



City of  
**Peterborough**

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**TO:** **Members of the Planning Committee**

**FROM:** **Malcolm Hunt, Director of Planning and Development Services**

**MEETING DATE:** **July 27, 2009**

**SUBJECT:** **Report PLPD09-018B**  
**Official Plan Amendment**  
**Growth Plan for the Greater Golden Horseshoe**

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## **PURPOSE**

A report to recommend approval of the Official Plan Amendment required to bring the City's Official Plan into compliance with the Growth Plan for the Greater Golden Horseshoe and to identify projections for population and employment for use in the development of the Transportation Plan Update.

## **RECOMMENDATIONS**

That Council approve the recommendations outlined in Report PLPD09-018B dated July 27, 2009, of the Director of Planning and Development Services as follows:

- a) That the Official Plan of the City of Peterborough be amended in accordance with the draft Official Plan Amendment attached as Exhibit "B" to Report PLPD09-018B to bring the Official Plan into compliance with the Provincial Growth Plan for the Greater Golden Horseshoe.
- b) That the population and employment forecasts presented in Exhibit "C" to Report PLPD09-018B be endorsed as the projections to be utilized in the preparation of long range studies and planning initiatives, including the Transportation Plan Update.

## BUDGET AND FINANCIAL IMPLICATIONS

There are no direct budget and financial implications arising out of the adoption of the recommendation. Future capital and operating budgets will be impacted over time as Council acts upon the policy direction of the Official Plan. Future expenditure decisions will be established through the annual budget process according to Council priorities and in consideration of other municipal requirements.

## RATIONALE

The proposed Official Plan Amendment satisfies the City's obligation to bring the Official Plan into compliance with the Growth Plan for the Greater Golden Horseshoe. The proposed amendment adopts the Growth Plan philosophy of building more sustainable, complete communities, however, recommends the need for further studies and approvals, such as secondary plans, intensification studies, and a housing strategy, to identify specific development opportunities and intensification strategies.

## BACKGROUND

At the City Council meeting held on May 4, 2009, the following recommendations of the April 20, 2009 Planning Committee meeting were adopted:

- 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.*

Staff were directed by resolution to proceed with the Statutory Public Meeting in June, however, given the extent of public and agency consultation required, and Council's meeting schedule, it was necessary to postpone the required public meeting to July 27, 2009. Although the deadline for municipalities within the Greater Golden Horseshoe to comply with the Growth Plan policy was June 16, 2009, Planning Staff have been in constant contact with the Ministry of Municipal Affairs and Housing, who have extended this deadline for the City to carry out the approval process.

Notice of Public Meeting was published in the Peterborough Examiner on June 30, 2009 and in the Peterborough This Week on July 3, 2009. Notice of Public Meeting was mailed to all standard commenting agencies, and anyone who attended any of the four public open houses.

## **POPULATION AND EMPLOYMENT FORECASTS**

The Growth Plan establishes population and employment forecasts for all upper and single-tier municipalities in the Greater Golden Horseshoe 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.

The population increase of 13,000 translates to an annual average growth rate between 0.5% to 1 %, which is consistent with the City's historical growth rate.

The first major policy initiative that involves the use of the projections is the Transportation Plan Update. To determine necessary improvements to the transportation network, a detailed review of the projected growth was required. Staff have completed this review by utilizing the Provincial projections and assigning various percentages of growth to different areas of the City, utilizing the growth targets of the Growth Plan. For example, the population growth for the years 2011, 2021 and 2031 identified in the Growth Plan for the City was first broken down 60% for the Designated Greenfield Area and 40% for the existing Built Boundary. These targets, were then broken down further into super analysis traffic zones based on staff's best estimate as to when and where growth will occur over the next 20 to 25 years.

As with any analysis involving growth projections, the work is very subjective and can change as conditions affecting development also change. The Ministry of Energy and Infrastructure has stated in the Growth Plan that population and employment projections for municipalities in the Greater Golden Horseshoe will be reviewed at 5 year intervals. Monitoring of the City's growth projections will also occur at 5 year intervals and necessary changes made to ensure the projections are as accurate as possible.

The detailed projections are presented in Exhibit "C" to Report PLPD09-018B.

## **POLICY HIGHLIGHTS**

Exhibit "A" attached to Report PLPD09-018B 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 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 presents several strategies 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, which would entail a City-initiated Official Plan review or amendment.

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 and design which supports the use of alternative and renewable forms 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) Official Plan Schedules**

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.

#### **vi) 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”. This additional information may include:

- Servicing Plans, site grading and landscaping plans;
- Environmental assessments and studies;
- Floodplain studies;
- Traffic impact studies;
- Water quality impact analysis ; and
- Noise assessments and feasibility studies.

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

## CONSULTATIONS

Since the May 4, 2009 Council meeting, Planning Staff have undertaken an extensive consultation program involving the public and agencies. Several presentations were scheduled with interested groups and committees, meetings were held with members of the public and a series of public open houses were scheduled at different venues across the City.

