



City of
Peterborough

To: **Members of the General Committee**

From: **Jeffrey Humble, Director, Planning and Development Services**

Meeting Date: **February 26, 2018**

Subject: **Report PLPD18-005
Official Plan Review Update and Waiving Certain Aspects of
the Purchasing Policy**

Purpose

To provide Council with an update on the Official Plan Review, obtain support for the public engagement framework and funding approval to sole source consulting services for a Community Design Charrette and Architectural and Urban Design Guidelines, and confirm the direction on the City's intensification and density targets with reference to the **Places to Grow Act**.

Recommendations

That Council approve the recommendations outlined in Report PLPD18-005 dated February 26, 2018, of the Director, Planning and Development Services, as follows:

- a) That the update presentation on the Official Plan Review by the Director, Planning and Development Services be received for information.
- b) That Council support the public engagement framework as outlined in Report PLPD18-005.
- c) That the capital budget to conduct the Official Plan Review be increased by \$122,200 from \$324,000 to \$446,200 plus HST for consulting services for a four-day Official Plan Design Charrette in May of 2018, and to develop "Architectural and Urban Design Guidelines for the Redevelopment and Intensification of the Built-Up Area", with emphasis on the Urban Growth Centre and major corridors and nodes, with \$20,000 of the \$122,200 to complete random telephone surveys to verify findings in MetroQuest Surveys, with the funds being transferred from

Major Bennett Industrial Park (7-3.02) (\$50,000) and the Central Area CIP Implementation (7-1.06) (\$72,000).

- d) That Section 6.4.2 of the City's Purchasing By-law 14-127, requiring a Request for Proposals be issued for a service costing more than \$25,000, be waived, and that The Planning Partnership and Lett Architects Incorporated be retained to facilitate the Community Design Charrette and "Architectural and Urban Design Guidelines for the Redevelopment and Intensification of the Built-Up Area" at a cost of \$102,000, plus HST.
- e) That Council support the spirit and intent of the **Places to Grow Act**, and that staff pursue the following targets to guide the ongoing Review, while recognizing that the final targets of (ii) to (iv) will be reviewed by the Working Advisory Group and may be reconsidered by Council as a result of ongoing public engagement and/or Provincial direction prior to the adoption of the updated Official Plan in 2019:
 - i) That the updated Official Plan will adopt Urban Growth Centre (Downtown) density of 150 residents and jobs per hectare as already prescribed by the Province;
 - ii) That the updated Official Plan Review pursue the Province's residential intensification targets of:
 - a. Built-Up Area 50% and Designated Greenfield 50% to 2031;
 - iii) That the updated Official Plan Review seek an "alternative" from the Province's prescribed target for 2031 to 2041 for residential intensification as follows:
 - a. Built-Up Area 55% and Designated Greenfield 45%.
 - iv) That the updated Official Plan Review seek an "alternative" target to the Province's Designated Greenfield Area density target of 80 residents and jobs per hectare to:
 - a. A minimum of 55 residents and jobs per hectare to 2031 for subdivisions approved after the new Official Plan is adopted; and
 - b. A minimum of 60 residents and jobs per hectare between 2031 and 2041 for subdivision approved after the new Official Plan is adopted.

Budget and Financial Implications

The additional \$122,200, net of the HST rebate will be transferred from the following sources:

- Major Bennett Industrial Park - \$50,000 (7-3.02); and
- Central Area CIP Implementation - \$72,200 (7-1.06).

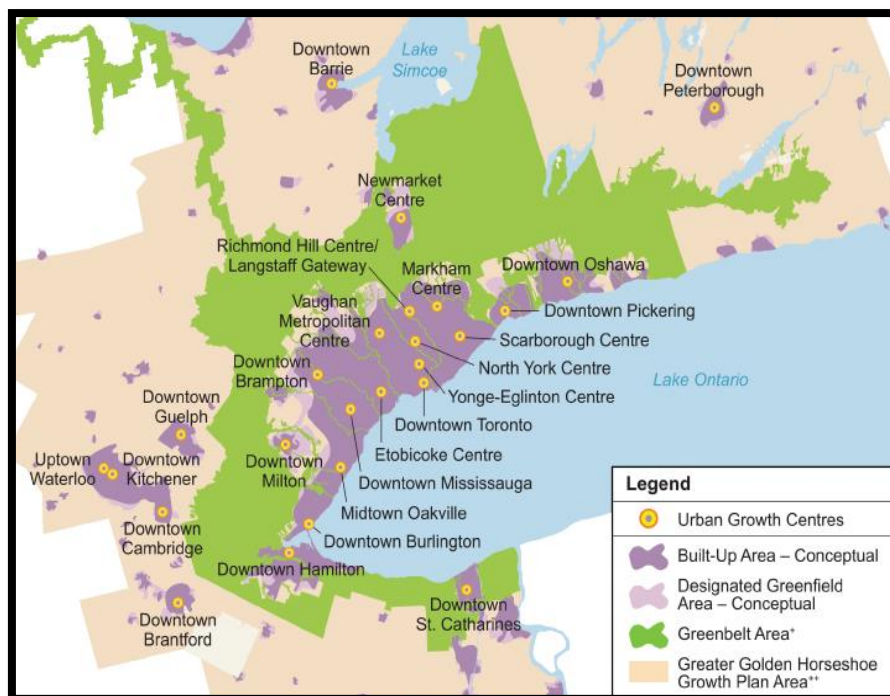
These projects will not commence in 2018 and the 2019 budget will include a new request to replace these funds.

Background

The **Planning Act** requires municipalities to have a current Official Plan. Peterborough's new Official Plan will set the community's vision for the growth and development over the next several decades. The Official Plan outlines the goals, objectives and policies to manage the social, economic, and built and natural environment for the City. It will align the City with current legislation, and provide the foundation for new development and land use regulations such as the City's Zoning By-law and Secondary Plans.

Due to continuous legislative changes by the Province, and limited Departmental resources, the Official Plan Review has been ongoing since 2012. In May and October of 2017 Council approved funding for additional staff and consulting services. Direction was also provided for increased public engagement and the establishment of a Working Advisory Group consisting of 25 public stakeholders and a Technical Committee consisting of 19 senior interdepartmental staff to oversee the Plan. Also in the past year the Province has outlined new density and intensification targets under the **Places to Grow Act**.

Figure 1: Greater Golden Horseshoe Context Map



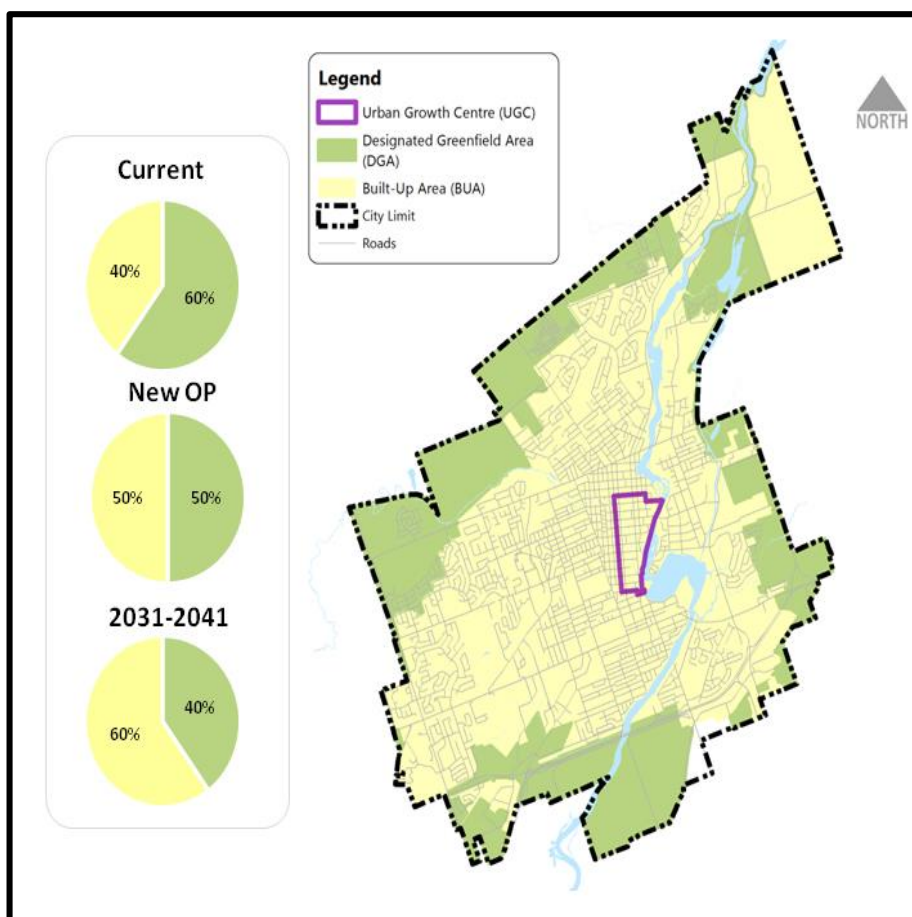
The policy area for the **Places to Grow** legislation is defined by the **Growth Plan for the Greater Golden Horseshoe** (the “**Growth Plan**”) which extends around the Greater Toronto Area and the eastern end of Lake Ontario (see Figure 1). Peterborough is one of 25 urban growth centres in the Growth Plan, uniquely situated as the eastern most City beyond the protected Greenbelt Area.

