



NEIGHBOUR**PLAN**
— DOWNTOWN
JACKSON CREEK

VISION

FOR THE DOWNTOWN
JACKSON CREEK NEIGHBOURHOOD

- 2020 -



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Project Partners



Authors

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Dedication

This Vision document is dedicated to Connie Webb. Connie was a dedicated and passionate community advocate, and was one of the most steadfast members of the resident committee in the Downtown Jackson Creek Neighbourhood. Connie's legacy lives on through this Vision, and through the many other positive impacts she had on her community. We miss you, Connie.


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A photograph of an outdoor community event. In the foreground, a white pop-up tent is set up on a grassy field. The tent's valance features the 'GreenUP' logo, 'Green ECOLOGY', 'Green STORE', and the website 'greenup.on.ca'. A string of colorful triangular bunting flags hangs from the tent's frame. Several people are gathered around a table under the tent, engaged in an activity. One person is wearing a blue plaid shirt and a white cap, another is in a blue tank top and black shorts, and a third is in a red shirt. The background shows more trees and a clear sky.

Co-design, also known as participatory planning, is an approach to building active, livable communities.

This approach makes neighbourhood planning accessible, community-driven, and fun. Co-design is based in the belief that bringing together residents' knowledge of their communities with the expertise of professional planners, architects, and engineers leads to stronger planning outcomes. We use a wide range of activities and tools to engage residents in re-imagining their neighbourhoods.

What is NeighbourPLAN?

GreenUP and the The Centre for Active Transportation work together on the NeighbourPLAN program. NeighbourPLAN is a program affiliated with the Active Neighbourhoods Canada partnership, which uses a collaborative process, known as **co-design**, to support people in reimagining public spaces. Downtown Jackson Creek is the second of three Peterborough neighbourhoods participating in NeighbourPLAN.

This Neighbourhood Vision document pulls together the results of over a year of engagement in the neighbourhood. More than 400 residents have contributed their thoughts to this Vision, from guiding the project as members of a core committee, to chatting with the NeighbourPLAN team at pop-up locations. The design concepts are the result of a co-design workshop, where residents came together with built environment and public health professionals to create innovative ideas that address residents' concerns and build upon existing assets.

This document is intended to be visionary, and it is a tool to help residents express common goals, principles, and hopes for the public spaces in their neighbourhood. Some design concepts can be achieved within reasonably short timelines, through mobilizing small groups of residents, while others are long-term visions that residents can work towards and advocate for. Some design concepts may not come to fruition exactly as residents have envisioned, but they showcase principles that can be applied to future infrastructure and development projects in the area.

The NeighbourPLAN Program uses a three-phase co-design approach:

PHASE 1: PORTRAIT (Summer 2018 to Spring 2019)
Understand how residents use public space and identify local needs and interests.

PHASE 2: VISION (Spring 2019 to Fall 2019)
Identify key design priorities based on the portrait, and explore how they could be applied.

PHASE 3: PLAN (Fall 2019 to Winter 2020)
Support residents to advance their ideas and meaningfully engage in formal processes.

The Downtown Jackson Creek Neighbourhood



What is Photovoice?

Some of the photos you see in this Vision document were taken by Downtown Jackson Creek residents during a Photovoice project. Photovoice is a fun, accessible way to do research that helps residents tell their story about the community in which they live. Photovoice asks residents to snap pictures of places in their neighbourhood that show their unique connections, histories, and personal experiences. In doing so, residents are able to use images to spark dialogue around the places, people, and topics that are important to them.

Photos that were taken by residents as a part of the photovoice project are identified with a camera icon.

The Downtown Jackson Creek (DTJC) neighbourhood is located west of downtown Peterborough/Nogojowanong, on Williams Treaties and Treaty 20 territory in the traditional territory of the Michi Saagiig Nishnaabeg.

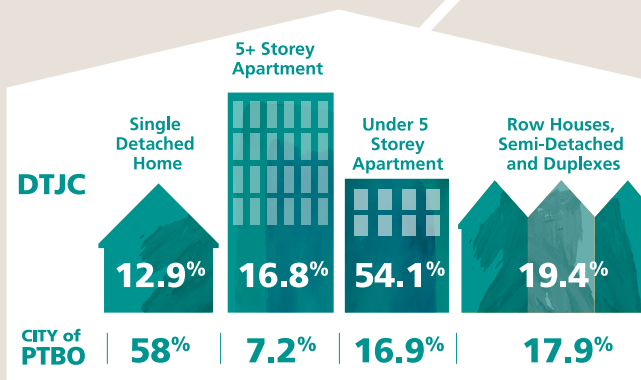
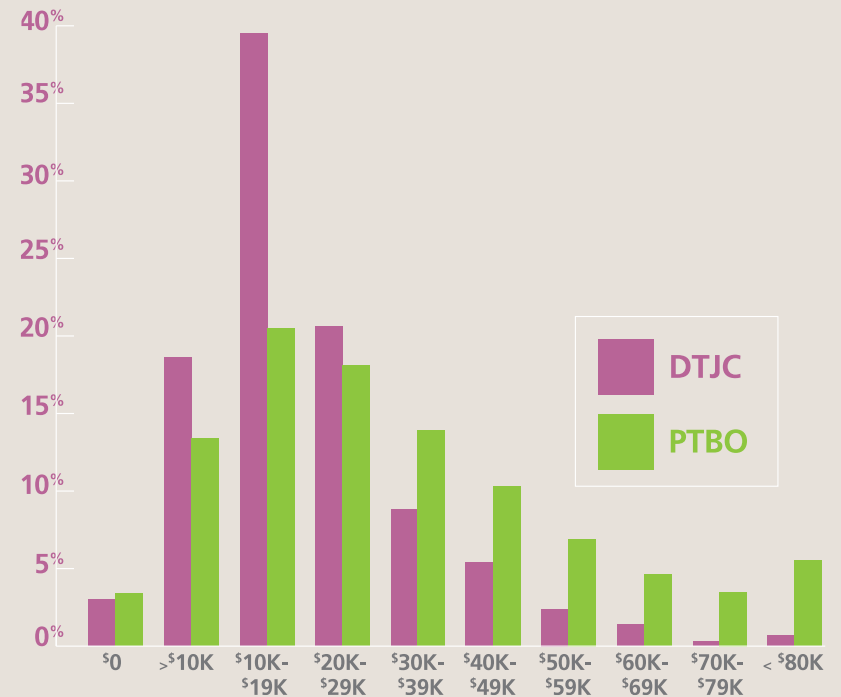
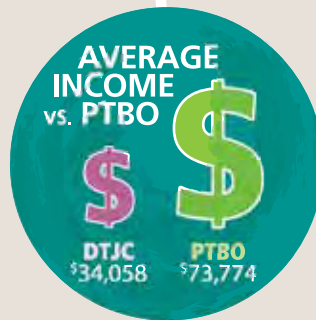
Downtown Jackson Creek is a dense and lively neighbourhood, located close to stores, shopping, restaurants, services, and more. The character of the community is influenced by the mixed land uses and history of the area. The neighbourhood is home to some of the most notable architecture in Peterborough including many churches, the Hutchison House, and Cox Terrace. There are many natural assets in the community, including the Trans Canada Trail and Jackson Creek, which runs through the heart of the neighbourhood.

Home to many seniors and young adults, and this neighbourhood has a lower income on average than the city of Peterborough as a whole, and many of its residents experience poverty. It is also an active neighbourhood; many people get around by walking, biking, and transit, although there are some areas in the community that lack safe infrastructure for active travel.

This Vision document provides creative design solutions to address neighbourhood-wide concerns. With community connections built through pop-ups on the street, hosting community BBQs, visits to seniors' homes, exploratory walks, door-to-door invitations, a **Photovoice** project, and a rewarding partnership with the Reid McDonnell Neighbourhood Association, NeighbourPLAN was able to reach a group of committed residents who act as project champions. We were also able to reach hundreds of other residents who contributed the development of this Vision.

