



City of
Peterborough

TO: Members of the Planning Committee

FROM: Malcolm Hunt, Director of Planning and Development Services

MEETING DATE: April 20, 2009

SUBJECT: Report PLPD09-018
Growth Plan for the Greater Golden Horseshoe

PURPOSE

A report to outline the recommended City of Peterborough response to bring the City's Official Plan into compliance with the Growth Plan for the Greater Golden Horseshoe.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD09-018 dated April 20, 2009, of the Director of Planning and Development Services as follows:

- a) That Report PLPD09-018 be received for information purposes.
- b) That staff be authorized to initiate an Official Plan Amendment to implement the Growth Plan for the Greater Golden Horseshoe in accordance with the Draft Official Plan Policies and Map Schedules appended to Report PLPD09-018 as Exhibits A and B.
- c) That, in support of the City-initiated Official Plan Amendment, consultations be undertaken, Public Notice be issued, and that the Statutory Public Meeting be held in June 2009.

BUDGET AND FINANCIAL IMPLICATIONS

Conforming to the Growth Plan will require an Official Plan Amendment and public consultation. Costs associated with preparing the amendment, advertising and conducting consultation will be borne by the City and is included in the approved 2009 operating and capital budgets.

BACKGROUND

The Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (GGH) is a provincial plan that came into effect on June 16, 2006 and established a policy framework for managing growth in the GGH to the year 2031. With a vision to building stronger, more prosperous, and complete communities, the Growth Plan will guide municipal and provincial decisions on a wide range of issues that include transportation, infrastructure planning, land use planning, urban form, housing, natural heritage, and resource protection. The Growth Plan intends to achieve this overall vision through specific policy directions that aim to:

- Revitalize downtowns to become vibrant and convenient centres
- Create complete communities that offer more options for living, working, shopping and playing
- Provide greater choice in housing types to meet the needs of people at all stages in life
- Curb urban sprawl and protect farmlands and greenspaces
- Reduce traffic grid lock by improving access to a greater range of transportation choices.

The Growth Plan requires that official plans for those municipalities located within the Golden Horseshoe comply with the Growth Plan policies by June 2009. The City of Peterborough is the eastern most municipality in the Greater Golden Horseshoe with an identified “urban growth centre”.

Population and Employment Forecasts

The Growth Plan provides population and employment projections for all upper and single-tier municipalities in the GGH and requires them to use these projections when planning for future growth. From 2006 to 2031, the City of Peterborough is forecast to grow by:

- An additional 13,000 people to reach a total population of 88,000
- An additional 1,300 jobs to reach a total of 42,000 jobs

Intensification and Density Targets

The Growth Plan contains intensification and density targets that municipalities within the GGH must adopt into their Official Plans and **plan to** achieve. While these targets represent only a portion of the Growth Plan's requirements that municipalities are expected to adopt into their Official Plans, these targets are the Growth Plan's central focus, intending to create a compact urban form that maximizes the use of new and existing infrastructure. The Growth Plan specifically requires the City of Peterborough to:

- Plan to achieve an average density of 150 residents and jobs per hectare in the Downtown *Peterborough Urban Growth Centre* by 2031
 - The existing density of Peterborough's Urban Growth Centre (UGC) has been estimated to be about 100 residents and jobs per hectare according to the Ministry of Energy and Infrastructure based on Statistics Canada data. To achieve 150 residents and jobs per hectare by 2031, an additional 4,800 residents and jobs would be required. This is a 50% increase over the present situation and represents about 33% of the total population and employment growth forecast for the City to the year 2031.
 - While the City may not necessarily reach this target by 2031, the redevelopment and revitalization of Downtown Peterborough will nevertheless need to be a central part of the City's future growth strategy. The City's new Central Area Master Plan which was released in draft form to the public in December 2008 has the potential to play a significant role in stimulating growth to the Peterborough's UGC on the scale envisioned in the Growth Plan.
- Direct at least 40% of all annual residential development to its *Built Area* by 2015 and for each year thereafter to 2031.
 - Peterborough's Built Area boundary is the area of the City that had been developed/approved as of June 16, 2006. This boundary was determined by the Ministry in consultation with City Planning Staff. By 2015 and for each year thereafter to 2031, 40% of all residential growth in the City must occur within this boundary.
 - It is forecast that approximately 8,800 new residential units will be required within the City to accommodate its existing and new population. This means that of these new units, about 3,600 will need to be constructed within the Built Area boundary.
 - The 40% intensification target will become increasingly more difficult to achieve as existing vacant lands included within the Built Area are

developed and redevelopment of under-utilized buildings in the City is required.