The **Places to Grow Act** policies aim to promote complete communities, reduce traffic gridlock, support housing options, revitalize downtowns, curb sprawl, and promote economic growth. This is achieved through growth targets for population/dwelling units and jobs in identified areas of the City: namely the Urban Growth Centre (“UGC” -

Downtown Core), the Built-up Area (“BUA”), and Designated Greenfield Areas (“DGA” - new suburban development). The integration of these targets requires thoughtful planning and careful consideration of the interrelationships between land use, transportation, the natural environment, and urban design.

The City is required to meet the Province’s prescribed distribution targets for locating residential growth with 40% to the BUA and 60% to the DGA illustrated in Figure 2. As of July 2017 the Province’s updated **Places to Grow Act** targets indicate, unless it can be demonstrated to be unachievable, the City will be required to distribute 50% of residential growth to the BUA and 50% to the DGA at the time the Official Plan is updated, and that by 2031 this will shift to 60% BUA and 40% DGA. What this means is that of the projected 13,200 additional residential units currently estimated to be built in Peterborough by 2041, an increasingly greater portion will be constructed in the Built-Up Area over time.

Figure 2: Places to Grow Residential Growth Distribution



Currently the City’s UGC, which is situated in the heart of the the BUA (see Figure 2), contains about 117 residents and jobs per hectare. The Province will be maintaining the current target of 150 residents and jobs per hectare in the UGC for the foreseeable future. The densities in the DGA however are increased significantly. Unless the City can gain the Province’s acceptance for “alternative” density targets, the densities in the DGA would need to increase from 50 to 80 residents and jobs per hectare once the Official Plan is adopted

As part of the above, the Province released the “Proposed Methodology for Land Need Assessment for the Greater Golden Horseshoe” in December of 2017. The “draft” Policy, which is expected to come into effect in 2018, will be used to determine Peterborough’s total quantum of land needed for the Growth Plan horizon for future residential and employment lands. If there is a need for additional lands, the municipality’s Official Plan

will outline provisions for “boundary expansion”, and if there is “excess” Designated Greenfield Area for development, these lands will require removal from “designated development.”

Under Section 2.2.2-5 of the **Growth Plan**, the Province has indicated that alternatives to the targets will be considered in a municipality, if they can demonstrate they are unachievable. In considering this, the alternative targets should:

- Maintain or improve on the minimum intensification target of the current Official Plan;
- Be appropriate given the size of the Built-up Area;
- Account for existing infrastructure, park service facilities, and capital planning;
- Account for existing planning approvals and other related planning studies;
- Consider the actual rate of intensification being achieved annually across the City;
- Support diversification of the existing housing mix of options in the built-up area, while considering demand;
- Account for lands where development is prohibited or limited or severely restricted; and
- Support the achievement of complete communities.

As elaborated in the Growth Management Section of this report, many of the growth and intensification targets appear attainable, however there are others which are unachievable and warrant a request to the Province for “alternatives”.

Vision and Guiding Principles

In September of 2017 staff concluded the MetroQuest survey and pop-up venues on the Official Plan’s Vision and Guiding Principles. A total of 940 citizens provided input on this Plan component, and the Vision was slightly modified from the Official Plan Review work from 2013. The following revised statement is an understandable perspective on sustainability, community, prosperity, and a sense of place:

“A prospering community in unity with its natural beauty, rich heritage, and progressive leadership in sustainability with equitable opportunity for continued well-being, engagement, and vitality.”

Figure 3: Official Plan Guiding Principles and Strategies



Figure 3 illustrates the five Guiding Principles which support the Vision, and these Principles are each further supported by five key Strategies which were reaffirmed through the public engagement process and the advisory bodies. Together the Vision, Guiding Principles, and Strategies will guide the policy framework and future implementation of the Official Plan. Appendix “A” provides a detailed summary of each Strategy.

Growth Management Strategy

The Growth Management Strategy for the City requires an understanding of the trade-offs between compact and dispersed urban form, particularly in relation to factors such as transportation, land use, the environment, and urban design. In advocating a Smart Growth approach, the **Growth Plan** prescriptively directs municipalities to a more compact urban form. The biggest challenge of the updated Official Plan will be bringing the City in alignment with this Policy, even if “alternatives” are agreed to by the Province.

Based on the Province’s projections, Peterborough is expected to increase its population by 31,500 and its total jobs by 10,000 to 14,000 by 2041. Based upon a projected 2.4 persons per household, this equates to a total of 13,200 additional units to the 2041 growth horizon. Peterborough’s three main growth and distribution targets to 2041 prescribed under **Places to Grow Act** are summarized in Figure 4.

Figure 4: Places to Grow Policy Targets to 2041 for Peterborough

Policy Issue	Target	Timeline
Future Residential Dwelling Distribution (13,200 Units*) <i>*Estimated number of units; these figures will be updated in accordance to the Province's Final Methodology for Land Need Assessment</i>	Designated Greenfield Area – 5,951 units* Built-Up Area – 7,249 units*	From adoption of New Official Plan to 2041
Urban Grow Centre Density	150 residents and jobs per hectare	By 2031 or earlier
Designated Greenfield Area Density	80 residents and jobs per hectare	By 2041

Peterborough's primary Growth Management challenge relates to subdivisions in the Designated Greenfield Area which are partially built-out, have preapproved units, are under review, or have future development capacity. Based on recent releases from the Province it is now apparent the number of residential units and overall resident/job densities of these subdivisions will be accountable to the **Places to Grow Act** targets.