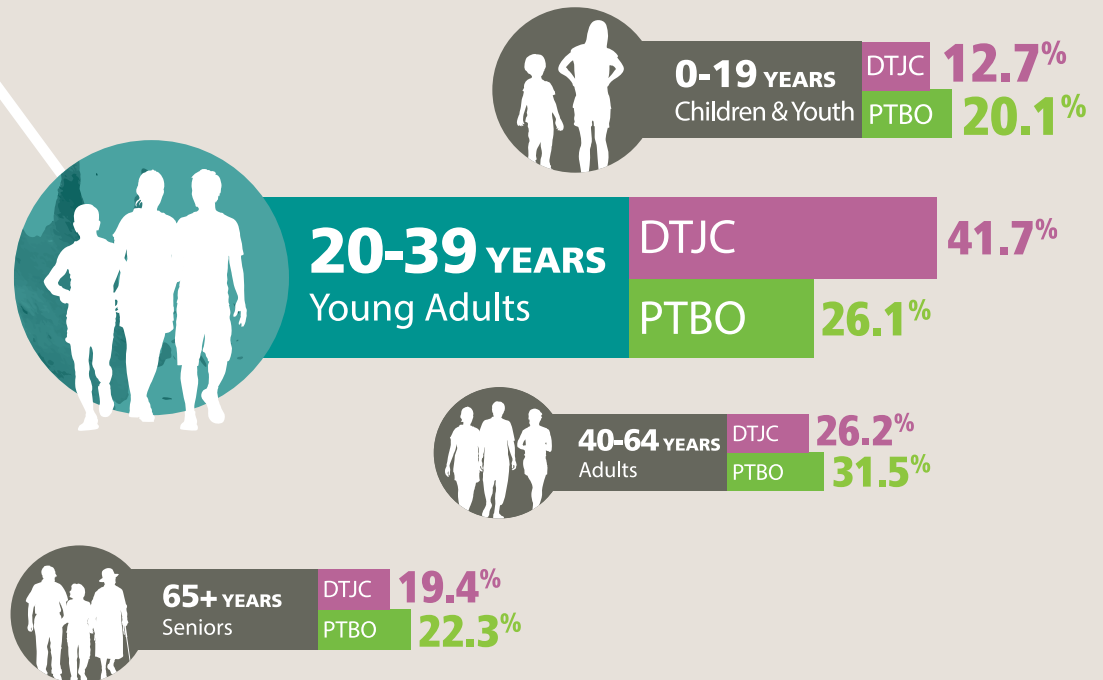
During our engagement in the Downtown Jackson Creek neighbourhood, the NeighbourPLAN team worked to balance diverse voices, and we sometimes encountered competing views. We have done our best to reflect the many desires, needs, and aspirations for the neighbourhood throughout this document, and to uphold voices that are often left out of traditional planning processes. The unique ideas and solutions that came out of this participatory planning process in Downtown Jackson Creek are presented in this Vision.

INCOME PEOPLE HOUSING



DTJC has extremely low rates of home ownership compared to the Peterborough average

DTJC		PTBO
13.4% OWN	▼	62.1% OWN
86.6% RENT	▲	37.9% RENT



Project Timeline

Engagement activities to date

Within each of the project phases, a wide range of co-design activities are used to engage diverse voices. Descriptions and facilitation materials for these co-design activities are available in the Active Neighbourhoods Canada online toolkit, hosted at www.participatoryplanning.ca. Some of the activities conducted in the Downtown Jackson Creek neighbourhood include:



2018

June
BBQ Launch in the neighborhood



September:
Map chats at retirement residences and other local organizations
Vision Tree Exercise



November:
Resident Committee Meeting
Empathy Walk





MEETINGS



POP-UP EVENT



ENGAGEMENT SESSION



MAJOR EVENT



January:

Resident
Committee Meeting
Portrait Presentation
with Designer



May

Resident Committee
Meeting



July

Resident
Committee Meeting
Rubidge Park Picnic
Pop-up at Simcoe
Bethune Park



September

Resident Committee Meeting
Resident submission to the City
of Peterborough Official Plan
Review

One-on-one interviews with
clients of PARN's harm reduction
and services Women and HIV/
AIDS Initiative

2019

March

Resident Committee
Meeting

April

Partner Meet and Greet
Neighborhood Gathering
and Portrait Reveal



June

Resident Committee
Meeting
Vision & Design
Workshop



August

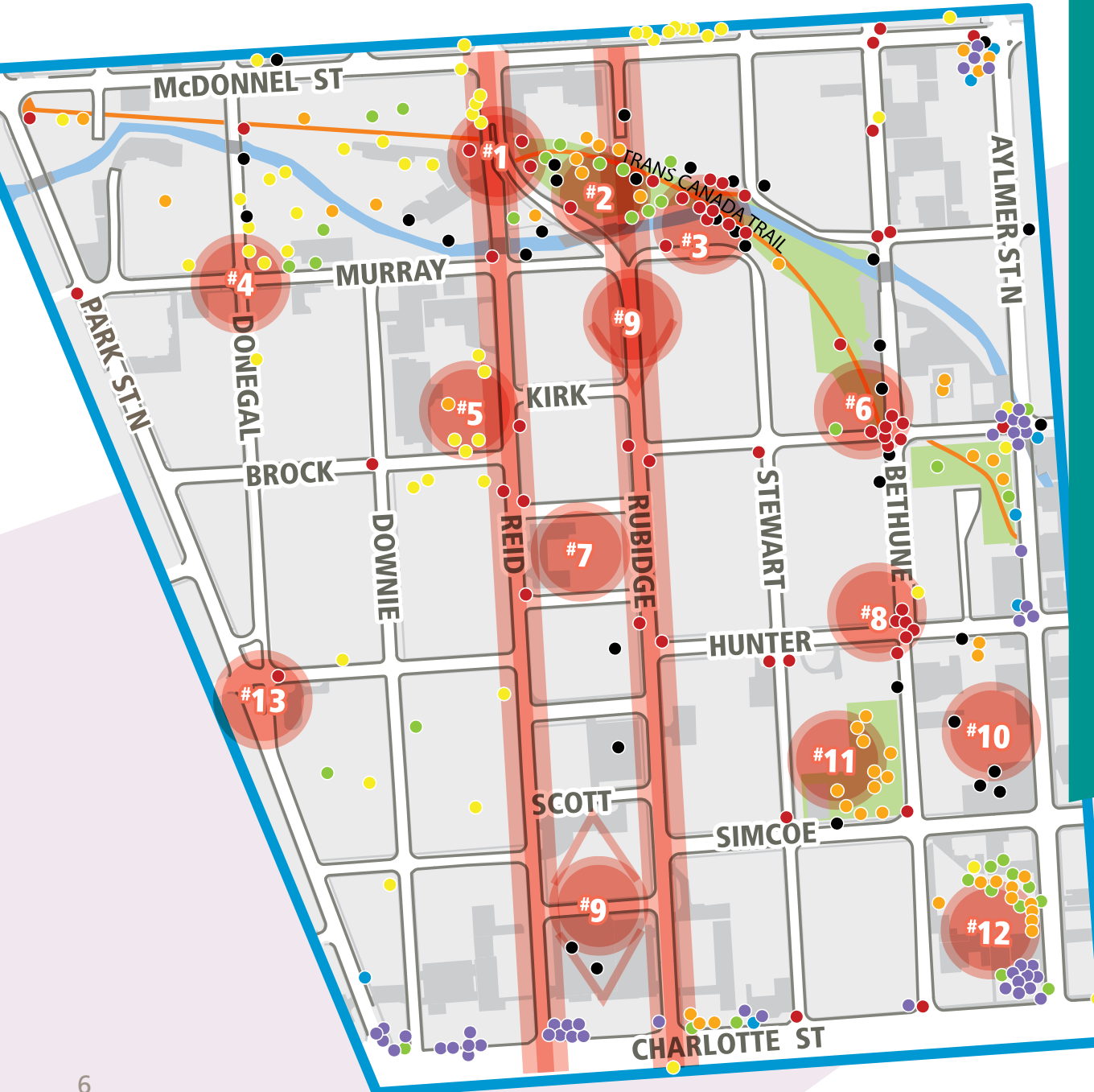
End of Summer BBQ
and design workshop
shareback



Nov - Jan

Creation of the
Vision for the
Downtown
Jackson Creek
Neighbourhood

Asset + Hotspots Map



TOP PRIORITIES

Across all of our engagement activities, two overarching themes for the neighbourhood emerged:

#1. Safe, inclusive, and inviting neighbourhood: Public spaces are plentiful, safe, and accessible for the diverse communities that live, gather, and work in Downtown Jackson Creek. Residents are able to make new relationships and feel connected to one another.

