



City of
Peterborough

To: Members of the Planning Committee

From: Ken Hetherington, Manager, Planning Division

Meeting Date: April 11, 2016

Subject: Report PLPD16-032
Growth Targets and Subdivision Planning

Purpose

A report to inform Council on the status of the City's planning to achieve density and intensification targets in the city and to provide an update on subdivision planning, build-out and inventory.

Recommendation

That Council approve the recommendation outlined in Report PLPD16-032 dated April 11, 2016, of the Manager, Planning Division, as follows:

That Report PLPD16-032 be received for information purposes.

Budget and Financial Implications

There are no direct budget or financial implications arising from the approval of this report.

Background

At its meeting on February 22, 2016, City Council passed the following resolution:

“That staff provide a report on growth targets in the city and an update on subdivision planning, built-out and inventory.”

This report provides an update the status of the city’s current density and intensification targets, subdivision activity, and current residential lot inventory.

Growth Targets

In 2009, in response to the provincial Growth Plan for the Greater Golden Horseshoe, 2006, the City amended its Official Plan to include the following growth targets:

- Plan to achieve a minimum average density of 50 persons and jobs combined per hectare for Designated Greenfield Areas;
- Between 2015 and 2031, target a minimum of 40 per cent of housing units approved annually for sites within the City’s Built Boundary; and,
- Plan to achieve a minimum density of 150 persons and jobs combined per hectare in the City’s Urban Growth Centre;

The City’s Designated Greenfield Area consists of those areas that were not built-up as of June 2006 and, more specifically, includes those areas on the city’s edge that were annexed for long-term growth between 1998 and 2008. The Built Boundary represents the built-up portion of the city that existed as of June 16, 2006 (the effective date of the provincial Growth Plan) while the Urban Growth Centre consists primarily of the City’s Commercial Core and Waterfront Commercial Areas as established on Schedule J – Central Area Land Use Plan of the Official Plan. These three areas are illustrated on Schedule A1-City Structure of the Official Plan attached hereto as Exhibit A.

a) Designated Greenfield Area

To achieve a minimum average density of 50 persons and jobs combined per hectare in designated greenfield areas, the City is completing secondary land use plans for each of its five main greenfield growth areas. Each secondary plan will assign land uses and development densities that ensure a minimum average density of 50 persons and jobs combined per hectare. To date, a complete secondary plan has been approved for the Lily Lake planning area and partial secondary plans been approved for the Chemong and Coldsprings planning areas.

b) Built Boundary

The City is required to direct 40% of all residential dwellings approved annually to areas within its Built Boundary. As depicted in Table 1, since 2011, the City has seen, on average, over 40% of its residential development occurring on sites within the Built Boundary.

Table 1: Intensification Rate in the City of Peterborough: 2011-2015

Year	Units	Units Inside Built Boundary	Units Outside Built Boundary	Intensification Rate (% of Units Created in Built Boundary)
2011	294	102	192	35%
2012	346	211	135	61%
2013	360	129	231	36%
2014	374	232	142	62%
2015	339	172	167	51%
Total	1713	846	867	49%

Although Peterborough has been successful in encouraging intensification over the past five years, staff does anticipate that the 40% intensification target will become increasingly difficult to achieve in the future as the City's inventory of vacant and underdeveloped properties decline inside the Built Boundary.

c) Urban Growth Centre

Within the Built Boundary, the City's Urban Growth Centre is to be planned to achieve an overall average density of 150 persons and jobs combined per hectare by 2031. As reported in Report PLPD16-005 (Downtown Economic Analysis Update), the Urban Growth Centre had an average density of approximately 100 persons and jobs combined per hectare in 2011. In order to achieve planned density target, approximately 4,800 additional residents and jobs will be required. Although the Official Plan and provincial policy require the City to plan to achieve an overall density target for the Urban Growth Centre, the Urban Growth Centre is not subject to an annual development target like the Built Boundary.

To promote intensification in the Urban Growth Centre and generally throughout the Built Boundary, the City has implemented a number of financial incentives through Community Improvement Plans. Additionally, within the Urban Growth Centre

specifically, accessory apartments or secondary dwelling units are currently permitted as of right throughout most of the area and development charges are waived for most of the area.

The City's density target for the Urban Growth Centre is expressed in persons and jobs combined per hectare. For the Urban Growth Centre, with its heavy concentration of jobs, it is difficult to track density on an ongoing basis because of a lack of rigorous information on the geographic location of jobs. The Province, through its monitoring of the Growth Plan for the Greater Golden Horseshoe, has been tracking change in the City's Urban Growth Centre in five-year intervals based on Census and National Household Survey data. Their most recent report, Performance Indicators for the Growth Plan for the Greater Golden Horseshoe, 2006, was released in 2015 and was based 2011 data.