The following list summarizes the consultation program that was carried out:

May 6, 2009 –	Board of Trustees of the Peterborough Public Library
May 12, 2009 –	Affordable Housing Action Committee
May 14, 2009 –	Peterborough Partnership Council on Immigrant Integration
May 14, 2009 –	Arts, Culture and Heritage Advisory Committee
May 26, 2009 –	Public Open House – Peterborough Free Methodist Church
May 28, 2009 –	Public Open House – Murray Street Baptist Church
June 1, 2009 –	Peterborough Real Estate Board
June 2, 2009 –	Public Open House – Northminster United Church
June 4, 2009 –	Public Open House – Westdale United Church
June 11, 2009 –	Peterborough & Kawartha Homebuilders Association
June 25, 2009 –	Residents from the Reid Street/Park Street Area
July 10, 2009 –	Representatives from Development Coalition

In total, all of the consultation sessions involved approximately 100 people.

In addition to the consultations carried out with agencies and the public, several written responses were received asking questions, raising concerns, expressing support and recommending changes.

## Agency Comments

The **Ministry of Municipal Affairs and Housing** is supportive of the proposed Official Plan Amendment and commended the City for its detailed work and commitment to bring the Official Plan into compliance with the Growth Plan.

The Ministry's comments focussed on recommended revisions to provide more consistency between the proposed Official Plan policies and the policies of the Growth Plan. The nature of the comments were technical and there were no significant revisions required. The Ministry's comments are provided in Exhibit "D".

**The Board of Trustees of the Peterborough Public Library** commented that the Growth Plan is a positive step in changing the pattern of development from the last 50 years and will promote healthier communities. However, there are also issues of

concern to the library with respect to service delivery. Density increases in the Urban Growth Centre and Designated Greenfield Areas, the creation of complete communities and the increase in the seniors population will challenge the library in providing services in an open and accessible manner which may include providing services outside of the downtown area. The Board has requested to be involved in the Secondary Plan process for the designated Greenfield areas.

The **Peterborough Partnership Council on Immigrant Integration (P.P.C.I.I.)** provided comments primarily related to the challenges of an aging and declining population. The P.P.C.I.I. indicated that there is a growing immigrant population that needs access to housing, transportation, services, education and leisure, the projected growth for the City is less than the current growth, and increased immigration will help offset the high percentage of Peterborough's senior population.

The P.P.C.I.I. comments further advised that we need further direction on population growth and service delivery. We need to know who we are planning and building for before we plan our growth.

Staff realize that there are planning challenges related to the City's population growth. Some of these challenges have been presented in the background document "Planning Peterborough to 2031: How the Growth Plan of the Greater Golden Horseshoe will affect the City of Peterborough". However, the population and employment growth rates have been established by the Province, not the City. The Province has committed to reviewing the growth rates for municipalities in the Greater Golden Horseshoe at the 5-year review stage and make any necessary revisions.

As the City begins work associated with implementing many of the new policy direction regarding intensification studies and secondary plans, it will be important for the P.P.C.I.I. to get involved and advise on the issues raised in their correspondence. The P.P.C.I.I. letter is attached as Exhibit "E"

The **Peterborough Social Planning Council (P.S.P.C.)** provided comments that generally support the principles of planning for complete communities established in the Growth Plan and established in the proposed Official Plan Amendment. The P.S.P.C. reiterated the issues around population challenges expressed by the P.P.C.I.I. and offered assistance with any future community consultations.

The **Peterborough County – City Health Unit** submitted comments related to health impacts of the Growth Plan and the proposed Official Plan Amendment policies. The comments identify planning for complete communities, providing affordable housing, supporting alternative forms of transportation and committing to a broader range of community improvement initiatives as the key considerations of the proposed amendment.



The City – County Health Unit is supportive of the proposed policies as the amendment “is a step towards making Peterborough a place where all residents are healthy people living in healthy communities”.

**The Affordable Housing Action Committee (A.H.A.C.)** provided comments focussing on the proposed affordable housing provisions. Comments centred on the definition of “affordable housing,” a proposed addition to the plans for energy to help increase affordability, additional clarity around the scope of monitoring and enforcement necessary to sustain the plan, and a need to increase the percentage of affordable units to be built from 10% to 25%.

In response to A.H.A.C.’s comments, the target for affordable housing units remained at 10% however, wording was revised to make it clear that this is a minimum. In 1991, when Section 4.2 – Residential of the Official Plan was last amended, a requirement of 25% of all residential development to be “affordable” was adopted. This, however, was during a time when the Province defined affordable based on housing form, not income levels. In 1991 affordable housing was any medium and high density housing form, so achieving 25% was possible. When the 2005 Provincial Policy Statement was released, the definition of affordable was amended to be linked to income levels. The revised definition of affordable has made it much more difficult for the private market to produce true affordable housing.