#2. Reducing Barriers: Everyone is able to comfortably live and travel in Downtown Jackson Creek, regardless of age, income, physical mobility needs, and other factors. The neighbourhood is accessible, housing is affordable, and people have access to the social services they need.

LEGEND: Places that I...

- | | |
|--|--|
| ● Live | ● Work |
| ● Play & Gather | ● Feel Proud of |
| ● Shop | ● Feel Afraid of |
| ● See Opportunity | |

#1 Two-stage crossing at Reid & Rubidge

This crossing is challenging. Traffic moves quickly, and vehicles coming down the hill on Rubidge St. are difficult to see. There are no tactile or audio warnings for those with visual impairments and people using mobility devices have challenges navigating fences.

#2 Rubidge Park

This park is an asset. People love the Trans Canada Trail, and use the park to walk dogs and play sports. Residents see opportunities to enhance this park with better seating, garbage disposal, lighting, and play structures.

#3 Bridge on Trans Canada Trail

This bridge has been a controversial site in the neighbourhood. Many people enjoy the bridge, and see it as a peaceful place to sit and gather. However, some people experience fear here, especially after dark. There are also concerns about the bridge's surface quality and lack of maintenance. There is a need to consider the diverse users of this space and look for solutions that benefit all.

#4 Downie St. & Donegal St.

People enjoy taking strolls down some of the residential streets and appreciate the gardens and architecture.

#5 Kawartha Participation Projects

It is important to have diverse housing in the neighbourhood. KPP provides housing for people with disabilities. However, residents have noted that it is hard for people using mobility devices to navigate the crossings and narrow sidewalks on Reid.

#6 Bethune St. - Road Quality

People are concerned with the quality of infrastructure on Bethune St. The road is bumpy, with missing sidewalks, poor lighting, and inadequate connections to the Trans Canada Trail. These concerns may be addressed with the upcoming Bethune St. redevelopment.

#7 "Church Row"

Residents appreciate the many churches in their neighbourhood. The architecture along Church Row gives the community a unique character. As church congregation numbers decline, residents would like to explore the possibility of re-purposing these sites for community uses.

#8 Bethune St. - Social Concerns

Residents have noted social concerns on Bethune St., with drug use and sex work present along this corridor. Going forward, the project must consider the safety and needs of all users of this street, including sex workers and people that are living with addictions. People have suggested a 24-hour drop-in safe space, a safe injection site, and/or a public sharps disposal bin.

#9 Reid St. & Rubidge St.

The speed of traffic along Reid St. and Rubidge St. is a key concern. These streets lack safe crossings, and people have noted dangerous encounters at intersections. Rubidge St., in particular, has no signalized crossings for a 750-metre stretch, between Charlotte St. and McDonnell St. People have suggested converting these streets to two-way traffic, adding signalized crossings, enhancing sidewalks and incorporating bike infrastructure.

#10 Old Baskin Robbins Ice Cream Factory

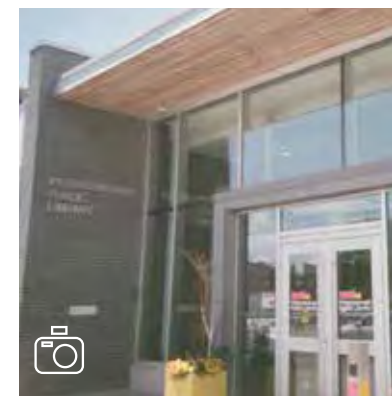
People see this site as a place of opportunity. What could go on this block in the future?

#11 Simcoe Bethune Park

People celebrate recent enhancements to this park, like the updated basketball courts, but have also suggested further improvements, like a splash pad.

#12 Library

The recently renovated library is an asset that is celebrated!



#13 Park St., Hunter St., and Donegal St. Intersection

Park St. is a desirable route for pedestrians and cyclists, as it helps them avoid the heavy traffic on Reid St. and Rubidge St. However, Park St. also has challenges, including traffic speeds, poor accessibility, a lack of cycling infrastructure, and gaps in the sidewalk network. In particular, residents feel that the Hunter St., Park St., and Donegal St. intersection is confusing and hard to navigate. This five-way intersection includes slip lanes for turning right, confusing sections of one-way traffic, and a lack of stop signs in several directions.

Guiding Principles for Downtown Jackson Creek

Residents of the neighbourhood brainstormed these guiding principles. They have been identified as priorities for the design concepts put forward in this vision document. Each design concept presented on the following pages uses the icons below to show which guiding principles it advances.



1. Accessible

Members of the community with all abilities can easily move, work, shop, and play.

Residents have noted accessibility concerns in Downtown Jackson Creek, including missing and damaged sidewalks, dangerous crossings, and inaccessible bus stops.



2. Connected

All members of the community can get around easily and safely whether they walk, ride, wheel, bus, or drive.

There could be improvements to the current transportation networks in the neighbourhood. On-road cycling infrastructure is lacking on major routes, including Park St., Reid St., Rubidge St., Charlotte St., and Aylmer St., and there are gaps in the pedestrian infrastructure within the neighbourhood.



3. Community-oriented

The neighbourhood has spaces and opportunities to meet new people, share stories, and make connections.

Residents have suggested enhancements to neighbourhood parks and trails, and would like more opportunities to bring the community together around food and shared interests.



4. Safe

The neighbourhood feels safe, so everyone can enjoy public spaces and feel welcomed and comfortable.

Residents have suggested that more pedestrian level lighting would make them feel more comfortable travelling around the neighbourhood at night. There are also safety concerns related to traffic and pedestrian crossings.



5. Vibrant and Clean

There are amenities to help keep the neighbourhood clean so that everyone can continue to enjoy public spaces.

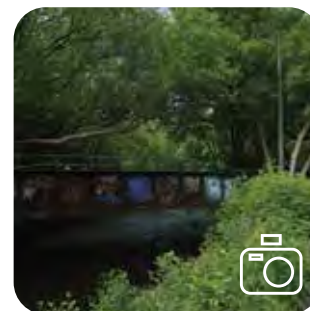
Residents would like to see more garbage and recycling bins, and have suggested enhancements to public spaces to make them more vibrant and colourful. Residents would also be keen to host more community litter pick-ups.



6. Natural and Green

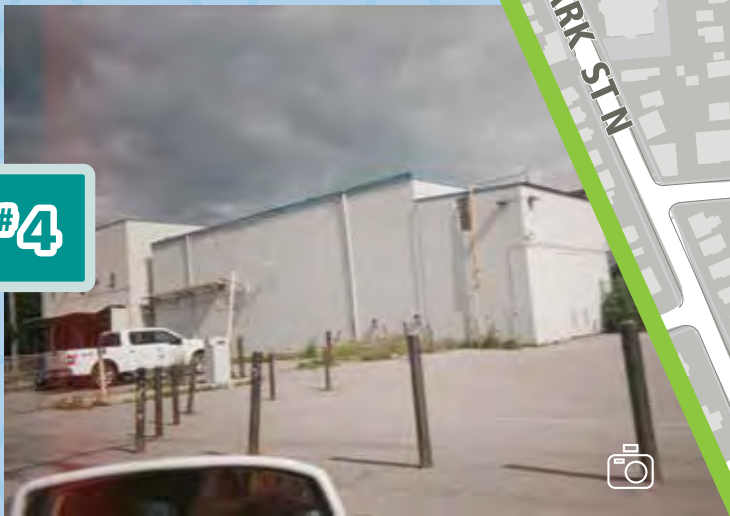
Plans should add or enhance green spaces, which support better air quality, stormwater management, beautification, and mental well-being.

Residents would like to celebrate the natural assets of the neighbourhood including the parks, trails, and Jackson Creek. Residents would like better access to the creek, and have suggested adding natural play spaces in the park for children.





#4



#5



OVERVIEW OF FOCUS SITES AND ISSUES

#1 Reid St. & Rubidge St. Corridor

This area focuses on traffic speeds along these three-lane one-way streets, and addresses concerns about sightlines, and pedestrian and cyclist safety.

