



City of
Peterborough

TO: Members of the Planning Committee

FROM: Malcolm Hunt, Director, Planning and Development Services

MEETING DATE: May 25, 2009

SUBJECT: Report PLPD09-030
Central Area Master Plan: Reid-Park Neighbourhood Concerns

PURPOSE

A report to present minor adjustments to the Central Area Master Plan arising out of a meeting with representatives of the Reid-Park Neighbourhood.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD09-030 dated May 25, 2009, of the Director of Planning and Development Services, as follows:

- a) That proposed Policy 10.6.4.2 of the Central Area Master Plan be amended to capture the principle of incremental and orderly change within the Transitional Uses Sub-area in accordance with Proposed Amendment No.1 as detailed in Report PLPD09-030.
- b) That proposed Policy 10.6.4.6 of the Central Area Master Plan be amended to clarify that neighbourhood plans are to be prepared prior to the comprehensive pre-zoning of the Transitional Uses Sub-area, in accordance with Proposed Amendment No.2 as detailed in Report PLPD09-030.
- c) That once Neighbourhood plans are prepared that the plans be presented to Council for adoption as a planning guide and that Section 4.3.2.2.6 "Sub-Area 5: Transitional Uses Area" be amended at that time to include a brief statement of context and key planning principles for each neighbourhood.

BUDGET AND FINANCIAL IMPLICATIONS

There are no direct Budget and Financial Implications arising out the approval of this recommendation.

BACKGROUND

At the Planning Committee meeting held on May 11, 2009 the Central Area Master Plan was approved however the Director of Planning and Development Services was directed to meet with representatives of the Reid-Park neighbourhood to review their expressed concerns. A meeting was convened on Friday, May 15, 2009 and a follow-up meeting was scheduled for Thursday May 21, 2009.

The Reid-Park neighbourhood is situated in the Transitional Uses Sub-area of the Central Area and development within the Transitional Uses Sub-area is guided by policies that have been in effect since 2000. The Transitional Uses Sub-area policies recognize that new development and redevelopment will most likely be in the form of medium and high density residential uses as well as small scale offices. The Official Plan also recognizes that the range of reasonable uses broadens the closer the site is to the Commercial Core area of downtown. In summary, the concerns of the Reid-Park neighbourhood is really rooted in the language of the existing Official Plan and the policies which have been in effect for 9 years and are not proposed to be amended by either the Central Area Master Plan or the **“Places to Grow”** Official Plan amendments. The Central Area Master Plan process provides a forum to express and address the concerns of the neighbourhood. The neighbourhood representatives find the potential application of more liberal intensification policies pursuant to the provincial Growth Plan **“Places to Grow”** and the proposed Central Area Master Plan which acknowledges and responds to **“Places to Grow”**, threatening to the future of their neighbourhood.

Time was spent reviewing the intent of the existing Official Plan policies for the Transitional Uses Sub-area, in particular:

- The area by its name and policy intent is to provide a transition between the residential areas outside of the Central Area and the Commercial Core – it is therefore distinctly different than the Commercial Core.
- The range of acceptable uses going forward will be more compatible with residential uses than the diverse range of uses presently found throughout the Transitional Uses Sub-area.

- New development must minimize the impact on adjacent low density residential areas

The clarification of the existing policy context provided some measure of assurance to the Reid-Park neighbourhood representatives.

In order to further clarify the importance of residential neighbourhoods to the Central Area staff are recommending refinements to 2 sections of the proposed Central Area Master Plan policies.

