*. The City may also require a *Heritage Impact Assessment* to identify whether a site has potential heritage significance. Mitigative measures and/or alternative development approaches may be required in order to conserve the *heritage attributes* of the *significant cultural heritage resource*.

### Heritage Places of Worship

- 3.1.5 Religious heritage properties constitute a substantial portion of the City's cultural and architectural heritage. The City recognizes that Places of Faith may become redundant to a congregation's original liturgical needs. The City will encourage the sensitive adaptive re-use of these *cultural heritage resources* and will support congregations as they navigate the process of adapting historic religious structures.

### Cultural Heritage Landscapes

- 3.1.6 Potential *cultural heritage landscapes* will be identified and evaluated to determine their significance and cultural heritage values. *Significant cultural heritage landscapes* will be included on the Heritage Register and/or designated under either Part IV or Part V of the Ontario Heritage Act.
- 3.1.7 A range of planning tools and strategies for the *conservation of cultural heritage landscapes* may be investigated and employed, as determined by the City.

### Heritage Conservation Districts

- 3.1.8 Designation of Heritage Conservation Districts

A heritage conservation district is the most common type of cultural heritage landscape. Designation under Part V of the Ontario Heritage Act enables the protection of a heritage district while at the same time allowing for compatible new development

In consultation with the Municipal Heritage Committee, Council may, by by-law, designate any area within the Municipality, as a heritage conservation district.

Properties designated under Part IV of the Ontario Heritage Act may be included as part of the heritage conservation district to ensure integrity of the district. Additionally, properties located within a heritage conservation district may also be designated under Part IV of the Ontario Heritage Act.

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### 3.1.9 Heritage Conservation District Study

Prior to designating an area as a heritage conservation district under Part V of the Ontario Heritage Act, the City must undertake a heritage conservation district study to determine the physical extent and appropriateness of the proposed district. The study process will include consultation with the public and the Municipal Heritage Committee.

The Study may also recommend other development control measures and incentives that will conserve the heritage character of the area.

Under the Ontario Heritage Act, Council may set limitations on the alteration, erection, demolition or removal of buildings in the study area.

### 3.1.10 Heritage Conservation District Plan

Pursuant to the Ontario Heritage Act, the City will adopt a heritage conservation district plan for each district that it designates. Such district plans are to be updated from time to time.

### 3.1.11 Proposed Development

Impacts of site alterations, developments, municipal improvements, and/or public works within or *adjacent* to Heritage Conservation Districts will be assessed to ensure that the integrity of the districts' heritage values, *attributes*, and character are *conserved*. This assessment will be achieved through a *Heritage Impact Assessment*.

Heritage Conservation Districts shall be managed and *conserved* through alterations, additions, new development, demolitions, removals completed in accordance with respective Heritage Conservation District plans.

The maintenance, servicing, upgrading, re-construction and installation of public works relating to the transportation network and appurtenances, provision of services and flood control projects shall meet current design standards as deemed applicable by the Director of the City of Peterborough Utility Services Department.

## Archaeological Resources

- 3.1.12 *Archeological sites* are fragile and non-renewable. In accordance with its Archaeology Policy and Procedures, the City will require the protection, through *preservation, conservation*, or mitigation of all *archaeological resources*. as provided in all relevant provincial legislation including, but not limited to the Environmental Assessment Act, Ontario Heritage Act, the Planning Act, the Municipal Act or the Cemeteries Act.

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- 3.1.13 Prior to *development* or *site alteration* on lands containing *significant archaeological resources* or having *archaeological potential*, an *Archaeological Assessment Report* by a *Licensed Archaeologist* will be undertaken in accordance with provincial standards. *Archaeological resources* that are located on a proposed *development* site must be *conserved*, in accordance with the recommendations of the approved *Archaeological Assessment Report*. In cases where *significant archaeological resources* must be preserved on site, only development and site alteration that will preserve the integrity of the *archaeological resource* will be approved.
- 3.1.14 The City will develop an engagement protocol with First Nations and Métis for *archaeological sites* and identified sacred spaces that may be of interest to them, as well as ensuring that information is provided to First Nations and Métis where *archaeological resources* are found to be First Nations or Métis in origin.

