



City of
Peterborough

TO: Members of the Planning Committee

FROM: Ken Hetherington, Manager, Planning Division

MEETING DATE: October 29, 2012

**SUBJECT: Report PLPD12-068
Lansdowne West Secondary Plan**

PURPOSE

A report to evaluate the planning merits of amending the Official Plan to redesignate industrial lands within and adjacent to the Lansdowne West Secondary Plan on Schedule M and Schedule O, to introduce site specific policies to permit the use of the lands for a limited amount of service commercial uses in addition to the industrial uses.

RECOMMENDATIONS

That Council approve the recommendations outlined in Report PLPD12-068 dated October 29, 2012, of the Manager, Planning Division, as follows:

- a) That the proposed amendments to Section 4.4.5.2 – Prestige Industrial; Section 4.4.5.3 – Service Industrial; Section 10.2 – Lansdowne West Secondary Plan; Schedule ‘M’ – Lansdowne West Secondary Plan; and to Schedule ‘O’ – Industrial Land Use, of the City’s Official Plan for the properties located east of Byersville Creek, south of The Parkway and north of Highway 7/115, be approved in accordance with Exhibit ‘D’ attached to Report PLPD12-068.
- b) That an amendment be initiated to the City’s Comprehensive Zoning By-Law #1997-123 to implement the changes in land use anticipated by the Amendments to Sections 4 and 10 of the Official Plan, and Schedule M – Lansdowne West Secondary Plan and Schedule O – Industrial Land Use.

BUDGET AND FINANCIAL IMPLICATIONS

There are no direct budget or financial implications arising from the approval of this application. The City has initiated this amendment to the Official Plan requiring that the City bear the cost of the processing of such amendment.

RATIONALE

The City's Official Plan distinguishes between commercial and industrial lands with specific policies to prevent incompatible land uses from threatening the viability of these areas. In accordance with the City's commercial structure, retail uses are restricted to designations and nodes where they will best suit the economic viability of existing nodes, while serving trade areas ranging from neighbourhoods to regional scale retail facilities.

The current Industrial designations contemplate limited forms of commercial, primarily intended to serve the industrial land uses and employees within the industrial areas, or as accessory to industrial uses. Several standard industrial zoning districts also include the retail sale of building products and home improvement type uses.

The introduction of additional service commercial uses into industrial designated lands has been considered by Planning Staff to provide additional flexibility for lands within the industrial designations in the Lansdowne West Secondary Plan. The lands within the Lansdowne West Secondary Plan Area including Crawford Drive east of The Parkway, and the lands surrounding Harper Road, south of the rail lands, have been designated for more traditional industrial uses since 1996, yet, have become shoulder sites to lands that have evolved over time to implement Peterborough's Gateway profile, and to the residential community to the east. Planning Staff have assessed the opportunities comprehensively to update the types of uses contemplated for these lands. This could provide potential for reuse of these sites for compatible land uses, more reflective of current trends, while maintaining the integrity of the City's Commercial Structure and overall Industrial policies.

BACKGROUND

Council, in considering a site specific amendment for the lands known as 995 Crawford Drive, passed a resolution in July, 2012 that the City initiate a broader amendment process, including proper Notice in accordance with the requirements of the Planning Act, R.S.O. c.P.13, for an adjustment to the industrial policies for the area of Crawford Drive and Harper Road, to consider the appropriateness of providing greater industrial land use flexibility including the potential introduction of a restricted range of service

commercial type uses, recognizing the evolution of these lands as shoulder sites to the Peterborough Business Park in the Lansdowne West Secondary Plan. The City initiated amendment was processed in accordance with department procedures.

Since the introduction of Costco to the lands at the The Parkway and Crawford Drive, and the successful implementation of the initiatives of the Lansdowne West Secondary Plan, the City has experienced additional pressure to introduce service oriented uses rather than manufacturing uses into this area of Crawford Drive, originally identified and intended to facilitate industrial uses. The City last reviewed its industrial policies in a comprehensive manner in 1996 (Official Plan Amendment #97).

The 1996 update was a comprehensive policy update to address the changing nature of the industrial areas to introduce other land uses, respecting modern industry flexibility with a mix of different types of industrial uses to respond to market and economic changes. The introduction of laboratories, technical and some limited commercial uses to support industrial activities and to allow opportunities for complementary uses like recreational uses were facilitated through the 1996 update.