Since 2005, the percentage of new affordable housing units has ranged from 12% to 22% and this has been during a time which Federal and Provincial funding has been available. If this funding was not available, it is clear that the provision of affordable housing would be drastically affected as the definition of affordable housing makes it virtually impossible to create affordable housing without some form of subsidy. The City is not in a position to take this financial responsibility on if Federal and Provincial funding disappears. Other wording revisions were made in response to A.H.A.C.’s comments.

It is staff’s position that other detailed comments related to a biennial Housing Report which would report on land supply, housing conditions, affordable housing supply, development trends and densities and compliance with the Housing Strategy, and potential policies to limit demolition and conversion of rental units should be considered through a comprehensive review of Section 4.2 – Residential of the Official Plan. A.H.A.C.’s comments are attached as Exhibit “F”.

**The Peterborough and Kawartha Home Builders Association and the Peterborough Real Estate Board** did not submit written comments, however, presentations were given to both organizations.

Questions and concerns expressed by both organizations were not specifically related to the proposed policies, but rather the future implementation measures, including ensuring adequate infrastructure is in place to support intensification opportunities and

dealing with neighbourhood opposition to more intense development proposals. The need for revised zoning regulations to facilitate increased densities was also raised.

**Otonabee Conservation** comments dealt specifically with the floodplain and natural environment policies. Otonabee Conservation requested that:

- a) Section 3.4 – Floodplain of the Official Plan and proposed Sections 2.4.4.1, 2.4.5.1 and 2.3.10.1 be revised to reflect the wording and intent of the current Provincial Policy Statement (PPS 2005) with respect to the cultural environment and human health.
- b) Floodplain lands be removed from areas targeted for intensification including the Urban Growth Centre, Major Transportation Corridors and Intensification Corridors.

Otonabee Conservation's comments are attached as Exhibit "G". In response to the Conservation Authority's comments, it is Planning staff's position that Section 3.4 – Floodplain does reflect the wording and intent of the PPS. Certain uses are not permitted to locate in floodplain areas and development and site alteration is not permitted to be located in a floodway.

In 1991, a Special Policy Area (SPA) was approved by the Ministry of Municipal Affairs and Housing for the floodplain lands associated with Jackson Creek in the Central Area. The purpose of the SPA is to recognize that the lands are part of the historic centre of the City and special policies will promote the continued economic and social viability of the area. The SPA policies do permit new development and redevelopment opportunities in accordance with the PPS, which will assist in meeting the required density targets. Other intensification areas and corridors are subject to secondary plans which will accurately depict floodplain limits and ensure compliance with the PPS.

Staff have made the necessary revisions as requested by Otonabee Conservation. These changes have been reviewed with Otonabee Conservation, who are now satisfied with the proposed amendment.

## Public Comments

Four public open house forums were held during the last week of May and first week of June. A total of 25 to 30 people attended the meetings. Many of the comments and concerns expressed at the forums were similar in nature and can be grouped into two categories:

- i. Questions and concerns with next steps and implementation of the policy direction; and

- ii. The policies should go further and address implementation measures to accommodate intensification and building complete communities.

Some of the concerns expressed included:

- Downtown needs to be visually attractive in order to attract people to live downtown.
- Protect green spaces and parks in the Built Area. These areas should not be sacrificed as intensification opportunities.
- There is a need to intensify but existing built heritage must be protected.
- Preserve established neighbourhoods.
- What will boundaries of neighbourhoods and intensification areas be?
- Concerns of gentrification/intensification in downtown could result in pushing lower income tenants out of the downtown.

There were also comments made that the proposed Official Plan Amendment does not go far enough in implementing the Growth Plan. It simply implements the policy framework of the Growth Plan without any specific approaches to implementing the provincial policy. Staff explained that this is the first step in implementing the Growth Plan and given the time constraints associated with bringing the Official Plan into compliance with the Growth Plan, the focus of the amendment was adopting the planning philosophy of the Growth Plan. Future studies, strategies and Secondary Plans to be approved by Council will be the tools utilized in implementing the Policy.

## SUMMARY

The City's Official Plan must comply with the Growth Plan for the Greater Golden Horseshoe. The proposed Official Plan Amendment adopts the policy framework of the

Growth Plan and brings the Official Plan into compliance with minimal impact. Implementation measures are subject to future studies and approvals.

Submitted by,

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Prepared by,

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Attachments:

Exhibit A: Proposed Official Plan Policies  
Exhibit B: Draft Official Plan Amendment  
Exhibit C: Population and Employment Projections  
Exhibit D: Ministry of Municipal Affairs and Housing comments  
Exhibit E: Peterborough Partnership Council on Immigrant Integration comments.  
Exhibit F: A.H.A.C. comments  
Exhibit G: Otonabee Conservation comments