#2 Park St. Corridor

This corridor focuses on pedestrian and cyclist connections, and proposes a new design for the particularly complicated intersection where Park St., Hunter St., and Donegal St. meet.

#3 Rubidge Park and the Trans Canada Trail

This site focuses on enhancement of a large green space in the neighbourhood, celebration and restoration of Jackson Creek, and a need to consider diverse users of this green space.

#4 Creative Redevelopment

This section explores ways to promote increased housing options through zoning, and encourage a transition of uses in the neighbourhood, while preserving its unique architectural heritage.

#5 Harm Reduction and Addressing Stigma

This section presents ideas for harm reduction services, and ways to address stigma and reduce tensions between different communities sharing neighbourhood spaces.



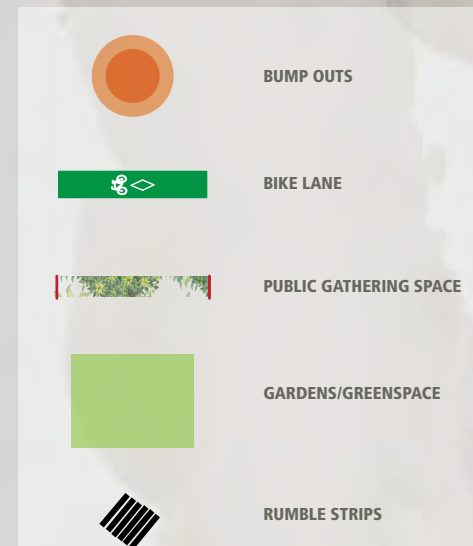
Throughout the vision, you will see the “resident action” icon next to some of the design ideas. Ideas with this icon are “quick wins” that residents might be able to achieve within a shorter timeframe, with the support of the NeighbourPLAN program or other partners. Other ideas are longer-term visions, but let’s get started right away!

Reid St. & Rubidge St. Corridor

Reid St. and Rubidge St. are heavily traveled routes in the neighbourhood for both residents and non-residents. Currently, Reid St. and Rubidge St. are both one-way streets, and each is three lanes wide. This street configuration primarily serves vehicle traffic, as vehicles are able to move through at quick speeds. Many residents feel that these streets lack safe crossings, cars travel too quickly, and the intersections are confusing to navigate. Residents feel that Reid St. and Rubidge St. have the potential to become safer and more accessible active transportation corridors, and would like to see better infrastructure for cycling and walking. Rubidge St. in particular has no signalized crossing for a 750-metre stretch between Charlotte St. and McDonnell St. Residents want to explore traffic calming measures for Reid St. and Rubidge St., such as reducing the number of lanes and adding rumble strips. Accessibility along these routes is especially important to residents. Kawartha Participation Projects, located on Reid St., is an amazing asset that provides housing for people with disabilities. However, residents have noted Reid St. and Rubidge St. are difficult to navigate, and make it challenging for residents of the Kawartha Participation Projects to travel downtown.



BUMP
OUTS



Visionary Rendering

This image shows what Rubidge St. at Hunter St. could look like with a curb bump-out, buffered bike lane, and dedicated parking. All of these components fit into the currently paved roadway by reducing the drive lanes.



DESIGN CONCEPTS

Change the traffic flow on Reid St. and Rubidge St., and add bike lanes

At the design workshop, residents explored different options for traffic flow on Reid St. and Rubidge St. Although we are not presenting a preferred vision, residents were strongly in favour of adding bike lanes, regardless of which other features are included. Some popular ideas included:

- Converting the streets from one-way streets to two-way streets (in order to slow traffic and make traffic flow patterns less confusing)
- Keeping both streets one-way, but building in complete streets design
- Differentiating the street uses between the two streets, making Rubidge St. a more pedestrian and cyclist focused street, and Reid St. a street with more potential to move traffic and transit vehicles



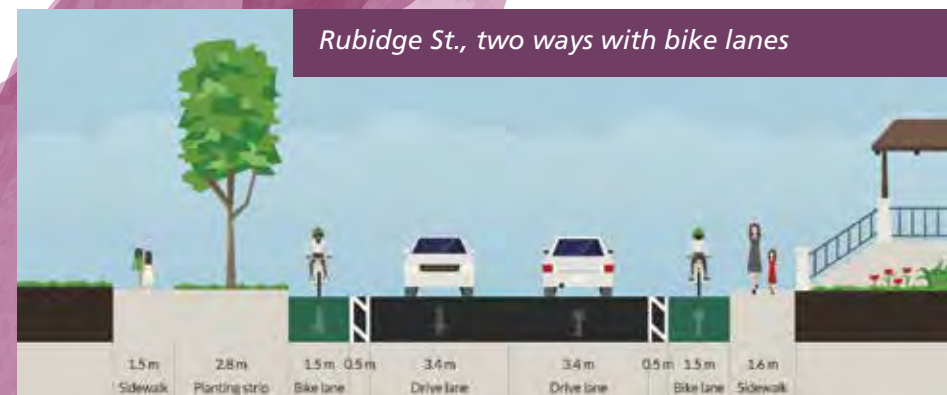
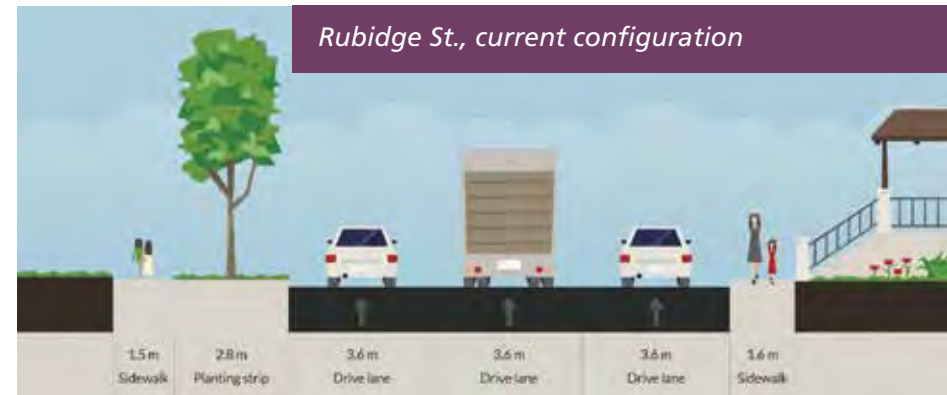
Connected



Safe

Traffic is bad, and hard to get across

Sidewalks right beside the fast-moving cars feels unsafe.



Bump-outs at crossings

Use curb bump-outs at pedestrian crossings to decrease crossing distance and slow traffic.



Connected



Safe



Accessible

Add new pedestrian crossing(s)

Improve the walkability of this area by adding new pedestrian crossings at priority locations including Rubidge St. at Hunter St. (similar to the one currently on Reid St. at Hunter St). Consider additional crossings, like on Rubidge St. and Reid St. at Kirk St. Ensure that curb cuts are accessible at all crossings.



Connected



Safe



Accessible

Add rumble strips on Rubidge St. as it curves along the hill towards McDonnell St. to slow traffic

This will slow traffic, and alert drivers of the upcoming pedestrian crossing. Residents are open to other ideas to calm traffic, but traffic speed is a key concern along this corridor.



Safe



This is an example of a curb bump-out. In this example, the crossing distance is reduced for pedestrians, and space is freed up for garden plantings.



This is an example of rumble strips. The textured strips alert drivers that they need to slow down and keep an eye out for pedestrians.



Close off some side streets to traffic (suggested streets include Brock St., Scott St., and/or Hall St.)

Closing off a few of the side streets would open up space for parks or future housing development sites. It would also reduce the number of short cross-streets, which chop up the street grid.



Connected



Community Oriented



Natural & Green

Add play or gathering space to increase activity

Make use of existing green spaces, like the church lawns, for increased park space in the neighbourhood. Reach out to churches to see if there are community uses that they may support on their outdoor spaces, such as benches, gardens, community art, or other creative and low-cost ways to improve the green spaces.



Community Oriented



Natural & Green

RESIDENT QUOTE

Closing streets is amazing. It would also help with snow removal and other things.



This is an example of a side street closed to traffic and re-purposed for people and bikes at the Terraces Roy in Montreal.