The industrial designation of the lands along Crawford Drive, between The Parkway and the residential lands to the east, have been largely underutilized as traditional industrial uses. The vacant NHB site and other underutilized lands within the area have become an industrial anomaly, similar to the Braidwood Area, whereby these lands do not form part of a planned industrial park. In addition, the subject lands are located within an area influenced by several changes in the recent past, including the Byersville Creek Flood Reduction Study; the relocating of the planned site for the Intercity Go facility; new information on landfill activity in the Harper Road area and the realization of the Visitor Centre Complex.

ANALYSIS

a) Official Plan

Lansdowne West Secondary Plan:

The Lansdowne West Secondary Plan was approved and introduced into the City's Official Plan in 1991. The intent of the Secondary Plan was to identify key strategies for the City's gateway from the Highway 115/7 By-Pass and to facilitate a residential node on the south side of Lansdowne Street West; protect the wetland area known as Harper Park; establish a Business Park south of the CP Rail lands to complement the Major Bennett Industrial Park; and to facilitate future municipal facilities for commuters and major storm water detention facilities. Three of the four objectives of the Secondary Plan have been addressed through various City initiatives and development approvals.

The following is an excerpt from Section 10.2.2 of the City's Official Plan, detailing objectives of the Lansdowne West Secondary Plan:

- “10.2.2.2 To provide for the protection and maintenance of the Harper Park area, including the wetland area, by ensuring that development proposals proceed in accordance with the recommendations of the Harper Creek Subwatershed Study.*
- 10.2.2.3 To establish a Business Park, south of the Canadian Pacific Railway corridor to complement Major Bennett Industrial Park, to enhance the image of Peterborough along the "Gateway" entrance corridor, and to expand the land use potential for existing industrial lands flanking the Parkway.*
- 10.2.2.4 To reserve locations of unique Municipal facilities which require and benefit from the locational context of the Planning Area including an inter-city rail/bus commuter facility, a municipal composting facility, and major storm water detention facilities.”*

The draft amendment proposes to revise the above noted policies to reflect the initiatives undertaken by the City through various approvals. Section 10.2.2.3 is proposed to be replaced with the following wording to reflect the evolution of the lands with the development approvals for the Visitor Centre area as follows:

“To establish a travel information and service node in close proximity to The Parkway/Highway 115/7 interchange and expand the land use potential for existing industrial lands flanking The Parkway to enhance the image of Peterborough along the ‘Gateway’ entrance corridor.”

Section 10.2.2.4 is proposed to be amended to remove reference to the ‘municipal composting facility’. The Utility Services Department does not plan on proceeding with this facility in this area.

Section 10.2.3.10 is also proposed to be amended to more accurately reflect the location of the former solid waste disposal site within the Secondary Plan Area.

Finally, Planning Staff recommend deletion of Section 10.2.3.13 of the Secondary Plan policies to reflect the elimination of the ‘Business Park’ designation and the change from Prestige to Service Industrial. The establishment of an inter-city commuter facility remains an objective, however, has been relocated within the Secondary Plan to the west side of Harper Road, within lands to be redesignated to ‘Service Industrial’.

Prestige Industrial Policies for Lansdowne West Secondary Plan:

The redesignation of the ‘Prestige Industrial’ lands to ‘Service Industrial’ within the Lansdowne West Secondary Plan, result in redundancy in the policies specific to Prestige Industrial lands. As such, the amendment proposes to delete provision for a regional scale office facility from the broader Prestige Industrial lands, with further amendments to limit these uses to the Visitor Centre lands, as part of the Service Commercial Node.

Crawford Drive Service Industrial Policies:

Multiple Industrial designations were created to distinguish the types of uses and to provide flexibility, while preserving a land base for traditional industrial uses. The General Industrial designation of the subject lands was intended to restrict land uses to more traditional industrial uses, together with warehousing and wholesale establishments and to preserve an opportunity to retain an inventory of this type of land base. Service Industrial policies were intended to recognize a range of light and general industrial uses including a broad range of business service uses which primarily support industrial activity. The policies recognize complementary uses such as child day care facilities, commercial recreation facilities, public service uses and places of assembly within the Service Commercial designation in highly visible locations along arterial streets with good accessibility.