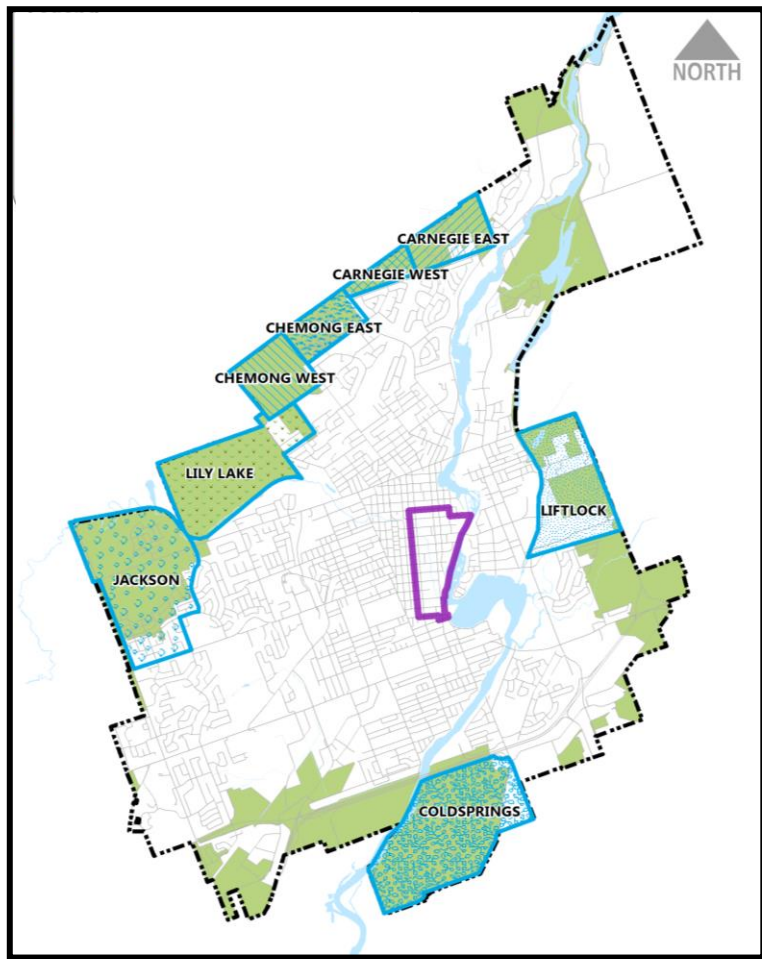
The reference point for the growth targets for the **Places to Grow Act** is 2006, when the **Growth Plan** came into effect. Illustrated in Figures 5 and 6, the DGA includes the Jackson, Lily Lake, Chemong East/West, Lift Lock, Carnegie East/West, and Coldsprings growth areas as described in the City's Area Specific Development Charge By-laws as well as additional lands that are not captured in Area Specific Development By-laws. Combined, a total of 2,595 units have been built in these areas since the reference point. Going forward, it is estimated these areas have the capacity for an additional 13,238 units at or below the current requirement of 50 residents and jobs per hectare.

Figure 5: Peterborough's Designated Greenfield Area Unit Capacity to 2041

Housing Form	Built	Draft Approved/ Zoned	Application Under Review	Future Development Balance	TOTAL (Full Build Out)
Single-Detached	1,927	1,980	883	4,339	9,129
Semi-Detached	12	12	36	0	60
Row/Town - Homes	507	675	290	2,676	4,148
Multi Low-Rise (>5 storeys)	149	151	309	907	1,516
Multi High-Rise	0	614	0	0	614
Other	0	352	0	0	352
Total	2,595	3,784	1,518	7,936	15,833

The total future build-out since the reference point is thus some 15,800 residential units at densities well below (i.e. less than 50 residents and jobs per hectare) those prescribed by the Province as of July 2017.

Figure 6: Peterborough's Greenfield Subdivisions



The Province's updated intensification and density targets, suggest that Peterborough would require less than 6,000 residential units (assuming current growth estimates) in the Designated Greenfield Areas to 2041 at densities of 80 residents and jobs per hectare. It appears that, even based on current densities, the **"Methodology for Land Need Assessment for the Greater Golden Horseshoe"** would mean the Province will likely require Peterborough to redesignate a portion of the DGA from development within the 2041 horizon due to oversupply.

The **Growth Plan** also prescribes that municipalities must have designated "Employment Areas" to accommodate growth. Based on the projections of the Province and Statistics Canada, it is estimated that Peterborough will

require between 10,000 and 14,000 jobs to the 2041 horizon. About 1/3 of these jobs – referred to as "population related employment" – will be allocated to the BUA and portions of the residential DGA for retail, education, and institutional uses. However, the majority of future employment based on historic assumptions will be required through "Employment Lands" that will accommodate industrial type growth.

Based on past trends of 90 m² per employee of gross floor area, some 250 hectares of land are estimated to accommodate this growth. For the horizon of the **Growth Plan** there is approximately 50 hectares of land between the Peterborough Industrial Park, Major Bennett Industrial Park, and Cleantech Commons. While the Airport has the potential capacity for between 50-100 hectares of development, since it resides outside of the Municipal Boundary, it cannot be counted in the Municipal target.

Therefore, it is estimated some 200 hectares of land will be required to meet the future "Employment Lands" needs to the 2041 horizon. It is the City's position that this can only be achieved in one of two ways: (1) through a boundary adjustment (i.e. annexation), or (2) redesignating a portion of the DGA from residential to industrial development.

All of the above raises several significant questions that warrant consideration and resolution as part of the Review and the Official Plan's adoption:

- 1) What will be the process for removing "Excess Lands" from the designated development category for residential lands?
- 2) How and over what pace will future greenfield subdivisions move toward the density target compliance under the updated Official Plan?
- 3) If "boundary expansion" (annexation) is necessary for Employment Lands, where and how will this be prescribed by the Official Plan?

At this stage definitive answers are not available to the above questions as dialogue with the Province is required. By the second half of 2018, when the "Methodology for Land Needs Assessment for the Greater Golden Horseshoe" is adopted, greater clarity will be provided which will allow the City to complete this analysis. The Official Plan review should then be able to more clearly articulate how it will align itself with the Province's 2041 targets. Regardless of this outcome, some of the targets are unattainable and "alternatives" are necessary.

Finally, gauging community opinion around the Official Plan's Growth Management Strategy is important in determining a long-range future direction for the City. Growth opportunities and constraints have been discussed with the Working Advisory Group and the Technical Advisory Committee which built understanding and framed a public engagement initiative to explore ideas around growth and urban form. The online MetroQuest Survey released in December explored various scenarios on growth factors including residential intensification, density, dwelling types, and land use mix. The survey was not a random sample, and so the information warrants supplementation with other engagement methods. Staff are requesting an additional \$20,000 to do random telephone surveys that will supplement and verify the findings in the MetroQuest Surveys.

Of the over 1,300 participants, the responses on the growth survey reflect support for a number of the growth attributes of the **Places to Grow Act**. Figures 6 and 7 illustrate the respondent's preferences for housing type and where future growth should occur. The responses suggest more development in the Downtown, existing neighbourhoods, and major corridors and transit routes. They also support a shift in housing type from lower densities such as single-family dwellings to higher densities such as low-rise apartment (less than five storey) and mixed-use buildings.