- To ensure that the 40% intensification target is achieved, the Growth Plan requires Peterborough to develop an intensification strategy that specifically designates nodes, corridors, and areas as places where growth within the City's Built Area will be accommodated. The City will develop a strategy to intensify the Built up Area and will measure reaction to the strategy through a public consultation process.
- Plan to achieve an average density of 50 residents and jobs per hectare within its *Designed Greenfield Area*.
 - Peterborough's Designated Greenfield Area (DGA) is the area that is within the City limits but outside of the Built Area boundary. The size of Peterborough's total DGA is 1443 hectares once lands associated with natural features identified in the City's Official Plan or any applicable provincial plans such as Floodplains or Provincially Significant wetlands are removed.
 - The capacity of Peterborough's entire DGA based on the Growth Plan target of 50 residents and jobs/ha is 72,150 residents and jobs. However, because the City is only forecast to grow by about 14,300 people and jobs between 2006 and 2031, its DGA will not achieve full build out at this density for several decades beyond the Growth Plan planning horizon. However, to remain compliant with the Growth Plan target, the City will need to ensure that the new areas of the DGA that develop, are planned to do so at an average density of 50 residents and jobs per hectare.
 - It is forecast that all employment lands and residential areas within the DGA will accommodate an average of 7 jobs per hectare over the entire DGA at full build out. This means that the remainder of the DGA will need to build out an average of 43 people per hectare in order to achieve the target of 50 people and jobs per hectare. Typically densities for Peterborough suburban development is 20 to 30 persons and jobs per hectare. Therefore a 100% increase in the number of persons and jobs per hectare in the DGAs is necessary to comply with the Growth Plan density targets.
 - It is forecast that approximately 5,300 residential units, accommodating approximately 12,100 people will be constructed in Peterborough's DGA to 2031. To accommodate these people at an average density of 43 people per hectare, about 240 hectares of residential lands will be required. This means that only 240 hectares of the 1,230 hectares that are currently available for residential purpose in the City's DGA will be required by 2031.

- The traditional residential density of Peterborough's Greenfield areas has typically been about 29 people or 13 units per hectare. These low-density residential areas are predominantly made up of single-detached homes and are reflective of the strong market demand for lower density housing forms in the City of Peterborough. However, to achieve an average of at least 43 people per hectare, fewer single detached homes and more multi-unit residential development that includes row housing and multi-storey buildings will need to be built.

The City of Peterborough, like other municipalities in the Greater Golden Horseshoe, is struggling with planning to meet the density targets for greenfield development. Multiple unit residential development is key to achieving the density targets published in the Growth Plan; however, the drastic change necessary in housing form to meet the density targets of the Growth Plan is not realistic. Further complicating matters for Peterborough is the fact that many of the multi-residential developments in recent years have accommodated students and seniors. The Growth Plan densities do not consider students in their calculations because they are not “permanent” residents. Seniors accommodations like multi-suites residences do not count towards density targets because the units accommodated in retirement residences are considered “group dwellings” under the Growth Plan and not “units”. Therefore two significant demographic groups in Peterborough who could help drive the need for more multi-unit residential developments do not even count toward the density targets that the City is required to meet.