The conversion of the subject lands from General Industrial to Service Industrial designation will provide for some additional flexibility to support the introduction of a limited range of service commercial uses. Retail establishments for motor vehicles and parts, and uses which cater to the traveling public can be considered as complementary uses to the Service Industrial lands. Planning Staff propose that these uses be considered appropriate for the subject lands, in that they are located within highly visible locations with good accessibility and provide suitable flexibility for the subject lands to promote redevelopment of these lands that have otherwise not been developed for more traditional industrial uses.

Although a building products establishment is a use that is also identified as an appropriate Service Commercial use, this use was introduced to both the General Industrial and Service Industrial designations in 1996 in response to market and economic changes and is considered to be compatible with industrial uses due to its outdoor storage requirements; similarities to warehousing operations; potential for dust; noise and large vehicle traffic movement.

This amendment could potentially endorse the conversion of traditional industrial lands to alternative industrial designations. A flexible approach to additional service commercial uses, on a limited basis, could be beneficial to facilitate a transition that is appropriate and in keeping with the direction of the industrial and commercial nodes within the City. An updated policy for the Crawford Drive and Harper Road areas, south of the rail corridor, would support the introduction of additional commercial uses that could have positive impact for this area by the expansion of the industrial uses.

The draft amendment proposes to redesignate the subject lands to Service Industrial and to include specific policies to introduce a limited range of Service Commercial uses to provide additional flexibility for uses that complement the industrial uses permitted.

Specific policy amendments are proposed, therefore, to include provision for 'automotive oriented commercial uses and uses which cater to the traveling public' within a newly proposed 'Service Industrial Area 3 (SI Area 3)', as identified on a

modified Schedule 'O' – Industrial Land Use. Schedule 'O' is further proposed to be modified by deleting the former 'SI Area 3' at the south end of the Central Area, now reflected within the Central Area policies as a result of the 2001 Commercial Policy Review.

b) Zoning By-Law

In order to implement the land use changes anticipated by the Official Plan Amendment to the Lansdowne West Secondary Plan and to the Industrial Land Use Schedule 'O', a further amendment to the Zoning By-Law can be adopted by Council, subsequent to public consultation, in accordance with the process requirements under the Planning Act.

RESPONSE TO NOTICE

a) **Significant Agency Responses:**

Agency Circulation was issued concurrently with the Notice of Public Meeting on October 4, 2012. Planning Staff have not received any significant concerns or requests with respect to the proposed Official Plan Amendment as of October 22, 2012.

Submitted by,

Ken Hetherington,
Manager, Planning Division

Prepared by,

Concurred with,

Caroline Kimble,
Land Use Planner

Malcolm Hunt, Director
Planning and Development Services

Contact Name:
Caroline Kimble
Planner, Land Use
Planning & Development Services
Phone – 705-742-7777 Ext. 1735
Toll Free – 1-855-738-3755
Fax – 705-742-5218
E-Mail – ckimble@peterborough.ca

Attachments:

Exhibit A - Key Map

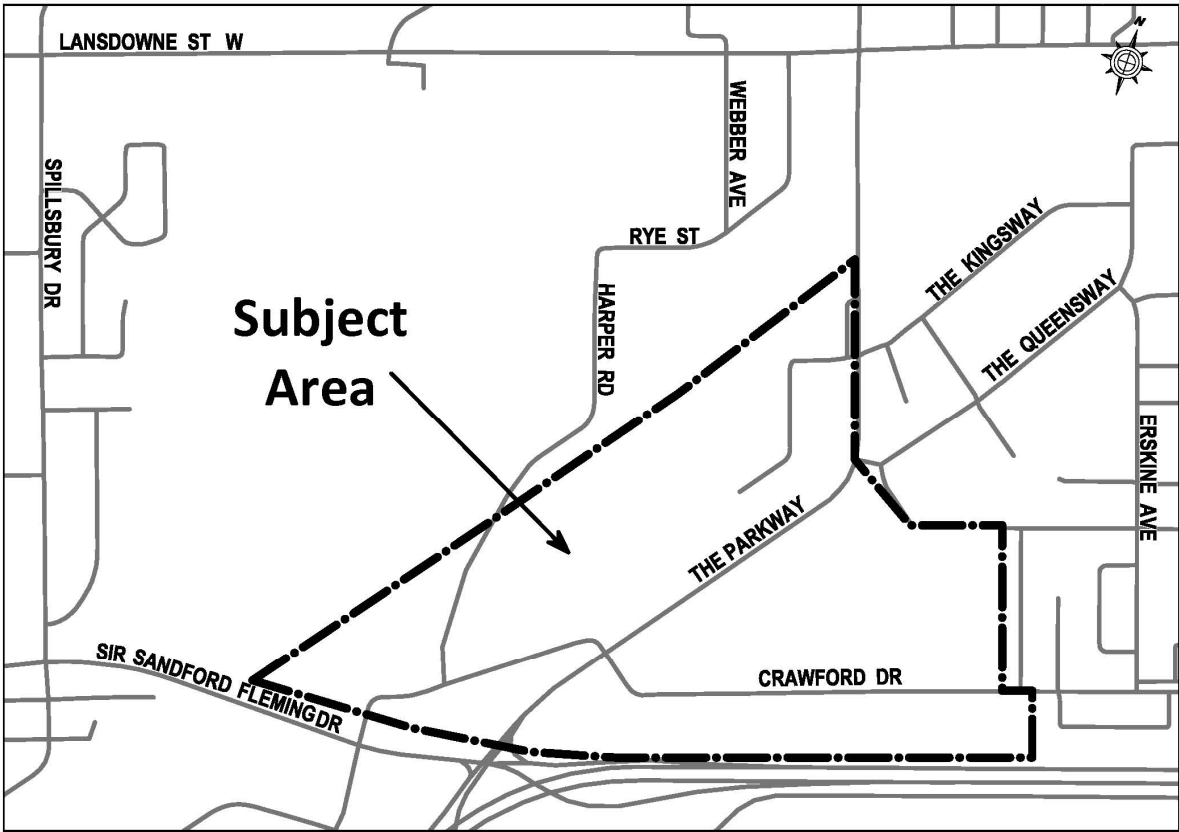
Exhibit B - Existing Lansdowne West Secondary Plan