Figure 6: Preferred Housing Type Construction

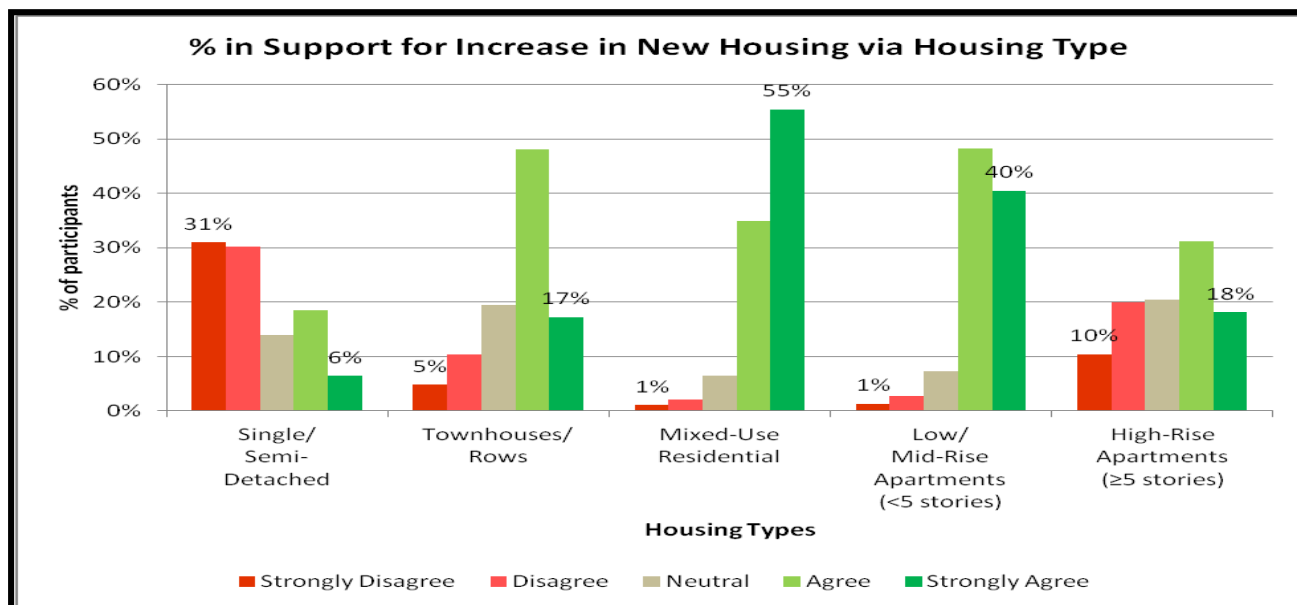
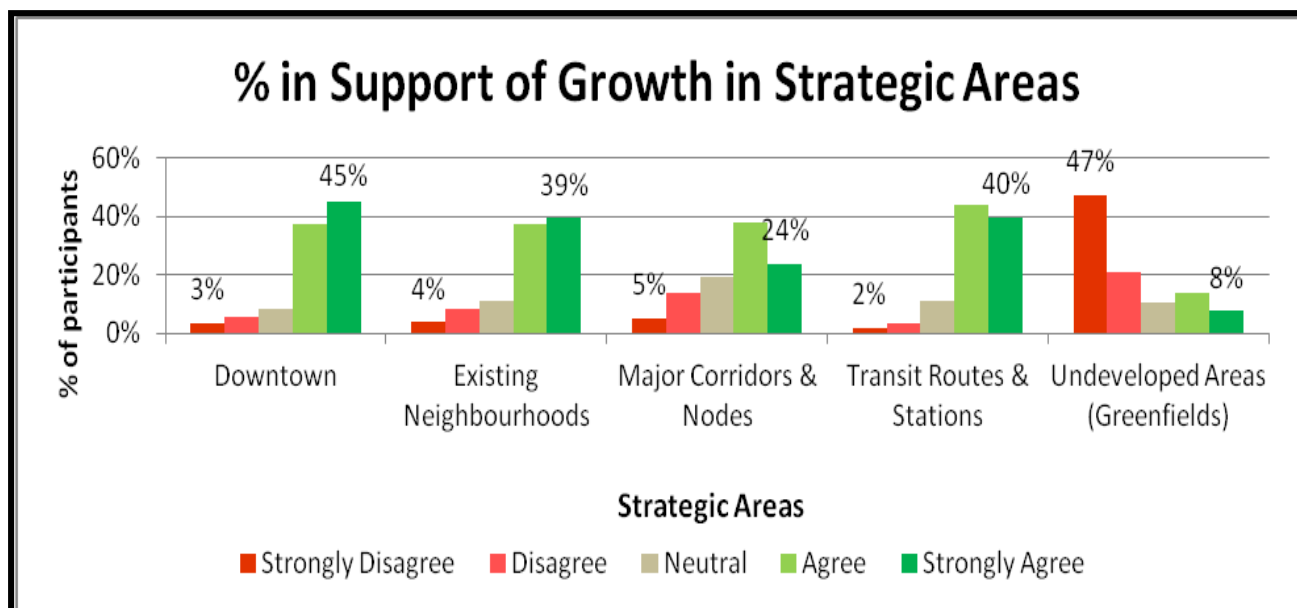


Figure 7: Location of Future Growth



In addition to the above, general perspectives around building height and type, housing diversity, open space, and land use mix were asked. In this regard, respondents favoured building up rather than out, shared public space over private yard space, and a greater diversity of housing types and land use mix.

Staff recognize the need for ongoing engagement through a variety of mediums and to date this has included, presentations, pop-up sessions, and facilitated stakeholder meetings. While pop-up sessions at the Trent University and Fleming College imply support for **Places to Grow Act** principles, other stakeholder meetings with the real estate industry provided input contrary to the survey results and the Provincial legislation.

For example some realtors have suggested to staff that there is an immediate demand for another 1,500 single-family residential units in the present moment and that's what buyers are seeking. If these estimates are valid it suggests pent up demand for single family dwellings which is nearly 9 times the historical average number (170 single family units per year) constructed in Peterborough over the past decade.

All citizen and stakeholder perspectives need to be balanced with the **Places to Grow Act** legislation and the unique context and realities that Peterborough is currently in. Part of the purpose of this report is to ensure that additional perspectives are brought to Council's attention and that other members of the public can be informed and engaged. There is a need to move toward the targets in concert with the needs of the region in a Smart Growth context. The question is, what is a fair and reasonable pace and approach? There will be significantly more public engagement and iterations on the growth issue but this Report is partially intended to bring issues to the surface and focus the Community discussion.

Alternative Request to the Provincial Growth Targets

Despite the uncertainty of the Province's position on "excess lands", the boundary adjustment, and how the City will meet density target provisions, staff believe a request for "alternatives" to the Provincial "targets" is warranted. Section 2.2.2-5 of the **Growth Plan** indicates that Municipalities may request "alternatives" to the new intensification targets if they are deemed unachievable and if the outlined criteria are met. In this regard staff is suggesting that two Provincial targets warrant reconsideration: (1) the distribution of residential growth between the BUA and DGA for the 2031 to 2041 period from 60% BUA and 40% DGA, and (2) from the density target of 80 residents and jobs per hectare in the DGA.

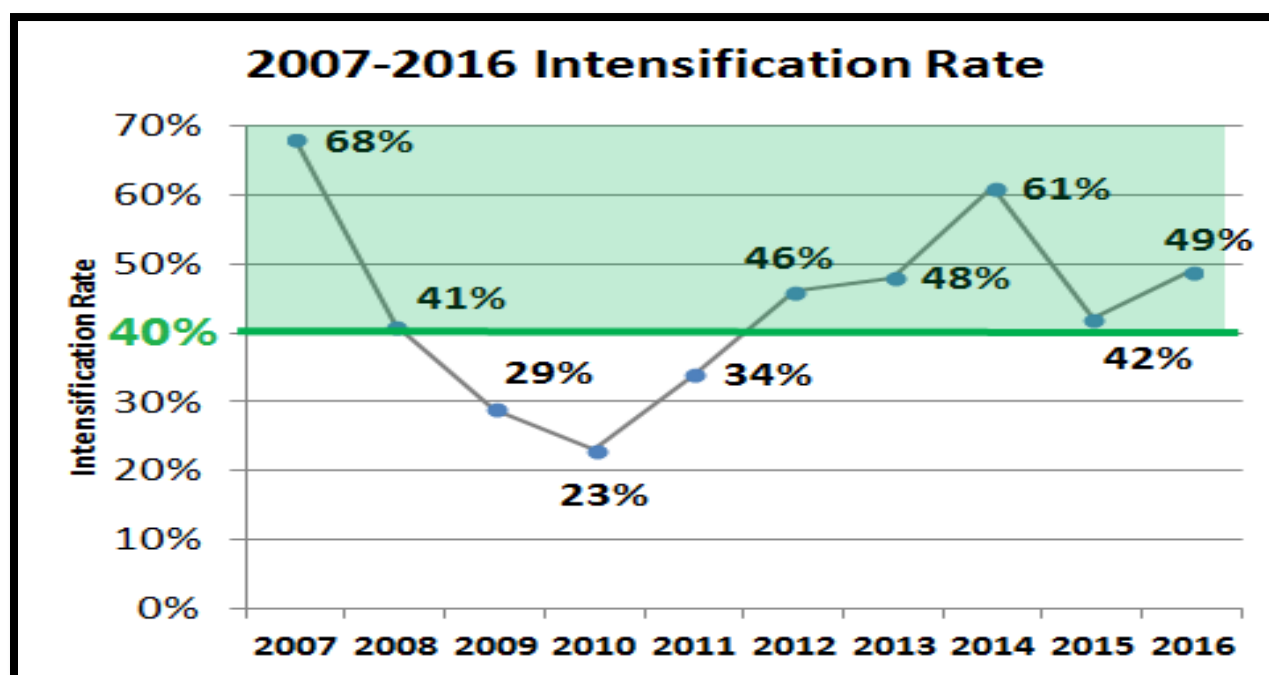
Regarding the first of these, from 2007 to 2016 Peterborough has averaged 370 residential units per year for a total of 3,595 units as shown in Figure 8. The City has over this period, exceeded the current 40% BUA Provincial target and achieved on average 46.7% of units in the BUA and 53.3% in the DGA. As the **Places to Grow Act** targets are intended to be aspirational, Peterborough could raise the watermark and strive to attain the 3.3% difference to reach these Smart Growth targets of 50% BUA and 50% DGA over the coming decade.