PROPOSED AMENDMENT NO.1:

The first amendment recommended is in the preamble to Policy 10.6.4.2. and Strategy (a) of section 10.6.4.2 as represented by the bold, underlined text below:

10.6.4.2 Strategies to Promote the Quality of Life in Central Area Neighbourhoods

Over time the Transitional Uses Sub-area represents the logical and practical expansion area for the Commercial Core **downtown. It is not envisioned, within the life of the Central Area Master Plan, for the Transitional Uses Sub-area to be redeveloped to replicate the intensity of the Commercial Core. However, over time the Transitional Uses Sub-area will change incrementally, with more intensive development progressively radiating from the Commercial Core.** During this planning period the residential neighbourhoods in and at the fringe of the Central area are worthy of planning measures to ensure the quality of life for current residents and new residents anticipated due to residential intensification initiatives. The following strategies form part of the Master Plan:

- a) The preparation of neighbourhood plans for distinct residential areas in the Transitional Uses Sub-area, **reflecting the unique planning opportunities and challenges of each neighbourhood.**
- b) The development of an enhancement strategy for the Aylmer/Bethune corridor to promote a positive environment for investment and a safe interface between the Downtown Commercial Core and the Transitional Uses Sub-area. As a component of the enhancement strategy, establish a future for the Bethune Street right-of-way.

The proposed wording refinements capture the principles of incremental change and neighbourhood distinctiveness. Both improvements provide a more accurate description of the planning intention.

PROPOSED AMENDMENT NO.2:

The second proposed amendment is more substantive. It reflects the intent of the Planning Division as presented at the numerous consultation forums leading up to the finalization of the Master Plan. To be perfectly clear as to the intent, staff recommend that a comprehensive approach to pre-zoning the Transitional Uses Sub-area (a policy of the Master Plan) **follow** the preparation of Neighbourhood Plans (also a policy of the Master Plan). The order is important as staff envision that neighbourhood plans will provide a level of detail that justifies the neighbourhood-specific approach to pre-zoning. This simply acknowledges that neighbourhoods are different and each has its unique planning opportunities and challenges. The amendment proposed is identified below by the bold underlined text:

10.6.4.6 Strategies to Promote Economic Development

- a) The comprehensive pre-zoning of all properties in the Central Area, **excluding the Transitional Uses Area until neighbourhood plans are prepared pursuant to policy 10.6.4.2 (a), to fulfill the full opportunity envisioned by the Official Plan and the neighbourhood plans.**

The Reid-Park neighbourhood representatives sought clarification on the status of the neighbourhood plan, as it is presently an undefined concept in the Official Plan. A Neighbourhood Plan does not have the same meaning as a Secondary Plan as outlined in section 9.5 of the Official Plan, as the geographic extent of a Secondary Plan is intended to be much broader and the range of relevant planning issues to be resolved more complex and diverse. However, a Secondary Plan is adopted as an amendment to the Official Plan and therefore it attains a legal status. The Central Area Master Plan is being processed as a Secondary Plan for the Central Area.

A Neighbourhood Plan was intended to be localized in scope and deal with issues not normally addressed in the Official Plan, such as solutions to on-street parking issues, derelict property maintenance, park improvements, as well as appropriate land use controls and redevelopment opportunities. As an alternative to deeming a neighbourhood plan as a Secondary Plan, staff are recommending that the neighbourhood plans be presented to council for adoption as a planning guide for the neighbourhood **and** that Section 4.3.2.2.6 of the Official Plan, “Sub-area 5: Transitional Uses Area”, be amended to include a brief statement of context and key planning principles for each neighbourhood. This approach is patterned after Section 4.3.2.2.4 of the Official Plan, “Sub-area 3: Business Districts”, where the 4 Business Districts are identified and development parameters are established. It is recommended that this

approach to Neighbourhood Plans be endorsed by council by resolution. Unless Council directs otherwise, it would be the intent of the Planning Division to initiate the neighbourhood plan for the Reid-Park neighbourhood as the first priority, upon adoption of the Central Area Master Plan.

SUMMARY

The proposed amendments are intended for clarity and would apply to the entire Transitional Uses Sub-area of the Central Area and not just the Reid-Park neighbourhood. The By-law presented for passage at the May 25, 2009 Council meeting will reflect the policy modifications as outlined in this report.

Submitted by,

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