Park St. Corridor

The Park St. corridor is a desirable route for cyclists and pedestrians in the Downtown Jackson Creek neighbourhood. However, residents are concerned with fast-moving traffic and incomplete sidewalks, and the impacts on cycling and walking. Opportunities for enhancement exist, as Park St. has a wide right-of-way and is included in the City of Peterborough's Proposed Cycling Network.

In particular, residents find the intersection of Hunter St., Park St., and Donegal St. confusing and hard to navigate. Residents have proposed some creative ideas to tighten this intersection, slow traffic, and repurpose some of the excess pavement.



EXISTING CURB LINES



PROPOSED NEW CURB LINES



PROPOSED NEW SIDEWALK



PROPOSED NEW BIKE LANE



RAIN/POLLINATOR GARDEN



STREET TREES



Cul-de-sac Donegal St. at Hunter St.

Create a cul-de-sac at the south end of Donegal St. to simplify the intersection. This will allow the intersection to become a four-way crossing. Excess pavement could be depaved and turned into a pollinator garden with a walkway. Keep connections for pedestrians and cyclists through the garden.

-  Community Oriented
-  Natural & Green
-  Accessible
-  Connected

Accessible four-way crossing

Make a four-way stop at Park St. and Hunter St. and add crosswalks and accessible curb cuts.

-  Accessible
-  Connected



DESIGN CONCEPTS

Depave right turn slip lane on Park St. at Hunter St.

Slow down traffic turning right by removing the slip lane and tightening the intersection. This will make crossings shorter, easier, and more accessible. This area could be depaved and turned into a rain garden.



Safe



Accessible



Natural & Green



"Awkward intersection. Traffic is too fast."

"Every road should have bike lanes to maintain lower accident [rate.]"



This is an example of a depave project from Peterborough. At this site, behind the No Frills on George St., a section of road was removed and replaced with water wise and pollinator-friendly plantings.



A Complete Street!

Park St. has a road allowance wide enough to accommodate bike lanes and sidewalks on both sides of the street, even in the stretch that is currently missing a sidewalk (between Hunter St. and Simcoe St.). Narrowing the current drive lanes to an acceptable standard would free up space for these other uses, without needing to increase the width of the paved area.



Add bike lanes on Park St.

Improve cyclist connections by installing bike lanes on both sides of Park St.



Connected



Safe

Complete and improve pedestrian infrastructure

Add sidewalks on the east side of Park St. and improve sidewalks along the corridor, including ensuring that curb cuts are accessible.



Safe



Accessible



Connected

Rubidge Park & the Trans Canada Trail

People love the Trans Canada Trail, and use the green space adjacent to it to walk dogs, picnic, and play games. The residents of Downtown Jackson Creek call this "Rubidge Park" and have been working hard to make the park more of a community space. Residents have formed a neighbourhood association, called the Reid McDonnell Neighbourhood Association, to bring more programming and activities to the park like clean-ups and BBQs. Relative to the density of the neighbourhood, there is little public community space in Downtown Jackson Creek. Since many people live in apartment buildings, many residents do not have backyards or porches to enjoy the company of their friends. As a result, the park is an important gathering space.

The bridge along the Trans Canada Trail has been a spot in the neighbourhood that has sparked much discussion and some disagreement amongst residents. Many people enjoy the bridge, and see it as a peaceful place to sit and gather. However, some people experience fear and discomfort travelling through here, especially after dark. There are also concerns about the bridge's surface quality, graffiti, and lack of maintenance. Many residents see opportunities to enhance the park and the bridge, and also see a need to consider diverse users of this space, and look for solutions that benefit all.



DESIGN CONCEPTS

Install pedestrian lighting

Add more lighting along the Trans Canada Trail and in the park, but ensure lighting is sensitive to wildlife and lights up the path adequately for pedestrians.



Safe



Connected

Community gardens and fruit trees

Reach out to Nourish, and start a garden in the park. Build accessible raised beds, and plant some fruit trees so that the community can enjoy fresh fruits.



Natural & Green



Community-Oriented



Celebrate Jackson Creek

Rehabilitate the shoreline along Jackson Creek by planting native plants and improving access to the creek.



Vibrant & Clean



Natural & Green

Add more waste disposal bins and a community board

Install a community board by the bridge as a place for people to share information on events and resources. Add more garbage and recycling bins to keep the park cleaner.



Vibrant & Clean



Community-Oriented

Enhance the bridge

Improve the surface quality of the bridge and possibly paint the sides. This could be a potential art project for students or the community.



Safe



Connected



Accessible



Vibrant & Clean



Naturalized play area

Create a naturalized play area using elements like logs, rocks, and trees to encourage children to play creatively.



Natural & Green



Community-Oriented

What is one desire you have for the future of your Neighbourhood?

"A natural playscape in the park that complements the Creek corridor"

"Would like a play structure in the park here, and safe needle disposal bins."

RESIDENT QUOTES

"Love the trail, but tend not to take after dark"

"Better lighting! Makes the trail feel safer."



NATURALIZED PLAY AREA



This is an example of a naturalized play area from close to home! This play area is located at the Camp Kawartha Environment Centre. Peterborough Public Health released Outdoor Playspaces for Children: An Evidence Review in 2017 that speaks to the benefits of naturalized play areas.

Creative Redevelopment

The city of Peterborough is a rapidly growing urban area¹. With population growth occurring in our city, it is important to think ahead and consider how we can add housing and services to our downtown, while maintaining the character of local neighbourhoods.

As a centrally-located neighbourhood, Downtown Jackson Creek has potential to densify and change in the coming years. In particular, Downtown Jackson Creek is home to church buildings that are positioned on large plots of land, some of which have declining congregation numbers, and one of which has already been decommissioned as an active church. These church sites, along with under-utilized pieces of land, such as the former Baskin Robbins ice cream factory and large parking lots, provide potential for **infill development** in the neighbourhood.

As this neighbourhood transitions, residents would like planners, developers, and policy makers consider the design concepts presented in this section.

"I am homeless and want better housing on Park Street."

1. <https://www.cbc.ca/news/canada/windsor/stats-can-population-census-1.5075855>

Preserve architectural heritage

Downtown Jackson Creek is full of beautiful heritage buildings, including the churches, Cox Terrace, Hutchison House, and many heritage homes. They add character to the neighbourhood, and residents want to maintain this architectural heritage as new development occurs.



Community-Oriented

What is infill development?

Infill development is an urban planning term. It refers to the process of repurposing vacant or underused pieces of land that are within an already built up urban area, and using these sites for new developments. It is a way of adding additional housing and services to neighbourhoods that already exist, rather than building new neighbourhoods on undeveloped land outside the city (e.g., suburban developments). Infill can help keep housing close to services. It also helps to avoid urban sprawl, and promotes healthier transportation choices by creating denser and more complete communities.



Encourage creative redevelopment and use of church buildings.

As church congregation numbers decline, encourage innovative uses of the buildings, including mixed-income housing or community space.



Community-Oriented



In 2016, the former Knox United Church was redeveloped into a 41-unit affordable housing building. This redevelopment was an example of a partnership between a private developer and the City of Peterborough.

Promote mixed-use

Housing is critically important in the Downtown Jackson Creek neighbourhood, but residents also want to see a mix of uses available in the area. Since many people do not drive, people want to be able to access shopping, services, and employment opportunities close to home.



Community-Oriented



Connected



George St. is an example of a mixed-use area in Peterborough. As the population grows, there is an opportunity for new developments in neighbourhoods like Downtown Jackson Creek to include a mixture of uses.

Reduce and re-purpose surface parking lots

Since the neighbourhood is very walkable, has great transit access, and has a growing cycling network, people would like to reduce the amount of space taken up by parking lots. Further, many people in the neighbourhood do not drive because of factors including income, age, ability, or choice to use alternatives.

Reducing parking requirements for new residential buildings could free land for other uses.



Natural & Green



Community-Oriented

Why do parking requirements matter?

Minimum parking requirements for new developments are set out in the City's Zoning By-Law. Most of the Downtown Jackson Creek neighbourhood falls within an area just outside the downtown core, known as "Parking Area 2" in the current Zoning By-Law. For new residential developments in this area, 1.5 parking spaces must be provided per unit. Commercial buildings also have minimum parking requirements.