### Incentives

- 3.1.15 *Conservation* and maintenance of *cultural heritage resources* funded in whole or in part through incentives such as grants, tax rebates or other mechanisms will achieve excellence in *conservation*, consistent with Council adopted *Standards and Guidelines*. The City will strive to make available incentives for the *conservation* and maintenance of designated heritage properties.
- 3.1.16 Publicly funded institutions such as universities, schools and hospitals will be required to enter into a Heritage Easement Agreement as a condition of accepting heritage *conservation* or maintenance incentives.
- 3.1.17 Additional gross floor area may be permitted in excess of what is permitted in the Zoning By-law for a heritage building or structures on a designated heritage property that is part of a new development, provided that:
- the application includes the *conservation* of a heritage building or structure on a property designated under the Ontario Heritage Act;
  - additional gross floor area specifically provided through this policy will not exceed that of the heritage building or structure being retained;
  - the additional floor area will not detract from the heritage property and will not conflict with any other Official Plan policies;
  - excellence in the *conservation* of the values, *attributes*, character and three-dimensional *integrity* of the heritage property including the buildings or structures thereon is achieved and additional density will not be granted for the incorporation of facades or isolated building elements into new development;
  - where the property is within a Heritage Conservation District, the proposed development conforms to the Heritage Conservation District plan and/or any guidelines for that district; and

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- f. the *conserved* heritage building or structure is protected in a Heritage Easement Agreement and the agreement and necessary by-laws are enacted prior to approval of the site plan for the entire development.

### Urban Design

- 3.1.18 The City recognizes that there are many components that contribute to the City's unique and vibrant sense of place for both residents and visitors to the community. These include Peterborough's riverfront location on the Otonabee River and the Trent-Severn waterway; its heritage resources, cultural amenities, rolling topography, scenic natural areas and waterfront trails; and the City's distinctive public areas such as Little Lake, the Central Area, the Lift Lock and Jackson Park. In its approval of new development or redevelopment, the City will build on and enhance the amenity of these valued places, wherever possible.
- 3.1.19 Urban design is an important tool for creating public and private spaces that contribute to a distinctive and vibrant sense of place. The general objectives for urban design are:
  - a) to provide safety, comfort and amenity for those experiencing the area or space;
  - b) to provide coherent, attractive, safe and distinctive public spaces - such as streetscapes, gateways, urban squares, parks or waterfront areas;
  - c) to promote innovative and diverse urban form and excellence in architectural design,
  - d) to integrate areas of differing form or character in a harmonious manner;
  - e) to create distinctive places and locales, including the Central Area, new developing designated greenfield areas, and high profile locations such as the gateways to the city and the Downtown.
- 3.1.20 The City is committed to achieving a high level of urban design and architectural quality to provide both innovative and diverse urban form that promotes a sustainable, dynamic and livable environment. In order to promote visually appealing, safe and pedestrian-oriented experiences, development proponents will be encouraged to design buildings which include building materials and colours, landscaping and architectural styles compatible with the context of the area, while achieving variety along the streetscape, and to incorporate architectural detailing and high-quality durable materials that maintain and enhance the character of the existing area and extend the life cycle of the built environment.
- 3.1.21 Urban design guidelines will be prepared for areas within the public realm, as determined by Council over the course of this Plan. As priority, Urban Design Guidelines will be prepared for:

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- a) the Hunter Street, George Street, Charlotte Street, and Park Street Gateways to the Central Area;
- b) the Crescent Street residential area; and,
- c) development areas adjacent to the Peterborough Lift Lock.

### Public Art

3.1.22 Public art is encouraged throughout the City, particularly in areas of cultural significance and in publicly accessible areas such as parks, urban squares, plazas, gateways and civic building sites for the purpose of enhancing Peterborough's unique sense of place, history and culture.