Proposed Policies

Exhibit “A” attached to Report PLPD09-018 presents the draft policies intended to comply with the Growth Plan for the Greater Golden Horseshoe. Staff are proposing that a new section of the Official Plan be established outlining strategic planning policies that meet the intentions of the Growth Plan. These strategic policies include direction regarding growth management and planning for complete communities. Throughout Exhibit “A” ***the proposed new policies are illustrated in italics.***

Much of the policy direction of the Growth Plan relates to planning for “complete communities” and meeting density targets for residential development. The proposed policies provide the policy direction for future and ongoing planning initiatives that implement the Growth Plan.

The proposed policies presented on Schedule “B” of Report PLPD09-018 focus primarily on five sections of the Official Plan. A summary is as follows:

i) Section 2 – Basis of the Plan

Section 2 of the Official Plan presents the goals and objectives of the Plan, describes the Regional Setting and the overall Commercial structure for the City.

Being proposed is the addition of a new subsection – 2.4 entitled Growth Management Strategy, which presents the primary objectives of the Province's Growth Plan. Included in this subsection are the policies associated with density targets that must be planned for the "Urban Growth Centre", the "Designated Greenfield Areas", and the "Built Boundary".

The proposed policies provide the policy framework which enable the City to implement intensification studies and opportunities, protect employment lands, plan for development which respects available services and respects cultural and natural resources. The proposed policies provide the basis for future detailed strategies which will implement the principles and objectives of the Growth Plan.

Much of the required policy direction of the Growth Plan is contained within this Section. The policies require a minimum of 40% of the City's Annual residential development to be located within the "Built Boundary" by 2015 and each year after to 2031. The primary areas for intensification are the "Urban Growth Centre", "Intensification Corridors and Major Transit Stations" illustrated on proposed Schedule A-1 and future "Intensification Areas" to be determined by the City. The City will utilize annual reports to monitor this intensification requirement.

Policies in this new section also focus on the density targets for the "Urban Growth Centre" and "Designated Greenfield Areas". The recently released Central Area Master Plan goes a long way in satisfying the Urban Growth Centre policies and it is proposed the Secondary Plans will become the primary tool for planning for the Designated Greenfield Area density targets.

The proposed policies implement the Growth Plan's resolve to protect "Employment Lands" to accommodate future employment opportunities. Conversion of these lands is strongly discouraged and can only be facilitated through a municipal comprehensive review.

Policies related to transportation require the City to develop a Transportation Demand Management Strategy to help reduce dependence on the automobile and increase modal splits to other forms of transportation. This concept was introduced in the 2002 Transportation Plan Update.

Increased protection to cultural and natural heritage is also proposed in the new policy section as required by the Growth Plan and the Provincial Policy Statement.

ii) Section 3.7 – Energy and Air Quality

The draft policies propose additional guidance with respect to supporting more energy efficient development. The policies further support a compact development form alternatives focus of energy and transportation.

iii) Section 4.2.3 – Housing Production

The revised Section 4.2.3 calls for the elimination of certain policies that are no longer relevant in light of the new Growth Plan, keeping existing policy which is still relevant and the addition of new Growth Plan policy which strengthens the need for affordable housing and an adequate supply of a range of housing opportunities.

The provision of affordable housing and adequate housing supply is a primary objective of the Provincial Policy Statement 2005 and the Growth Plan for the Greater Golden Horseshoe. The existing Official Policy provides for the creation of affordable housing. The proposed policies reinforce and further strengthen this primary objective. The policies provide for the creation of accessory apartments to be utilized to intensify existing residential areas and accommodate affordable housing opportunities. It is recommended that a comprehensive zoning by-law amendment be processed which will identify specific zoning regulations that must be met before accessory apartments can be created.

iv) Section 8.3 – Community Improvement.

The proposed policies recommend revised policies related to “Community Improvement”. The existing community improvement policies of Section 8.3 are over 20 years old and deal specifically with infrastructure improvements such as roads, curbs, gutter and sidewalk works. Since the original community improvement policies were established in the City’s Official Plan, the Planning Act has been amended to allow a municipality to provide programs and incentives to deal with many more municipal improvements than infrastructure. The City can establish policies and programs to address economic, land development and housing supply issues and needs. A community improvement plan is a comprehensive plan that does not have to be implemented all at once. A specific community improvement plan is not being proposed at this time but rather the proposed policies provide the necessary policy framework to allow Council to consider future community improvement plans.

v) Other

Bill 51, which amended the Planning Act in 2006, provided municipalities with the ability to require certain information to be submitted with a planning application for it to be deemed “complete”. An official plan must have policy in place requiring this information as part of an application. The proposed policy amendment includes a section outlining the information that must be submitted for an application to be deemed “Complete”.