Exhibit B describes some key developments in the Urban Growth Centre that have occurred or were planned during the period 2011 to 2015.

Current Subdivision Activity

Presently, the City's current subdivision and condominium activity has the potential to generate the following development:

Table 2: Development Potential in all Plans of Subdivision and Condominium

	Single and Semi-Detached	Townhouse and Medium Density	High Density
Sites Under Development	216	193	0
Draft-approved Sites	815	616	91
New and Pending Applications	1483	1125	0
TOTAL	2514	1934	91

a) Sites Under Active Development

Presently there are eight residential plans of subdivision and two residential plans of condominium that are either under construction or waiting for their final components to be built. Combined, these sites have a remaining development potential of 216 single detached and semi-detached dwellings and 193 townhouse and medium density dwellings.

However, of these sites, approximately 71 of the potential townhouse and medium density units are located on sites within plans that are otherwise essentially built-out. Accordingly, these sites have remained undeveloped for several years.

b) Draft-Approved Sites

In addition to plans currently under construction, the city has five sites that have been granted Draft Plan of Subdivision Approval by Council. Essentially, Council has supported each of these plans in principle however each plan must fulfil a number of conditions before proceeding to final approval and construction. Combined, these plans have a development potential of 815 single detached and semi-detached dwellings, 616 townhomes and medium density units, and 91 high density units. In 2016, staff anticipates that approximately 235 of these units will receive final approval and will come available for construction.

Although Draft Approved Plans provide for a significant amount of potential development, over half of the proposed units are located in plans that appear to be not progressing toward final approval and are currently set to lapse in 2017 unless an extension is granted.

c) New and Pending Subdivision Applications

Presently, the City has five open applications for residential plans of subdivision which represent the potential development of 1483 single detached and semi-detached units and 1125 townhome and medium density units.

Lot Inventory Requirements

Between 2011 and 2015, residential construction in the city has consisted of the following:

Table 3: Residential Construction Activity, 2011-2015

Year	Singles/Semis	Townhouse	Apartment	Retirement	Student	Total
2011	149	54	64	0	27	294
2012	125	38	158	0	24	346
2013	219	49	56	0	36	360
2014	133	40	165	0	36	374
2015	157	44	33	105	0	339

During the period from 2011 to 2015, the City issued building permits for an average of 343 residential units annually. To maintain this average over a 10 year period, the City would need to make enough land and/or sites available to accommodate 3426 new residential units. To address the immediate three-year need for housing as required by Provincial policy, the City should have enough serviced and zoned sites available to accommodate approximately 1030 units. Currently, the City's actively developing subdivision plans have enough land inventory to accommodate approximately **14 months** of construction activity assuming that all of the city's residential construction activity is located within subdivision plans.

Summary

Table 4: Key Findings

Average pace of residential construction 2011-2015	343 units/year
Minimum required 3-year inventory of residential construction opportunities	Approximately 1030 units
Average level of annual residential intensification 2011-2015	49%
Current Development Potential in Actively developing subdivision plans	Approximately 14 months
New subdivision units anticipated to become available for construction in 2016	Approximately 235

Presently, the City is planning to achieve the minimum average density required for new Greenfield Areas and, over the last 5 years, has been successful in encouraging new residential units within the City's Built Boundary. Development incentives are in place to help encourage intensification in the City's Built Boundary and, in particular, in the City's Urban Growth Centre.

With respect to subdivisions, the City has less than a three-year inventory of lots in actively developing plans of subdivision. The City does have a significant amount of development potential in Draft Approved plans of subdivision however much that potential is located in sites that currently do not appear to be progressing toward final approval. In the absence advancing the City's current Draft Approved plans of subdivision to construction, development in new subdivision applications received by the City will be required to meet the City's long term development needs.