### Definitions

**Adjacent:** means those lands adjoining a property on the Heritage Register or lands that are directly across from and near to a property on the Heritage Register and separated by land used as a private or public road, highway, street, lane, trail, right-of-way, walkway, green space, park and/or easement, or an intersection of any of these; whose location has the potential to have an impact on a property on the Heritage Register; or as otherwise defined in a Heritage Conservation District Plan adopted by by-law. (City of Toronto)

**Archaeological assessment report:** a report, as may be required in accordance with section 65. (1) of the Ontario Heritage Act, generated by a Licensed Archaeologist to document findings and provide recommendations on Stage 1 to Stage 4 assessments. (City Archaeology Policy)

**Archaeological potential:** the likelihood of an Archaeological Resource being present at a property, as determined by the City's Archaeological Potential Mapping Model or other appropriate measures. (City Archaeology Policy)

**Archaeological resources:** includes artifacts, archaeological sites, marine archaeological sites, as defined under the Ontario Heritage Act. The identification and evaluation of such resources are based upon archaeological fieldwork undertaken in accordance with the Ontario Heritage Act. (PPS)

**Archaeological site:** as defined in Regulation 170/04 of the Ontario Heritage Act, means any property that contains an Artifact or any other physical evidence of past human use or activity that is of cultural heritage value or interest. (City Archaeology Policy)

**Built heritage resource:** a building, structure, monument, installation or any manufactured remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Aboriginal community. Built heritage resources are generally located on property that has been designated under Parts IV or



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V of the Ontario Heritage Act, or included on local, provincial and/or federal registers. (PPS)

**Conservation:** All actions or processes that are aimed at safeguarding the character defining elements of a cultural resource so as to retain its heritage value and extend its physical life. This may involve “Preservation,” “Rehabilitation,” “Restoration,” or a combination of these actions or processes. (Standards and Guidelines)

**Conserved:** the identification, protection, management and use of built heritage resources, cultural heritage landscapes and archaeological resources in a manner that ensures their cultural heritage value or interest is retained under the Ontario Heritage Act. This may be achieved by the implementation of recommendations set out in a conservation plan, archaeological assessment, and/or *heritage impact assessment*. Mitigative measures and/or alternative development approaches can be included in these plans and assessments. (PPS)

**Cultural heritage landscape:** a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act; villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities (e.g. a National Historic Site or District designation, or a UNESCO World Heritage Site). (PPS)

**Cultural heritage resources-** resources of cultural heritage value or interest which are a human work or a place that gives evidence of human activity or has spiritual or cultural meaning, and that has historic value including: cultural heritage landscapes and landscape features, archaeological sites, structures, engineering works, artifacts and associated records.

**Heritage attributes:** means the principal features or elements that contribute to a protected heritage property’s cultural heritage value or interest, and may include the property’s built or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (including significant views or vistas to or from a protected heritage property). PPS

**Heritage Impact Assessment:** a study, prepared by a qualified heritage conservation professional, which evaluates the impact a proposed development or site alteration will have on cultural heritage resources and recommends an overall approach to the conservation of the resources.

**Licensed archaeologist:** a consultant archaeologist as defined under Regulation 8/06 of, and licensed pursuant to, the Ontario Heritage Act. (City Archaeology Policy)

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**Preservation:** the action or process of protecting, maintaining, and/or stabilizing the existing materials, form, and integrity of a historic place or of an individual component, while protecting its heritage value. (Standards and Guidelines)

**Protected heritage property:** means property designated under Parts IV, V or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites. (PPS)

**Significant:** in regard to cultural heritage and archaeology, resources that are valued for the important contribution they make to our understanding of the history of a place, an event, or a people. Criteria for determining significance for the resources identified in sections (c)-(g) are recommended by the Province, but municipal approaches that achieve or exceed the same objective may also be used. While some significant resources may already be identified and inventoried by official sources, the significance of others can only be determined after evaluation. (PPS)

**Standards and Guidelines:** the Standards and Guidelines for the Conservation of Historic Places in Canada as adopted by Council for use by the City of Peterborough.