The proposed amendment also includes a section containing applicable definitions. The majority of the definitions presented are taken directly for the Provincial Policy Statement (2005) and the Growth Plan.

The Growth Plan requires the Urban Growth Centre, Designated Greenfield Areas, Intensification Corridors and Transit Stations, the Built Boundary and Employment Areas to be illustrated in the Official Plan. The proposed Official Plan Amendment proposes a new schedule – Schedule A –1 City Structure – which respects this requirement. A revised Schedule H – Community Improvement, which generally respects the “Built Boundary” is also proposed. Future Community Improvement Plans adopted in this area would greatly assist in meeting the 40% annual intensification target for residential development in the Built Area. An amended Schedule “D” – Development Areas which illustrates development phasing is also proposed.

It is the position of the Planning Staff that the draft policies and map schedules proposed in Exhibits A and B to Report PLPD09-018 will satisfy the City’s obligations to comply with the Growth Plan for the Greater Golden Horseshoe. Initial discussions have been held with the Ministry of Energy and Infrastructure regarding the proposed policies and ongoing discussions will take place as the City works towards conformity with the Growth Plan.

Ministry staff have offered to be present at a future Planning Committee meeting to provide additional education information relating to the Growth Plan. Staff have tentatively scheduled this session for the May 11, 2009 Planning Committee meeting.

PUBLIC CONSULTATION

Staff are recommending that public consultation forums be held in April and May prior to holding the formal public meeting at Planning Committee for consideration of the Official Plan Amendment in early June.

ATTACHMENTS

Attached, as Exhibits A and B are the draft Official Plan policies and map schedules which would move the City’s Official Plan into compliance with the Growth Plan. Attached, as Exhibit C is a detailed Background Research Report titled “What the Growth Plan for the Greater Golden Horseshoe means for the City of Peterborough”.

SUMMARY

To conform to the policy directions of the Growth Plan, the City will be required to optimize the land within its existing built areas by strategically intensifying growth through both infill and redevelopment. This marks a significant shift in Peterborough's traditional growth patterns where the majority of its new residential development has been single-detached dwellings built at the edge of the City. If Peterborough is to achieve the Growth Plan's intensification and density targets, more multi-unit residential developments that include row housing and multi-storey buildings will need to be constructed. The City is therefore faced with the challenge of shifting its predominantly low-density residential development patterns into a more compact, transit-supportive urban form. The City may also be compelled to adjust the traditional approach to growth management by directing growth to limited geographic areas rather than by market demand and developer readiness.

Since the Downtown Peterborough UGC needs to absorb a significant amount of the City's future growth, additional focus needs to be placed on revitalizing and redeveloping the Central Area. The City has already taken significant steps in this direction however, since the implementation of the new Central Area Master Plan will play a key role in developing policies and programs to focus development in the UCG.

While achievement of the Growth Plan's density and intensification targets will not be easy, the Growth Plan is intended to change the way that land use planning has been traditional done in the GGH. With aims of limiting urban sprawl so that better use of existing natural resources can be accommodated, the Growth Plan does not anticipate, promote, or facilitate more of the same. The effective implementation of the Growth Plan however, will entirely depend on the extent to which the various stakeholders involved with community development - developers, politicians, planners, architects, and the general public - embrace it.

Submitted by,

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Attachments:

Exhibit A - Draft Official Plan policies

Exhibit B - Draft Official Plan Map Schedules

Exhibit C - Background Research Report titled: Planning Peterborough for 2031:
How the Growth Plan for the Greater Golden Horseshoe will affect