Exhibit C - Draft Revised Lansdowne West Secondary Plan

Exhibit D - Draft Amendment to Official Plan – Lansdowne W Secondary Plan

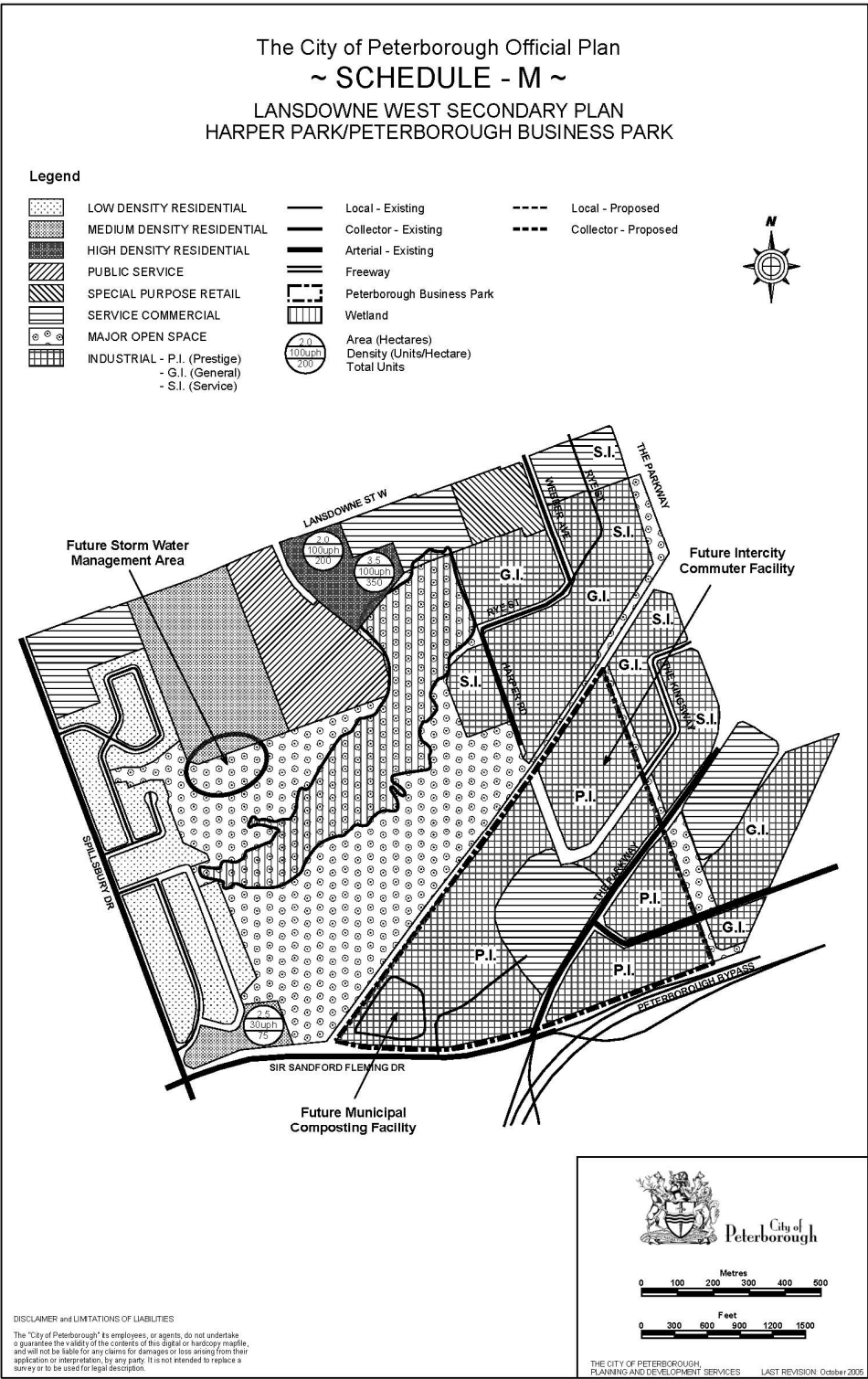
KEY MAP

EXHIBIT 'A'
Page 1 of 1



EXISTING LANSDOWNE WEST
SECONDARY PLAN

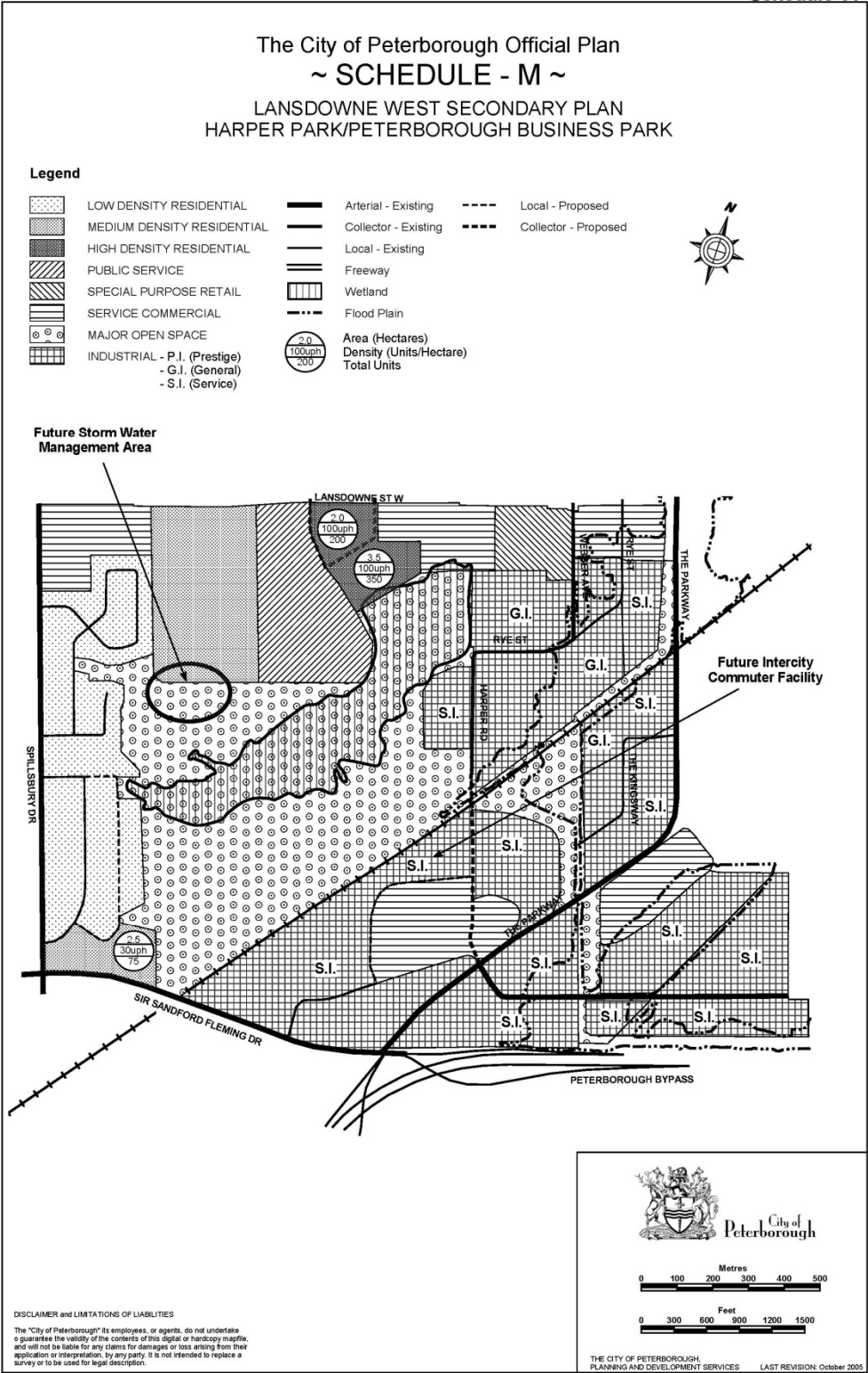
EXHIBIT 'B'
Page 1 of 1



PROPOSED REVISED LANSLOWNE WEST
SECONDARY PLAN

EXHIBIT 'C'
Page 1 of 1

Schedule 'A'



THE CORPORATION OF THE CITY OF PETERBOROUGH

BY-LAW NUMBER 12-

**BEING A BY-LAW TO ADOPT AMENDMENT NO. TO THE OFFICIAL PLAN OF
THE CITY OF PETERBOROUGH**

THE CORPORATION OF THE CITY OF PETERBOROUGH BY THE COUNCIL
THEREOF ENACTS AS FOLLOWS:

1. **Section 4.4.5.2 Prestige Industrial** of the Official plan of the City of Peterborough is amended by deleting the second paragraph in its entirety.
2. **Section 4.4.5.3 Service Industrial** of the Official Plan of the City of Peterborough is amended as follows:
 - i) by adding the following to 4.4.5.3 a):

“iii) north west of The Parkway and Crawford Drive intersection, to serve a future inter-city transportation facility and adjacent industrial uses. A regional scale office facility is also a permitted use for this service commercial node.”
 - ii) by adding the following to 4.4.5.3:

“4.4.5.3 e) In addition to Service Industrial uses, a limited range of Service Commercial uses shall be permitted on lands within the area shown as “SI Area 4” on Schedule “O” to provide locations for automotive oriented commercial uses and uses which cater to the traveling public.”
3. **Section 10.2 Lansdowne West Secondary Plan** of the Official Plan of the City of Peterborough is amended as follows:
 - i) Section 10.2.2.3 is amended to by deleting the paragraph in its entirety and replacing it with the following:

“To establish a travel information and service node in close proximity to The Parkway/Highway 115/7 interchange and expand the land use potential for existing industrial lands flanking The Parkway to enhance the image of Peterborough along the ‘Gateway’ entrance corridor.”
 - ii) Section 10.2.2.4 is amended to delete the words “a municipal composting facility”