Figure 8: Total Dwelling Units per Year by BUA and DGA

Year of Building Permit Issuance	Units	Built Boundary	Designated Greenfield Area
2007	646	441	205
2008	358	147	211
2009	374	107	267
2010	288	67	221
2011	291	99	192
2012	305	141	164
2013	428	205	223
2014	379	231	148
2015	287	120	167
2016	339	166	173

Shown in Figure 9 however, there are significant swings from year to year on the BUA intensification that can be a result of a range of factors including market trends, weather conditions, available lot/land inventory, regulatory and development approvals, available labour, and/or a developer's capital allocation. In this regard caution should be exercised in trying to attain targets of intensification that may not be attainable over an extended period.

Figure 9: Dwellings Intensification Rate within BUA Constructed (2007-2016)



Staff suggest an “alternative” to the Provincial target for the 2031 to 2041 horizon from the 60% BUA and 40% DGA to 55% BUA and 45% DGA. This signals to the Community that the City aspires to the higher **Growth Plan** targets in the following decade, but needs to do so in a sustainable manner. Furthermore, this approach provides the development

community, real estate industry, and citizens a predictable window to adjust. It also allows the City to more properly channel future growth and provide consideration for heritage preservation, brownfield remediation (i.e. sites like General Electric), investment in parks and infrastructure, housing affordability, and a process of facilitating the integrated “Complete Communities” concept within the BUA.

The second issue of 80 residents and jobs per hectare in the DGA is simply unachievable in Peterborough. While such a target may be realistic and attainable for inner ring cities such as Toronto, it does not reflect the Peterborough market, building conditions, or historic development context. As noted earlier in this report, Peterborough has underachieved the current target of 50 residents and jobs per hectare in the DGA, and the Province’s 60% increase in density by the updated Official Plan is impractical.

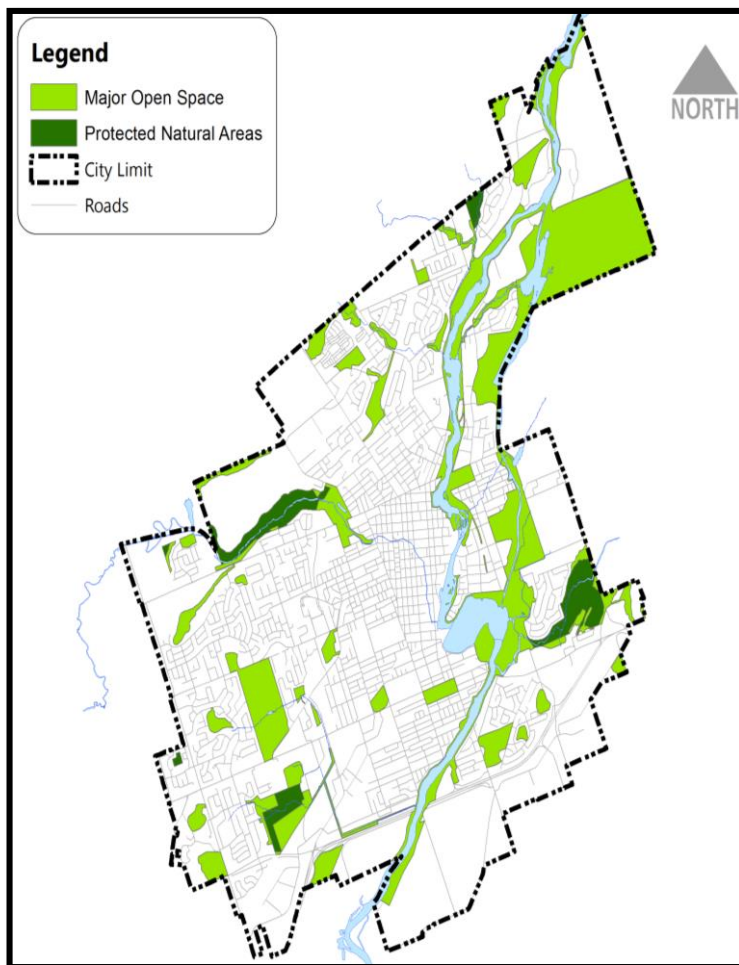
It is proposed that for subdivisions approved between the Official Plan’s adoption and 2031, a required target of 55 residents and jobs per hectare be established, and that between 2031 and 2041 a target of 60 residents and jobs per hectare be established. This is a 10% and 20% increase above the current target and would provide the real estate and development industry a 10 and 20 year period to transition to this standard. This “alternative” request to the Province would therefore make clear that this new density provision applies only to new applications and unapproved applications and not the City’s already built or approved units in the DGA. The Province may also direct the City to increase densities in existing built and approved subdivisions, and staff will seek further clarity on this as the Province’s “methodology” is adopted.

Despite these recommended “alternatives”, there is no certainty the Province will approve them, and there is still significant work to be done on integrating the other Official Plan components. In making the recommendations of this report, staff is not requesting that Council pre-commit the density or intensification targets for the Official Plan. Rather, Council’s approval of the recommendations, signals to the Community of the general direction and approach, and allows staff to more practically integrate the remaining components and attain ongoing public input. Ultimately when the Official Plan is presented to Council for Adoption in 2019 all targets will need to be reconsidered and confirmed.

Natural Heritage System

The Natural Heritage System (NHS) is a key component of the Official Plan, serving to protect City-wide linkages between natural heritage features and functions, indigenous species, and ecosystems. In October of 2017 Council approved additional funding to undertake the NHS component, and Beacon Environmental Limited was appointed. Early in 2018 a NHS Technical Advisory Committee was appointed consisting of members of the Working Advisory Group, with representation from Reimagine Peterborough, Ministry of Natural Resources and Forestry, Otonabee River Conservation Authority, and the Peterborough Field Naturalists. At the kick-off meeting in January, the Committee and Consultant approved the Terms of Reference and project scope.