These parking requirements mean that large pieces of land in the downtown are set aside as parking lots, whether or not there is an actual need for such a high number of spots.

Reassuringly, parking requirements may be changing in our downtown. The Draft Official Plan supports exemptions for some parking requirements for developments within the Central Area, which includes all of the Downtown Jackson Creek neighbourhood.

Keep housing affordable and accessible

It is important that the people who live in Downtown Jackson Creek currently are not displaced as the neighbourhood changes. Promote the development of affordable housing units, particularly within **mixed-income buildings**, to keep the neighbourhood affordable for current residents and other lower-income people looking to move to the neighbourhood.



Community-Oriented



Accessible

How can we focus on mixed-income housing?

Currently there seems to be little that a municipality can do to require that affordable housing is prioritized. In 2016, amendments to the Planning Act allowed municipalities to implement a new tool called inclusionary zoning, which would require affordable housing units to be included in residential developments. In 2019, Bill 108 restricted municipalities so that they can now only implement inclusionary zoning in special transit areas.

Inclusionary zoning was providing the jumping off point for conversations about affordable housing, geared-to-income housing, mixed-income neighbourhoods, and mixed-income buildings. Now cities must find other tools to ensure that equitable housing options that provide for inclusive communities are planned for and built within their boundaries.



This is an example from Detroit where parking lot has been re-purposed for a community garden.



The Mount Community Centre, a former convent, is a housing, food, and services hub. The Mount is an example of a not-for-profit-led mixed-income housing project.

Resident Action!

Residents have already taken action to advocate for some of the ideas in this section of the Vision. The Downtown Jackson Creek resident committee submitted a response to the City's Official Plan review process in September 2019.

"Re-developing [the church] buildings is my #1 choice, as I am homeless"

"Along Church Row [there are] key opportunities for infill and repurposing, with community space"

RESIDENT QUOTE

"[We need] better quality housing and more responsive and responsible landlords"



Harm Reduction & Addressing Stigma

Housing and social services are usually outside of the realm of the work that the NeighbourPLAN program engages in. However, we learned early in our engagement that these concerns are critical to the people living in the neighbourhood, and are tied to the use of public space.

The NeighbourPLAN program wants to create public spaces and services that support all people, including individuals experiencing addictions, poverty, and homelessness, or who are sex workers. People in these communities have a right to safe spaces and **harm reduction** services. There is also a need to build understanding and empathy between different communities, and to help people co-exist happily and safely in public spaces.

Some of the conversations we had in the neighbourhood suggested that **stigma** may play a role in how the neighbourhood is viewed and used. We heard residents make negative comments about people living in poverty or experiencing homelessness in the neighbourhood, people experiencing alcohol and drug addictions, and people engaged in sex work. Sometimes, people making these comments said sharing public space with people from these communities makes them fear for their own personal safety, though the majority of residents hadn't actually experienced an unsafe encounter. This sense of fear can be addressed both through changes to the built environment (e.g., adding lighting in key areas), and through building empathy and understanding between different communities and users of space.

To better understand and address these concerns, we worked with partners like PARN: Your Community AIDS Resource Network to hear from people with lived experience of engaging in sex work, illicit drug use, and/or the trafficking of drugs. Partners from Peterborough Public Health and Community Mediation Peterborough also facilitated a table about these subjects at the design workshop. Collaboratively, workshop participants came up with some ideas to address social concerns in the neighbourhood. We also worked with PARN to discuss and validate these ideas with individuals with lived experience, who may have faced barriers to attending the design workshop.





What is Harm Reduction?

Harm reduction is an approach to reducing the health and safety risks associated with activities including drug use and sex work. It is a movement that is based in respecting the dignity and autonomy of individuals who use drugs or are employed as sex workers, while also working to “meet people where they are at” and provide non-judgemental services and supports to keep people safer. A harm reduction framework gives individuals the materials they need to minimize the risks associated with activities that are inherently risky. These activities are risky for a range of reasons, including the potential of exposure to blood borne infections, overdose risk, and criminalization.

For people engaged in substance use, harm reduction strategies could include things like needle and equipment exchanges, safer injection sites, training for overdose prevention, publicly accessible sharps disposal bins, and more. For sex workers, harm reduction approaches could include providing condoms, lube, and other safer sex supplies, regular STI screening and treatment, and drop-in safe spaces.

What is Stigma?

Stigma is a negative stereotype that people hold against certain communities or individuals, based on factors like their social or economic status, mental health, addictions, or more. These stereotypes are based on assumptions or misconceptions, and are a form of discrimination and prejudice. Stigma is harmful to the people who are on the receiving end of these judgments.

RESIDENT QUOTES

“The bridge [in Rubidge Park] is peaceful. People might look “sketchy”, but if you say hi they are nice!”

What does the Harm Reduction landscape look like in Peterborough?

Many organizations in Peterborough are working together to support harm reduction. Some of the ideas that residents put forward to address harm reduction are already underway or in the works for the Downtown Jackson Creek neighbourhood. Some of these organizations and services are highlighted below:

PARN - Your Community AIDS Resource Network has a Harm Reduction Works program, which provides people with free access to harm reduction supplies, including safer injection equipment and safer inhalation equipment. These resources can be found at locations throughout the city. **Learn more at www.parn.ca.**

The Nogojiwanong Friendship Centre has a program called the All Our Relations Outreach Program, which works in partnership with other agencies, including PARN, Salvation Army, and the City of Peterborough to provide outreach and harm reduction supplies to Indigenous women and girls involved in sex work, and Indigenous people experiencing homelessness. This program has outreach vans and they offer well-being and life-skills workshops. **Learn more at www.nogofc.ca.**

Peterborough Public Health supports harm reduction through initiatives such as the installation of public sharps disposal bins, and has made public statements in support of a safe injection/consumption site. They also manage and facilitate the distribution of Naloxone (an overdose reversal medication) via service providers at multiple points of contact throughout the city.

Learn more at www.peterboroughpublichealth.ca

The Peterborough Drug Strategy is a “locally-based approach that involves stakeholders from various sectors to identify and address gaps in the local system, with the goal of reducing the negative impacts of substance use for individuals, families and the community as a whole.” The Drug Strategy brings together key players like Peterborough Public Health, PARN, FourCAST (Four Counties Addictions Services Team), Peterborough Police Services, the Ontario Provincial Police, Peterborough Social Services, the Peterborough Family Health Team, and more to work together towards four pillars: prevention, harm reduction, treatment, and enforcement. **Learn more at www.peterboroughdrugstrategy.com**



DESIGN CONCEPTS

"Good idea if the gardens are kept up by Anishinaabe Kwe"

Sites to re-develop for housing or community services

Encourage the future development of mixed-income housing in open or underused lots. Develop a by-law to ensure that a portion of units in all housing developed is affordable. As church congregations decline, consider re-purposing the church buildings for housing or community uses, but maintain the heritage buildings.



Community-Oriented

Outreach trucks

Mobile trucks to provide food, safer sex supplies, clean needles, naloxone, and other harm reduction supplies.



Accessible



Safe



Community-Oriented

Sharps (needle) disposal bins

Support the proper and safe disposal of needles. Helps keep public spaces cleaner



Vibrant & Clean



Safe Neighbourhood

Flower and garden plantings

Plant native flower and plant species. In partnership with Indigenous communities and organizations, create a Indigenous-led native plant garden or raised garden



Natural & Green



Community-Oriented



Hub for social services

The abandoned school building on Hunter St. and Rubidge St. could become a site for a new social services hub.



Community-Oriented

Water stations/water refill stations

Provide clean drinking water to anyone that needs it.