EXHIBIT 'D'
Page 2 of 4

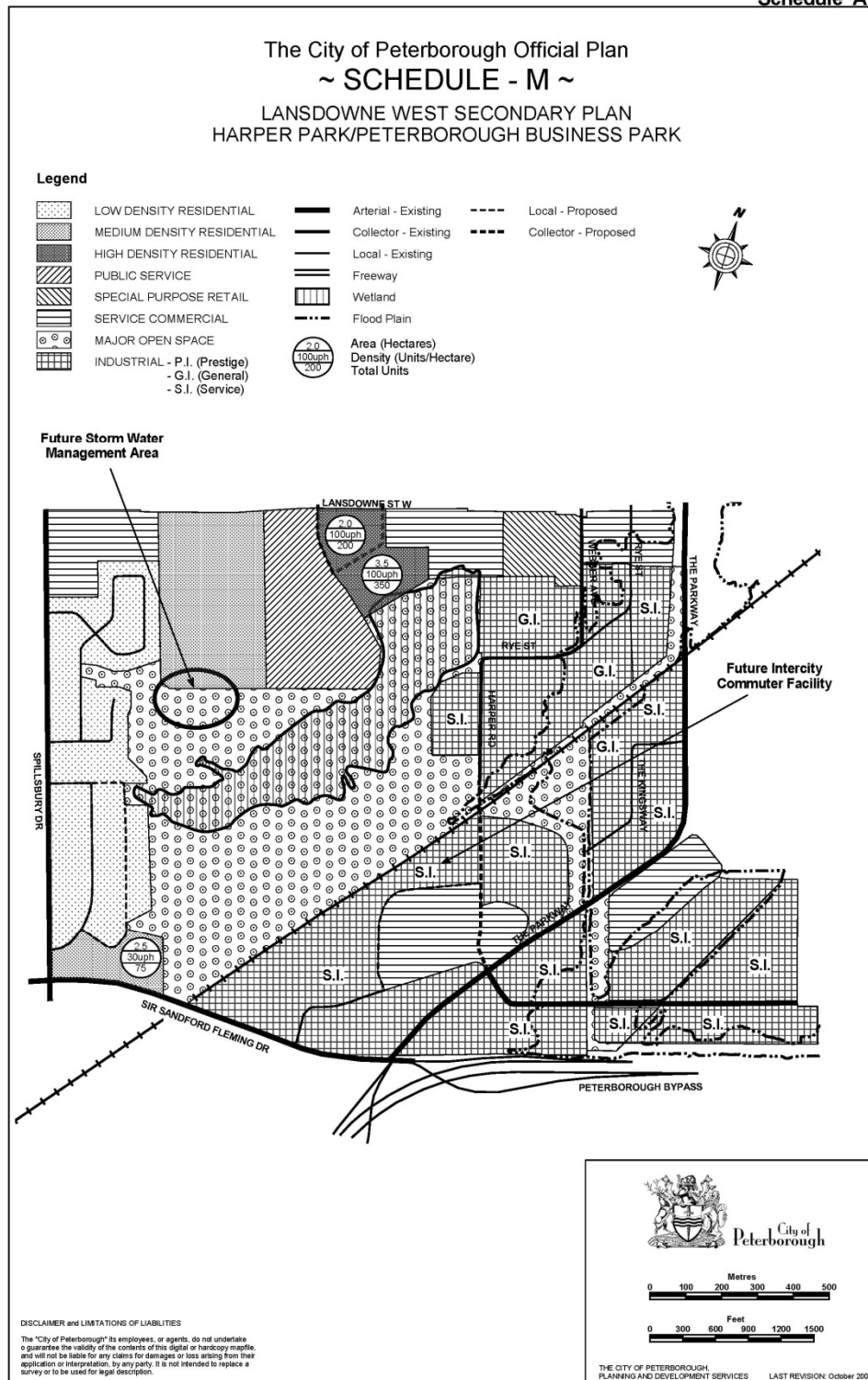
- iii) Section 10.2.3.10 is amended by deleting and replacing the first sentence with the following:
“At the southern limit of the Secondary Plan Area, in the vicinity of Harper Park, the C.P. Rail line and Sir Sandford Fleming Drive is a former solid waste disposal site.”
 - iv) Section 10.2.3.13 is deleted in its entirety.
4. **Schedule ‘M’ Lansdowne West Secondary Plan** of the Official Plan of the City of Peterborough is hereby replaced with Schedule ‘A’ attached hereto.
5. **Schedule ‘O’ Industrial Land Use** of the Official Plan of the City of Peterborough is hereby amended by changing the designation of a portion of the lands within the Lansdowne West Secondary Plan area **from ‘Prestige Industrial’ and ‘General Industrial’ to ‘Service Industrial’; deleting former ‘Service Industrial Area 3’ and by adding a new ‘Service Industrial Area 3’**, as shown on Schedule ‘B’ attached hereto.