Figure 8: Existing Natural Heritage System

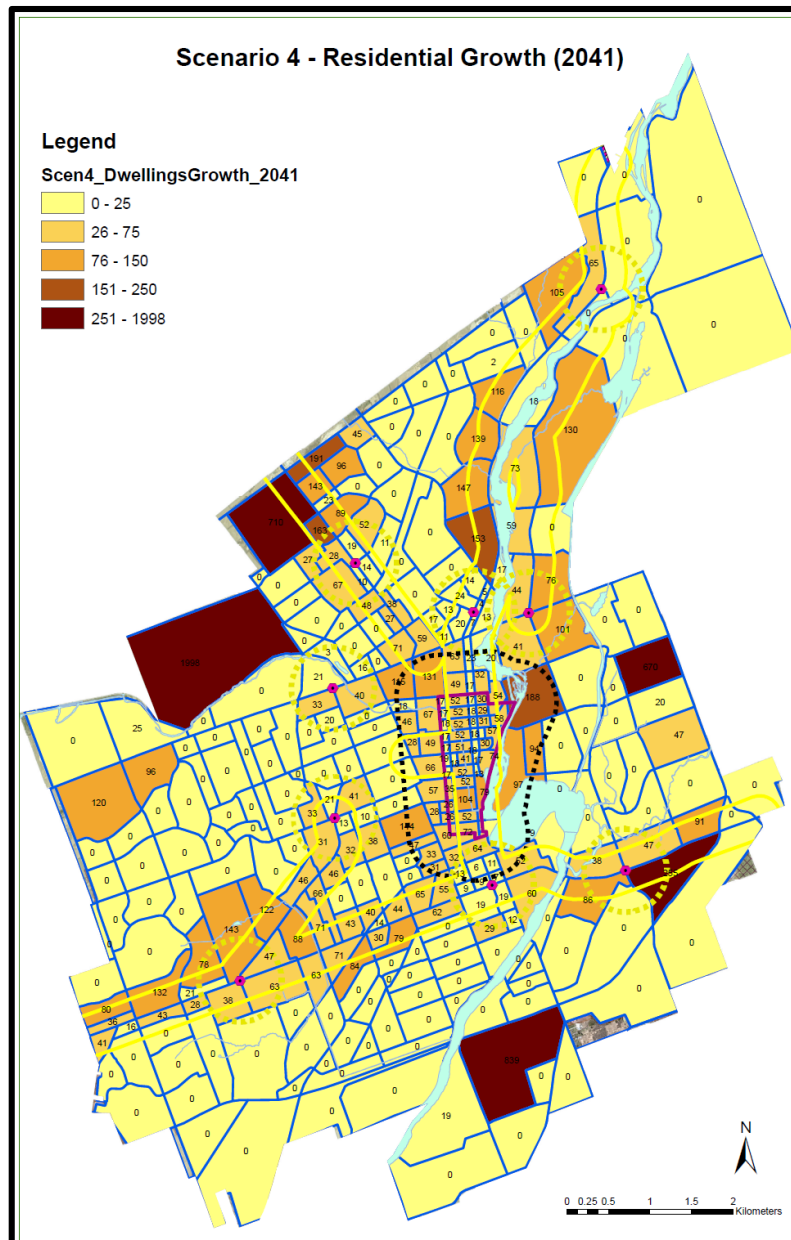


The Consultant is currently in the background review and characterization stage which involves reviewing existing studies and base data, and conducting supplementary field work. This information will be synthesized to derive the NHS in accordance with the **Provincial Policy Statement**, including identification of potential opportunities for restoration or enhancement of the existing natural heritage function. When the policy framework is integrated into the updated Official Plan, it will provide greater clarity on matters of protection in the development context. It is expected the majority of this work will be completed in the latter part of 2018, with opportunities for public input at appropriate stages

Land Use and Transportation

Land Use and Transportation are interdependent components of the Official Plan which will guide where future residential and employment growth will occur in the City. The Planning and Development Services and Utility Services Departments used four conceptual growth scenarios to determine likely future residential and employment growth distributions in the City and their impacts on the overall transportation operations.

Figure 9: Sample Residential Growth Distribution Scenario



The four scenarios ranged from a dispersed growth pattern with more employment and residential development allocated to outlying areas (i.e. Designated Greenfield Areas), to a more compact growth pattern which concentrated more future development in the Downtown (Urban Growth Centre) and Built-Up Area.

It is evident that any future scenario for Peterborough envisions that the growth required in the Built-Up Area will logically need to be concentrated in the centre and along adjacent arterial collector corridors and transportation nodes. More specifically under the **Places to Grow Act** framework, the Downtown, Central Area, and corridors such as Lansdowne Street, Chemong Road, Clonsilla Avenue, Water Street and Armour Road will be the targeted areas for intensification. Over the next several decades, these areas will contain the highest densities and greatest diversity of land uses.

Intuitively, and from an urban planning best practices perspective, a greater concentration of residences, employment, services, and amenities in a neighbourhood would imply a more diverse modal split (i.e. cars, transit, cycling, walking). This is due to the notion that shorter distances between common origins (i.e. home) and destinations (i.e. work) result in a greater likelihood of individuals using alternative or active transportation modes (i.e. walking or cycling). A half kilometer to a kilometer between origin and destination for example, is often used as the reasonable distance many people will choose to walk, whereas beyond that, they may be more inclined to opt for other modes (i.e. cycling, transit, or automobile).

The Departments' analysis of the land use and transportation modelling however, does not depict a significant difference in modal diversity between the range of the four dispersed-to-compact growth scenarios. This is likely attributable to the model's policy assumptions and the fact that there is perhaps not enough growth in jobs and residences to see a significant change in city-wide modal split. Nonetheless as all scenarios see more growth in the Central Area over the next several decades, a better overall modal split is envisioned for concentrated growth areas such as the Downtown.

The Strategies under the Guiding Principles of the Official Plan, and the objectives of the City's current Transportation Master Plan, support the use of transit, cycling, and walking. Beyond the preferred growth model, there are a range of policies that may supplement transportation and land use decisions and serve to diversify preferred modes of transportation. In this regard the Official Plan Review will also explore opportunities to facilitate greater active transportation infrastructure (i.e. trails, bike lanes, sidewalks, bus shelters), better urban design and land use integration (i.e. Complete Communities and Neighbourhoods), a continuum of housing options for all citizens, and a balancing of incentives and disincentives around parking, transit, and active modes of transportation.

The Transportation vision under the Official Plan will also account for the regional transportation network including the transport of goods, services, and people. This entails consideration of the interface between the local and regional networks such as linkages to major employment areas, capacity for existing corridors to accommodate growth, bus and train terminals, and an expanding role of the Peterborough Airport.

Finally it is important to recognize that while residential and job growth will be the main drivers of the land use and transportation components of the Official Plan Review, great effort will be placed on examining opportunities for diversifying and prioritizing the land use mix for the intensification areas. Certain land uses will continue to be given a higher priority for the UGC (i.e. office or entertainment), yet intensification nodes will be assessed for viable opportunities to integrate parks, recreation, retail and service commercial, and institutional uses. Additionally it will be important to explore a diversity of housing options to accommodate the entire Peterborough population.

With a broad perspective of the land use and transportation system, staff will be releasing two MetroQuest surveys in March relating to these components. The surveys will serve to identify and understand public perceptions on Transportation and Land Use mix throughout the City. Continued pop-up sessions and meetings with key stakeholders such as the Downtown Business Association, Chamber of Commerce, Peterborough Housing Corporation, Trent University and Fleming College, and others will also occur. Along with the other Official Plan components this will facilitate the opportunity for integration through the Community Design Charrette engagement event.

Urban Design, Heritage, Arts, and Recreation

Given the prescriptive nature of the density and growth distribution targets under **Places to Grow Act**, the Greater Golden Horseshoe municipalities will be challenged to have urban forms that are distinct from one another. The most attractive and sustainable of these municipalities over the coming decades will be those that effectively balance the growth and development targets with high quality design and a healthy land use mix. This requires standards that enhance community character and instill a sense of pride and place.

Peterborough's Official Plan will provide an urban design vision that is sentimental to the natural landscape, that clearly and thoughtfully balances historic and modern architecture, and which creatively promotes a public realm that celebrate arts, culture, and recreation. While there are examples of this in Peterborough today, there are important neighbourhoods where these are lacking.

A major benefit of the **Places to Grow Act** framework is that it provides the municipality with a greater growth and development discipline. Directing intensification into the existing Built-Up Area neighbourhoods will create reinvestment and redevelopment opportunities that would not otherwise exist. Yet higher design standards will be needed to appropriately channel the increasing growth pressures of the coming decades. This will present opportunities for revitalization of the Downtown, ongoing waterfront development, restoration of natural assets such as Jackson Creek, integration of active amenity areas, and the transformation of corridors such as Lansdowne Street into attractive and inviting streetscapes.