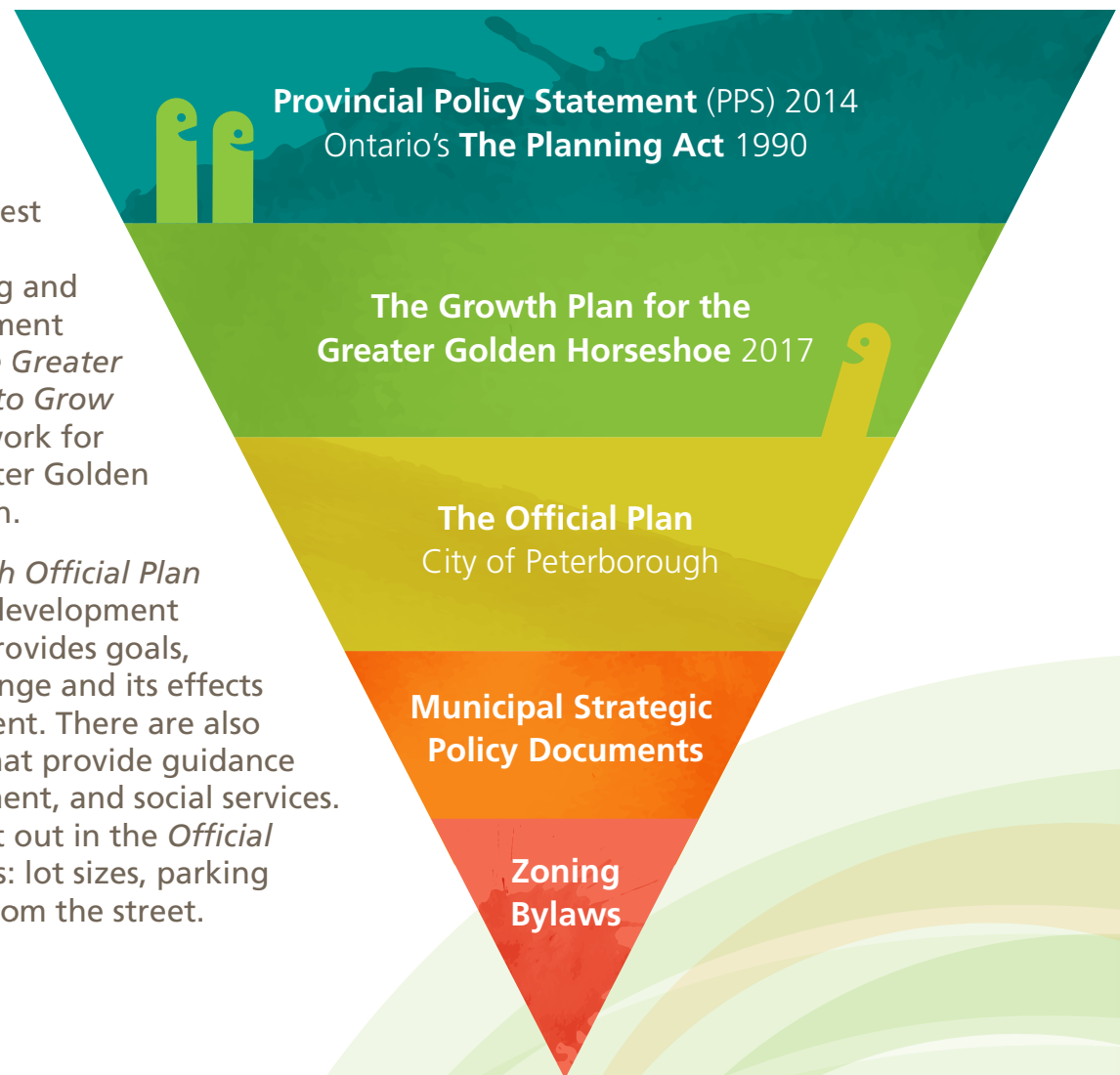
Community-Oriented

"Awesome idea for water! Also have some lower for animals, like dogs!"

Planning Policy Decision-making Pyramid

Many provincial and municipal policies and strategic documents determine how our cities and neighbourhoods are designed. At the highest level, *Ontario's Planning Act* and the *Provincial Policy Statement* set out decisions for managing and directing land use to achieve efficient development and land use patterns. The *Growth Plan for the Greater Golden Horseshoe*, approved under the *Places to Grow Act*, is a long-term plan that provides a framework for managing the growing population in the Greater Golden Horseshoe region, which includes Peterborough.

At the municipal level, the *City of Peterborough Official Plan* sets the direction that shapes the growth and development of the city to the year 2041. The *Official Plan* provides goals, objectives, and policies to manage physical change and its effects on the social, economic, and natural environment. There are also many other municipal policies and strategies that provide guidance on transportation, infrastructure, the environment, and social services. *Zoning by-laws* operationalize the guidance set out in the *Official Plan* by enforcing specific requirements, such as: lot sizes, parking requirements, building heights, and setbacks from the street.



Supporting the Vision through Policy

Residents' visions for the Downtown Jackson Creek neighbourhood are supported by many provincial and municipal policies and strategic documents. A few examples of supportive policy connections are included in this section of the Vision.

▼ A Provincial Mandate for Strong Communities

Ontario's *Provincial Policy Statement (PPS)* is issued under the *Planning Act*, and determines the policy foundation for planning decisions across the province. The most recent *PPS*, issued in 2014, focuses on building strong communities. The Vision for the Downtown Jackson Creek Neighbourhood shares many core values with the *PPS*, and finds support through the following sections:

1.5 Public Spaces, Recreation, Parks, Trails and Open Space, which supports the promotion of healthy and active communities through active transportation connectivity, recreational spaces, and equitable distribution of recreation opportunities.

1.6 Infrastructure and Public Service Facilities, which includes sections on transportation systems and corridors. These sections encourage the integration of transportation and land-use planning, and promote well-connected and multi-modal transportation systems.

2.0 Wise Use and Management of Resources, including the protection and promotion of Natural Heritage resources.



▼ A Community That Manages Growth Sustainably

Peterborough is part of the Greater Golden Horseshoe region, and therefore planning for growth in our community is governed under the *Growth Plan for the Greater Golden Horseshoe*, which is part of the *Places to Grow Act*. The *Growth Plan* includes a list of Guiding Principles (section 1.2.1) that begins with a strong commitment to, “support the achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime.”

Some specific sections of the *Growth Plan* that align with the Vision include:

Where and how to grow

Section 2.2.1.4 on Managing Growth, which supports the achievement of complete communities through access to services and amenities, a range of safe transportation options, and a diverse mix of land uses.

Section 2.2.4 on Transit Corridors and Station Areas, which discusses planning for transit-supportive communities and multi-modal integration of transportation systems.

Infrastructure to support growth

Section 3.2.3 on Moving People, which suggests the prioritization of public transit in infrastructure planning and transportation investments.

Section 3.2.5 on Infrastructure Corridors, which discusses considerations when adding or upgrading infrastructure corridors.

Protecting what is valuable

Section 4.2.2 on Natural Heritage Systems, which encourages the protection of natural features and biodiversity

Section 4.2.5 on Public Open Space, which encourages the development of publicly-accessible parkland.



▼ A Plan for Everybody

Under Ontario's *Planning Act*, each municipality in Ontario is required to have an *Official Plan*. These plans dictate the main goals, objectives, and policies for land-use planning in the municipality.

During the time that the NeighbourPLAN project has been working in the Downtown Jacksons Creek neighbourhood, the *City of Peterborough Official Plan* has been up for review. The new *Official Plan* may support resident visions in many ways, as many connections can be made between visions for the neighbourhood and the draft *Official Plan's* Guiding Principles and Policies. For example, one of the five principles, Complete Community, is defined as "convenient access to a mix of jobs, services, housing, food, public service facilities, open space, and transportation choices." This principle supports both of the top priorities in Downtown Jackson Creek, as residents want to see more affordable housing, services closer to home, better pedestrian infrastructure, better transportation choices, and more open and community space.

In September 2019, residents worked together with the NeighbourPLAN program to submit comments on the City's Draft *Official Plan*. These comments provided feedback on portions of the Plan, including some suggestions on how to accommodate growth in downtown neighbourhoods, support inclusionary zoning, increase affordable housing, implement Complete Streets, and more.

Opportunities to Contribute to Policy

1. Capital Projects are an opportunity for resident input

When there are major capital projects within the neighbourhood, such as the redevelopment of a street or park, residents are invited to give their input at several key points. During the *Environmental Assessment* process for new infrastructure projects, the City is required to gather citizen input through Public Information Centres (also known as PICs). Residents are encouraged to attend these opportunities as they arise, and to use this neighbourhood Vision to showcase the design principles and their overarching vision for the neighbourhood.