By-law read a first, second and third time this day of , 2012.

Daryl Bennett, Mayor

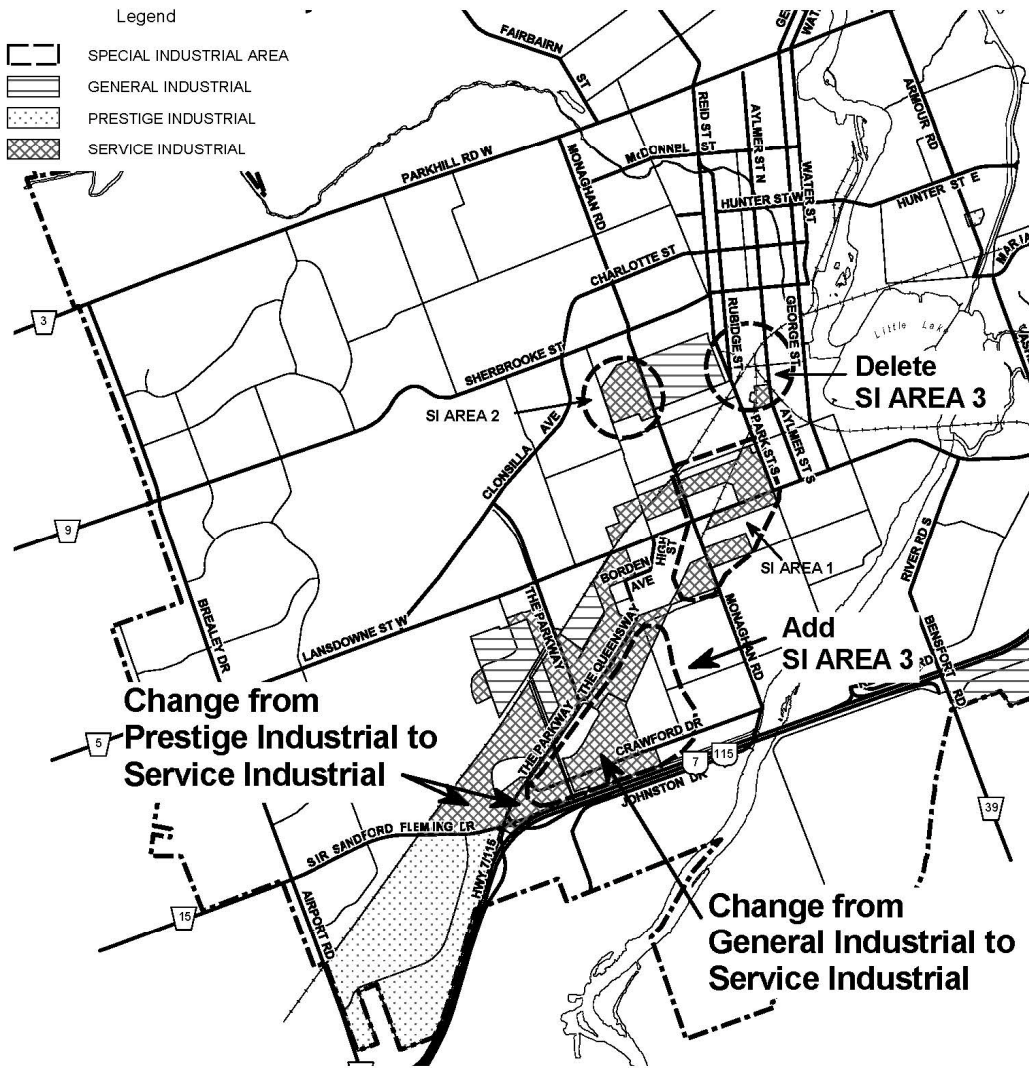
John Kennedy, City Clerk

Schedule 'A'



Schedule 'B'

Official Plan Amendment to Schedule - O



City of
Peterborough

Metres
0 500 1000 1500 2000

The "City of Peterborough" its employees, or agents, do not undertake to guarantee the validity of the contents of this digital or hardcopy mapfile, and will not be liable for any claims for damages or loss arising from their application or interpretation, by any party. It is not intended to replace a survey or to be used for legal description.

File: O1206