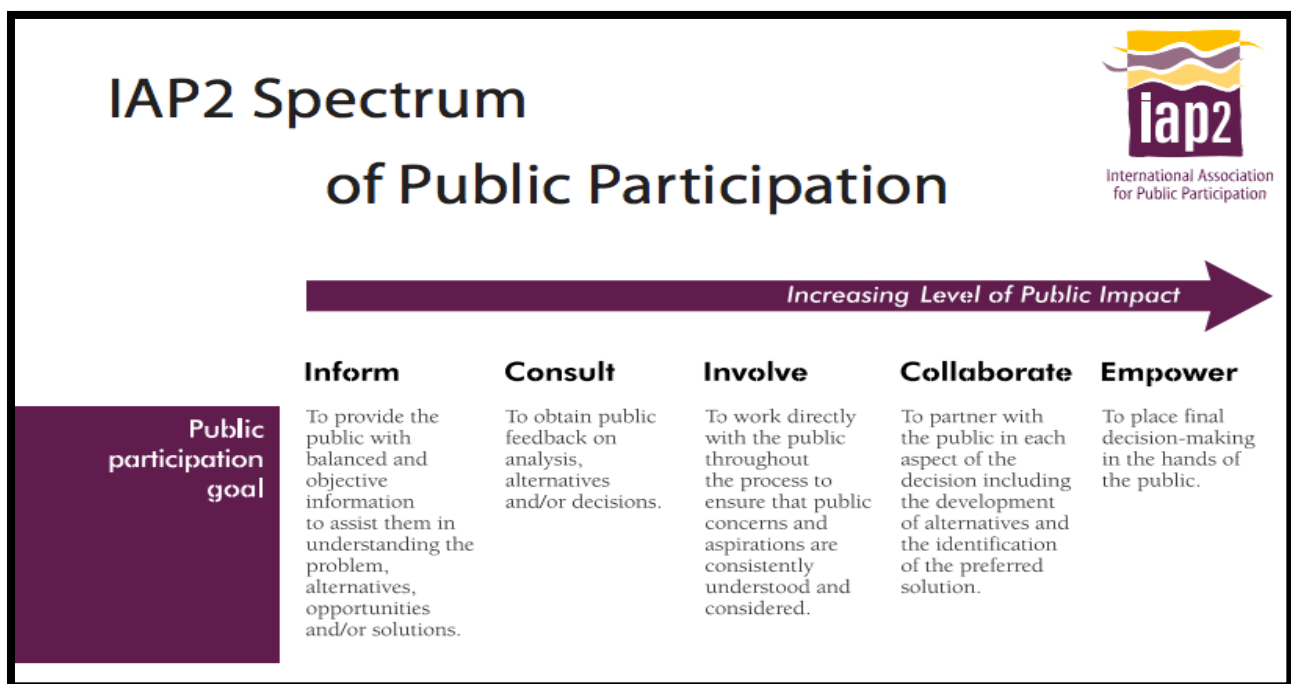
The major challenge of the **Places to Grow Act** intensification targets, will be establishing an architectural and urban design vision that will guide growth in an appropriate way. "Architectural and Urban Design Guidelines for the Redevelopment and Intensification of the Built-Up Area" are needed for the UGC (Downtown) to accommodate intensification while recognizing the protection of heritage assets and artistic resources. Redevelopment for example should aim to emphasize a pedestrian scale, encourage historic character, and build or maintain social capital for the Downtown. Similarly corridors such as Lansdowne Street are in need of significantly higher Guidelines to improve the lack of character, pedestrian experience, and sense of community.

Over the coming months staff will seek input on these issues by meeting with community stakeholders including the Peterborough Architectural and Conservation Advisory Committee, the Arts Cultural and Heritage Advisory Committee, the Arena Parks and Recreation Advisory Committee, the Downtown Business Association, and local First Nations. Further engagement is contemplated with the final MetroQuest survey to gain some public perspective on what urban design and heritage factors are most valued at the neighbourhood scale. Subject to Council approval these findings will be further explored with the Community Design Charrette and through the development of the Architectural and Urban Design Guidelines.

Public Engagement

There has been strong interest in broad public engagement on the development of the Official Plan. In May of 2017, based on the International Association for Public Participation (IAP2) model, Council agreed to “Involve” the public in the development of the Plan with some opportunities to “Collaborate”. It was suggested that this process would revolve around a half dozen milestones of the Official Plan Review. This resulted in additional funding support to retain staff, procure a public engagement software license (MetroQuest), appoint consultants, and establish oversight advisory bodies.

Figure 10: International Association for Public Participation Spectrum



Since September of 2017 there have been more than a half dozen meetings between Working Advisory Group, the interdepartmental Technical Committee, and the NHS Technical Advisory Committee. Also in this time frame, two MetroQuest Surveys have been completed (Vision and Guiding Principles and Growth Management) along with presentations, meetings and numerous public pop-up sessions with some 2,467 participants providing input.

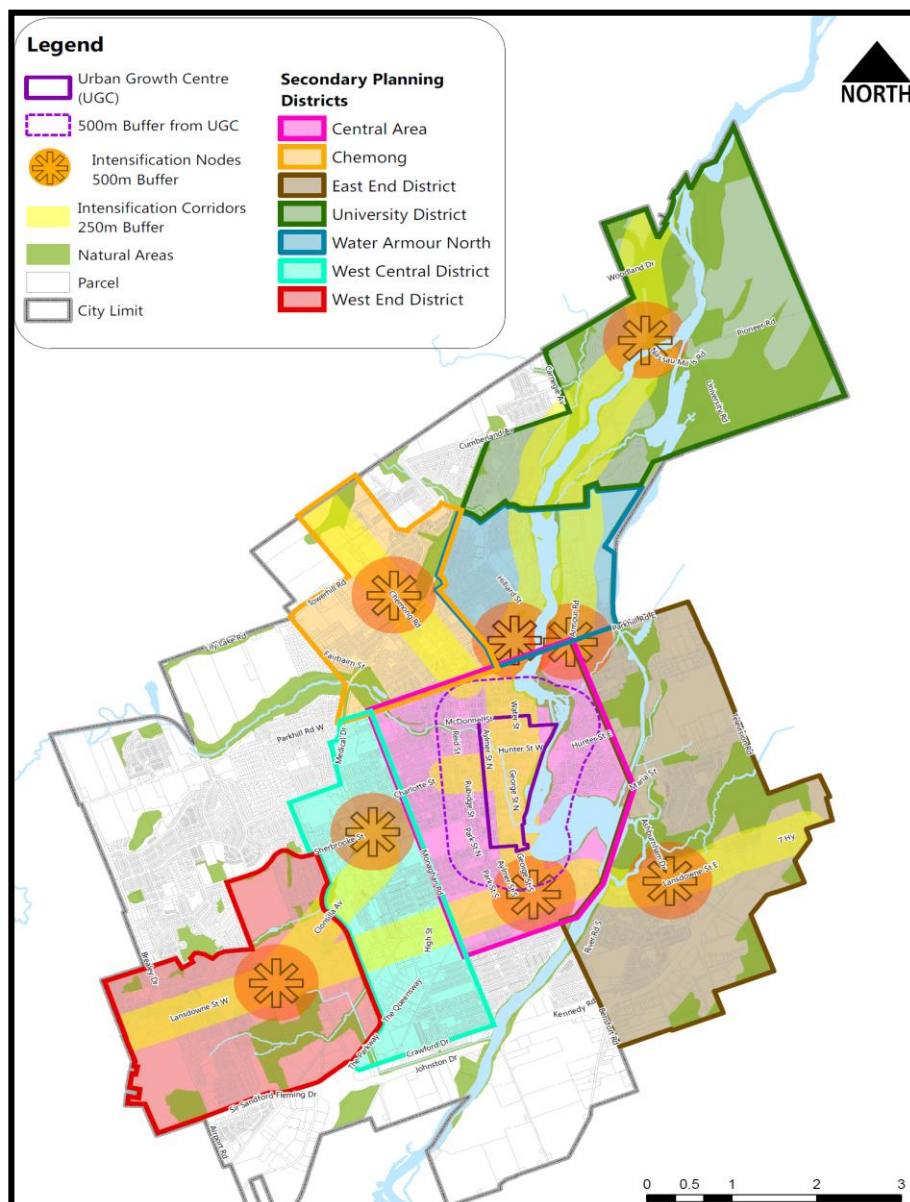
As outlined in Figure 11, substantially more public engagement is envisioned with a dozen engagement periods remaining. These sessions do not include staff’s ongoing meetings with key stakeholders which will be occurring throughout the process. The “Plan Integration” portion of the public engagement framework is intended to occur midway through the schedule and will consist of a four-day Community Design Charrette in May. The Charrette will conceptually integrate the five broad components of the Plan – Growth Management, Land Use, Transportation, Natural Heritage System, and Urban Design, Arts, Heritage and Recreation - into a cohesive Peterborough vision. This vision will build

community support and provide the foundation for the Department to draft the Official Plan policies over the summer and through the balance of 2018.