Submitted by,

Ken Hetherington
Manager, Planning Division

Prepared by,

Concurred with,

Brad Appleby
Planner, Subdivision Control
& Special Projects

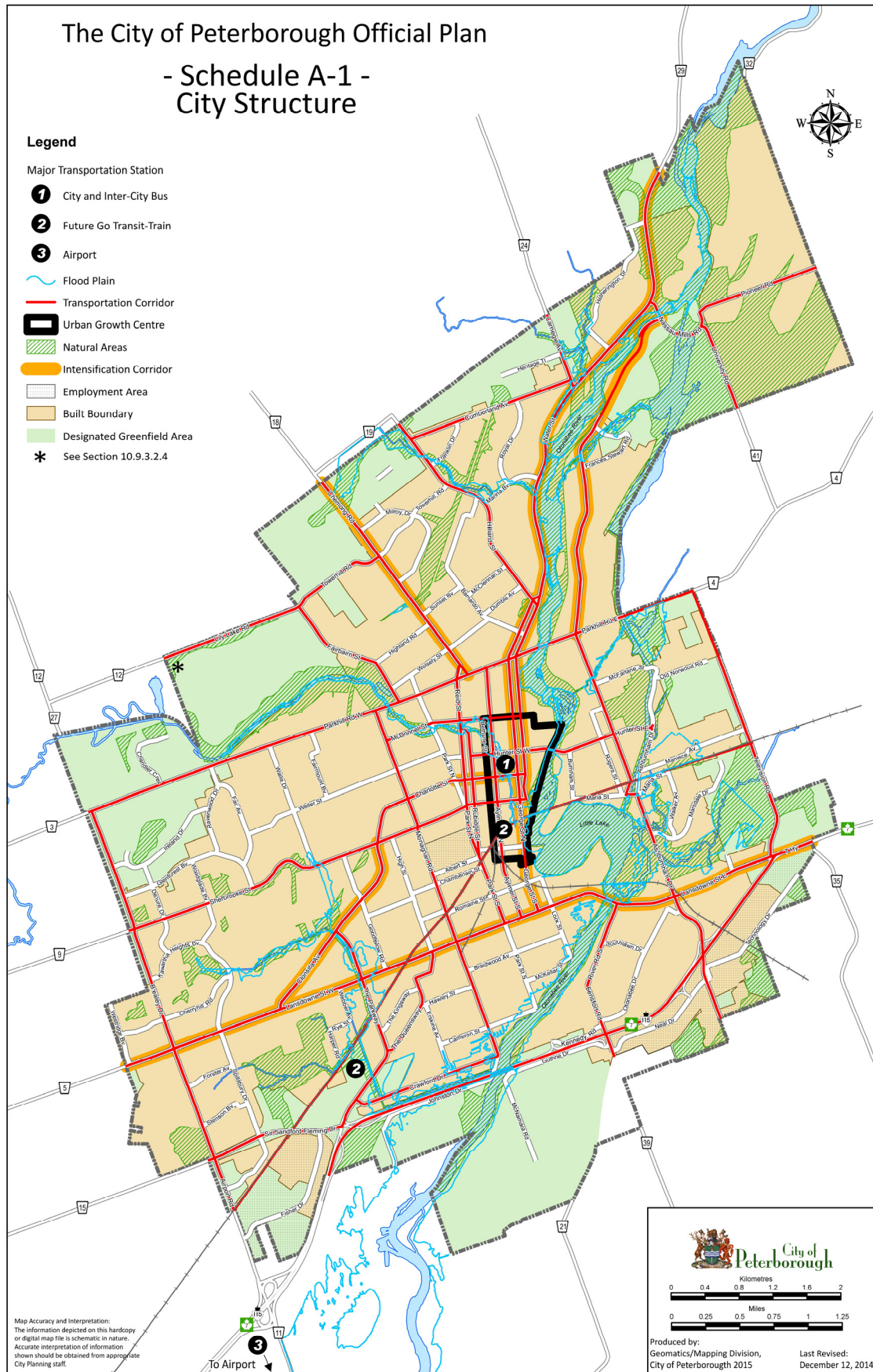
Malcolm Hunt, Director
Planning and Development Services

Contact Name:

Brad Appleby
Planner, Subdivision Control
& Special Projects
Phone: 705-742-7777, Extension 1886
Toll Free: 1-855-738-3755
Fax: 705-742-5218
E-mail: bappleby@peterborough.ca

Attachments:

Exhibit A – Official Plan Schedule A1 – City Structure
Exhibit B – Selected Development Activity in the Urban Growth Centre, 2011-2015



Selected Development Activity in the Urban Growth Centre, 2011-2015

Location	Project Description	Year
475 George Street North	Re-zoning of former YMCA building for up to 140 residential units	2011
418 George Street North	Signum Corporation renovation for new office space	2011
11 Fleming Place	New 12-unit residential building	2012
234 Hunter Street West	New mixed use building with 17 apartments and ground floor commercial	2013
364 Water Street	Opening of Nordia Inc. call centre office	2014
242 Hunter Street West	New 8-unit apartment building	2015
185 King Street	Relocation of Peterborough County-City Health Unit Offices	2015
246 George Street North	Renovation for Investors Group office	2015-2016
396 George Street North	Renovate mixed use building to create 4 new apartments on upper floors	2015-2016