2. Municipal policies and strategies are regularly updated

Under provincial legislation, many city plans need to be regularly reviewed and updated. For example, under *The Planning Act*, all city *Official Plan* documents must be reviewed every ten years. Residents are encouraged to stay informed of timelines and harness upcoming opportunities for change by meaningfully participating in consultations and having their voices heard.

▼ Keeping Housing Accessible and Affordable

As this Vision document has illustrated, housing is an important concern in the neighbourhood. There are a few City policy documents related to housing and homelessness that are relevant to the housing concerns in the Downtown Jackson Creek neighbourhood.

The *10-Year Housing and Homelessness Plan (2014-2024)* contains twenty commitments towards ensuring that people have access to safe, affordable, and appropriate housing that meets their needs. These commitments are organized into four themes:

- Providing People-Centred Services
- Creating Housing Affordability
- Preventing Homelessness and Promoting Housing Stability
- Transitioning Out of Homelessness

Peterborough's *Affordable Housing Community Improvement Plan* seeks to support the production of affordable housing in the region through four primary objectives:

- Providing for public sector investment in affordable

housing opportunities,

- Stimulating private sector investment in the provision of affordable housing,
- Promoting the renovation and reuse of underused properties, and
- Promoting sustainable development including energy efficiency through the development of affordable housing projects.

This Plan includes important municipal incentives to support the construction of affordable housing, including waiving certain municipal charges and fees, which can promote developments like the highlighted example of Knox United Church.

Since the Downtown Jackson Creek neighbourhood is a part of the City's Central Area, the *Central Area Community Improvement Plan* applies to the neighbourhood, and this plan includes a *Residential Conversion and Intensification Grant Program*.

This program offers a grant to support property owners who want to convert their properties for residential purposes. It is specifically intended to promote the conversion of vacant spaces above retail units in the downtown core, but it can apply to other conversions within the Downtown Jackson Creek neighbourhood too.

▼ Shaping Peterborough's Public Spaces

A Comprehensive Multi-modal Transportation System

Some of the priorities for the neighbourhood focused on traffic volumes, speeds, and the accessibility of varied modes of transportation. Peterborough's primary transportation planning document, the *Comprehensive Transportation Plan (2012)*, focuses on supporting sustainable and active transportation, with emphasis on walking, cycling, and transit infrastructure. Sections that align with the priorities of Downtown Jackson Creek residents, include:

Section 5.8 on Neighbourhood Traffic Management (p157-163), which highlights techniques for traffic calming, and includes guidelines for when and where traffic calming interventions are applied. These techniques and guidelines may support future conversations about traffic on local streets.

Section 5.3 on Active Transportation and 5.4 on Public Transit (p102-145), which outline strategies to support the increased use of these types of transportation.

Cycling Network (p122-136) illustrates a *Proposed Ultimate Cycling Network and Implementation Strategy*. Park St. is currently included in this proposed network. This supports the vision for future bike lanes on Park St..



▼ A Walkable Community

Residents are concerned with having a safe, accessible, and well-connected pedestrian network. This is a priority for the City as well. Alongside the *Comprehensive Transportation Plan*, the City's *Sidewalk Policy (2016)* requires that sidewalks are built on both sides of new or redeveloped streets. In instances where sidewalks are currently missing, the *Sidewalk Strategic Plan (2016)* creates a system to prioritize the provision of new sidewalks to fill these gaps. The missing sidewalks identified by residents and addressed through their design concepts are all given a priority rating within the *Sidewalk Strategic Plan*. It is estimated that the remaining high priority sidewalks, such as the missing sidewalks on Park St., the cross-streets between Reid St. and Rubidge St., and Bethune St., will be built by 2024.

The City's *Accessibility Plan (2018)* provides a 5-year roadmap with strategies and actions to identify, remove, and prevent barriers for people with disabilities. Sections with relevant links include:

- **Continue annual program to upgrade transit stops with concrete pads connected to sidewalks, and continue annual program to add transit shelters where feasible** (p30 & 38)
- **Accessible trail development requirements** (p41)
- **Direction on maintenance for accessibility purposes with reference to many items of interest including, children's play features, transit stops, lighting, winter maintenance** (p47-49)

Last, the *Age-Friendly Peterborough Community Action Plan (2017)* focuses on ways to improve programs, services, and infrastructure for older adults in the Peterborough region. One of the four goals set out in the plan is to ensure older adults are able to get around the community. Two strategic directions to reach this goal, which link to the priorities of the Downtown Jackson Creek neighbourhood, include:

Section 2.4 on a safe, well-maintained, and connected active transportation network - Active transportation infrastructure supports people to remain active as they age.

Section 2.6 on Complete community design - Communities that include a mix of housing, services, and recreation spaces support older adults to remain in their community of choice as they age.

▼ A Neighbourhood with Parks to Gather and Play

Downtown Jackson Creek neighbourhood is a unique neighbourhood because there are a number of neighbourhood parks and green space for residents to gather, play, walk their dogs, and enjoy. The Trans Canada Trail runs through the neighbourhood from Jackson Park to downtown Peterborough, providing an efficient and enjoyable route for commuters and residents.

Residents of the Downtown Jackson Creek neighbourhood value their green spaces, which is evident in their proposed design concepts.

The City's *Accessibility Plan* and *Age-Friendly Peterborough Community Action Plan* both have relevant links to the resident's vision for their neighbourhood parks and neighbouring parkland. The City of Peterborough's *10-Year Strategic Plan for Recreation, Parks, Arenas and Culture*, entitled "*Vision 2025*" (2016) also outlines actions the City plans to take to address the Plan's **Strategic Direction Two**: Provide an Increasingly Enhanced and Better Connected Parks and Open Space System, including improving the quality and appeal of parkland (Objective 2.3). Last, the City's *Urban Forest Strategic Plan* (2011) recognizes the urban forest as a key element of the City's green infrastructure and lends support for the neighbourhood vision of more street and parkland trees.



References and Resources

NeighbourPLAN Publications from www.greenup.on.ca

- Downtown Jackson Creek Portrait
- Downtown Jackson Creek Design Workshop Recap

Co-design and Participatory Planning Resources from www.participatoryplanning.ca and www.tcat.ca

- Participatory Planning Toolkit, activity facilitation guides
- Building Active Communities Together
- Participatory Urban Planning: Planning the city with and for its citizens

City of Peterborough Policy Documents from www.peterborough.ca

- Official Plan
- Official Plan Update Process: Plan it Peterborough
- 2012 Comprehensive Transportation Plan
- Vision 2025: A 10-Year Strategic Plan for Recreation, Parks, Arenas and Culture
- Sidewalk Strategic Plan
- Provision of Sidewalks Policy
- Urban Forest Strategic Plan
- Zoning By-law
- 10-Year Housing and Homelessness Plan
- Central Area Master Plan
- Affordable Housing Community Improvement Plan
- Central Area Community Improvement Plan Residential Conversion and Intensification Grant Program
- Peterborough Drug Strategy

Creative Redevelopment Examples

Knox United Church

<https://www.mykawartha.com/news-story/6713587-move-in-day-soon-for-tenants-at-knox-residence/>

The Mount Community Centre

<https://www.themountpeterborough.ca>

Photovoice Photo Credits

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- Connie Webb
- Kendra Payette
- Lori Sainte
- Rick Jones
- Jaclyn Waskul
- Kelly Moore

Other Photo Credits

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- Page 8: Accessible transit bus, (upper left corner), City of Peterborough
- Page 9: Trail lighting (upper right corner), <https://sitescapesinc.com/portfolio/landscape-lighting/>
- Page 12: Bump-out illustration, www.pedbikesafe.org
- Page 13: Visionary Rendering, Basterfield & Associates
- Page 14: All three street cross sections, www.streetmix.net
- Page 15: Curb bump-out (upper right), National Association of City Transportation Officials
- Page 15: Rumble strips (lower right), https://www.researchgate.net/figure/1-Rumble-Strips-Installation_fig21_267829058
- Page 17: Terraces Roy, Montreal Urban Ecology Centre
- Page 18: Image of the focus site (lower left), Google Street View
- Page 21: Both street cross sections, www.streetmix.net
- Page 25: Naturalized play area, Craig Brant
- Page 29: Detroit community garden, John F. Martin for General Motors (via Google Images)