Figure 11: Public Engagement Framework and Schedule

Theme	Public Engagement Type	Date
Complete	Participants	
Started		
Planning		
Pre-planning		
Vision and Guiding Principles	1. MetroQuest Survey (790) 2. Pop-ups: Trent University & Fleming College (150)	September 2017
Growth Management	3. MetroQuest Survey (1315) 4. Presentation to Students (32) 5. Pop-ups Trent University (70) 6. Meeting with ACHAC (10) 7. Discussion with Realtors (50) 8. Pop-up Lansdowne Place & Peterborough Square Mall (50)	January 2018 February 2018
Transportation	9. MetroQuest Survey	March 2018
Land Use	10. MetroQuest Survey	March 2018
Urban Design, Arts, Heritage and Recreation	11. MetroQuest Survey	April 2018
Natural Heritage /Open Space	12. Open House by Consultants	TBD
Plan Integration	13. Design Charrette	May 2018
Official Plan Policy Section Drafts		
Policy: Vision, Guiding Principles & Growth Management	14. Presentation(s), discussion, & online input	June 2018
Policy: Growth Management	15. Presentation(s), discussion, & online input	August 2018
Policy: Transportation & Land Use	16. Presentation(s), discussion, & online input	September 2018
Policy: Natural Heritage and Open Space	17. Presentation(s), discussion, & online input	November 2018
Policy: Heritage, Arts and Culture	18. Presentation(s), discussion, & online input	November 2018
Policy: Secondary Plans and Implementation	19. Presentation(s), discussion, & online input	December 2018
Final Official Plan Review	20. Presentation(s), discussion, & online input	February 2019
Plan Adoption	Public Hearing	March 2019

Figure 12: Secondary Plan Area Concepts for Plan Integration



In creating the broader Peterborough vision it is recognized that Greenfield development will still remain a priority in the City's future growth and development to the 2041 horizon. The Charrette however will primarily focus on how to meet the **Places to Grow Act** objectives within the Built-Up Area including the Urban Growth Centre. From a visioning and policy implementation perspective this approach shifts the focus toward a greater emphasis on redevelopment and revitalization around the heart of the City.

Conceptually illustrated in Figure 12 this can be implemented with the Official Plan establishing Secondary Planning Areas that will primarily

be in the Built-Up Area. The most important of these will be the Central Area, surrounded by a half dozen Secondary Planning areas that will be interconnected through intensification corridors and nodes.

Aspects of the Purchasing Policy to be Waived

The Charrette's development of an integrated Official Plan vision requires the services of design consultants. Recommendation d) proposed in this Report, to waive certain aspects of the purchasing By-law, is required to allow staff to "single source" a consulting firm for this work. Normally a competitive procurement process would be required which would add additional time to this process and delay the completion of the Plan by about 6 months.

The consulting team recommended consists of The Planning Partnership and Lett Architects Incorporated which are skilled in the areas of planning, architecture, and landscape architecture. The project team will coordinate the four day Charrette program with the objective of having up to 100 participants per day. Given the venue and resource limitations and the Charrette's ambitious scope, the event will need to be highly structured with attendees limited by invitation and/or pre-registration. Proceeding, during and after the Charrette process the consulting team will also develop "Architectural and Urban Design Guidelines for Redevelopment and Intensification of the Built-up Area" as previously discussed.

Summary

Peterborough's updated Official Plan will provide the vision and direction for the growth and development of the city over the next several decades. Building community understanding around the key components ensures broad support for an integrated and practical community vision. Based on the engagement work to date, the public has a better understanding of the **Places to Grow Act** mandate and the implications of the prescribed growth model to 2041 in terms of land use, transportation, the Natural Heritage System, and Urban Design, Arts, Heritage and Recreation. Attaining Council's endorsement provides a clear indication to staff to pursue the course and complete the remaining components of the Official Plan.

Submitted by,

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Appendix A – Guiding Principles

Appendix A – Guiding Principles, Page 1 of 3



1. Complete Communities

- i) **Housing Diversity and Affordability**
 - Provide a mix and range of housing types, built forms, and tenure that meet the needs of diverse and aging population
- ii) **Mixed Land Use and Compact Form**
 - Plan for intensification, mix of land uses, and active transportation connections (e.g. cycling and walking) where infrastructure and transit are available and/or planned
- iii) **Community Hubs**
 - Develop public spaces with clustered and coordinated services such as education, health care, social services, and local food markets
- iv) **Safe and Livable Neighbourhoods**
 - Develop neighbourhoods with well-designed, built forms and accessible public places that support safe, walkable, and vibrant places to live, work, and play
- v) **Accessible and Inclusive**
 - Address basic needs of everyone from all ages, abilities, and backgrounds for equitable and barrier-free access to goods, services, facilities, and activities

Appendix A – Guiding Principles, Page 2 of 3

2. Economic Strength

- i) **Diverse and Adaptive Economy**
 - Attract green employment, tourism investment, and a range of employment opportunities to promote a vibrant local economy that ensures economic resilience
- ii) **Fiscal Sustainability**
 - Manage the financial capacity of local government, and apply financial tools to administer municipal services over the long term
- iii) **Business Incubation**
 - Develop and promote a community ‘brand’ reflecting the City’s niche opportunities (e.g. health care, airport, post-secondary schools, green economy, tourism) in tandem with partnership efforts and incentives for entrepreneurial and innovative employment to stimulate economic development
- iv) **Protected Employment Areas**
 - Manage and supply employment lands, including agricultural lands, for balanced and sustained economic growth
- v) **Local Markets and Production**
 - Promote local production, distribution and related initiatives to strengthen the connections and resilience of local and regional economies

3. Environmental Stewardship

- i) **Natural Heritage System**
 - Protect and enhance natural heritage systems to maintain biological diversity of indigenous species, hydrological functions, and ecosystems.
- ii) **Urban Forest**
 - Maintain and improve the urban forest system and extent of vegetation within the City to reduce greenhouse gases and improve thermal comfort in outdoor spaces
- iii) **Sustainable Development**
 - Encourage the design, construction, and operation of buildings making efficient use of energy and other resources to reduce greenhouse gas emissions and cost of living
- iv) **Infrastructure Resilience & Low Impact Development**
 - Incorporate green and resilient infrastructure and low impact development to reduce the impact of climate change (e.g. floods, droughts)
- v) **Local Food Security**
 - Support urban agriculture, local food production and distribution and ensure reliable and convenient access to healthy foods

Appendix A – Guiding Principles, Page 3 of 3

4. Unique & Vibrant

- i) **Downtown Peterborough**
 - Revitalize downtown as the city's economic, social, and cultural hub and enhance its distinctive character, functions, and sense of place
- ii) **Waterfront Development**
 - Enhance waterfront access and design with active transportation connections, mixed-use development and recreational facilities
- iii) **Urban Design**
 - Foster design excellence in the physical setting of both the public and private realms to give form and character to buildings, places, landscapes, and streetscapes
- iv) **Indigenous and Cultural Heritage Resources**
 - Strengthen relationships with local indigenous communities to acknowledge indigenous heritage and cultures, and conserve cultural heritage resources, including built heritage and archaeological sites
- v) **Arts and Culture**
 - Support the City's unique cultural and arts scene

5. Connectivity & Mobility

- i) **Major Transportation Networks**
 - Develop environmentally and fiscally sustainable transportation networks with connections between cities and beyond
- ii) **Multi-Modal Transportation Systems**
 - Create reliable, accessible, and efficient multi-modal transportation infrastructure with priority to transit services and active transportation (cycling and walking)
- iii) **Smart Technology**
 - Provide modern and reliable technology to improve to processes, communication methods, and information sharing
- iv) **Transit Supportive Development**
 - Increase density and plan for mixed-use development along priority transit corridors and within walking distance of major transit stations
- v) **Indigenous and Public Engagement**
 - Lead and progressively act to involve residents, Indigenous groups and other stakeholders in the decision-making process through continuous, mutually respectful, meaningful and inclusive engagement