



City of  
**Peterborough**

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**TO:** Members of the Planning Committee

**FROM:** Ken Hetherington, Manager, Planning Division

**MEETING DATE:** March 4, 2013

**SUBJECT:** Report PLPD13-014  
Official Plan Review  
PLAN IT PETERBOROUGH, Phase One Completion

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## **PURPOSE**

A report to inform Council of the completion of the First Phase of PLAN IT PETERBOROUGH.

## **RECOMMENDATIONS**

That Council approve the recommendations outlined in Report PLPD13-014 dated March 4, 2012, of the Manager, Planning Division, as follows:

- a) That Report PLPD13-014 be received for information purposes;
- b) That the report entitled *Plan It Peterborough, Official Plan Review, Potential Policy Directions Report* dated March 2013, attached as Exhibit A to Report PLPD13-014, be adopted as a guide for staff to use in the preparation of Official Plan amendments to implement the conclusions of the PLAN IT PETERBOROUGH consultation campaign;
- c) That Council deem Phase 1 of PLAN IT PETERBOROUGH to be complete; and,
- d) That Council direct staff to proceed with the necessary Official Plan amendments to implement the conclusions of the PLAN IT PETERBOROUGH consultation as described in Report PLPD13-014.

## **BUDGET AND FINANCIAL IMPLICATIONS**

No budget or financial implications would result from the decision to approve the above recommendations.

## **BACKGROUND**

The City of Peterborough is nearing completion of the five-year review of its Official Plan. The five-year review of the Official Plan is required by the Province of Ontario pursuant to Section 26(1) of the *Planning Act* and requires the municipality to hold a public meeting to allow the public to provide comments. The review is primarily driven by the need to ensure that the Official Plan conforms with Provincial initiatives and policy frameworks and also provides an opportunity to align the Official Plan with other City master plans and studies and to affirm its reflection of current community values. The Official Plan review process requires Council to have regard for public submissions about what revisions may be required to the plan and gives all people the opportunity to be heard on that subject.

The review process, named “PLAN IT PETERBOROUGH” began in April 2011 with the launch of the Plan It Peterborough website ([www.peterborough.ca/planit](http://www.peterborough.ca/planit)). As described in Report PLPD11-011 (March 21, 2011), PLAN IT PETERBOROUGH is being conducted in two distinct phases. Phase One has entailed a review of issues and policy options and involved extensive consultation with key stakeholders, advisory groups and the public to determine their views and priorities for the community. Phase Two, on the other hand, will be a policy renewal phase that formally updates the Official Plan through a series of amendments to reflect the outcome of Phase One.

In addition to completing public and stakeholder consultation, staff established an interdepartmental advisory committee comprised of representatives from all City departments. Staff also reviewed and summarized strategic planning documents that have been completed by other City departments and community stakeholders in order to reflect the significant volume of community consultation that has occurred in recent years and have researched municipal planning policy trends both in Ontario and across the country.

The purpose of this report is to conclude Phase One of the PLAN IT PETERBOROUGH program with the presentation of a Potential Policy Directions Report, attached hereto as Exhibit A, which summarizes for Council and the public the key messages heard during the Phase One consultation program.

## **Public and Stakeholder Consultation**

Public and Stakeholder Consultation for PLAN IT PETERBOROUGH began in April 2011 with the posting of a public survey on the Plan It Peterborough website. To help generate meaningful public and stakeholder contribution to the Official Plan Review, the City hired Sue Cumming of Cumming & Company, a professional planner specializing in public consultation, to facilitate a series of public open houses and stakeholder workshops and advise on methods for engaging the public.

Between June 2011 and the end of 2012, staff met with almost 400 individuals at public open houses, stakeholder workshops/meetings and guest speaking engagements as follows:

- Three public open houses/workshops:
  - Saturday, June 4, 2011 – Evinrude Centre;
  - Thursday, June 9, 2011 – Peterborough Lion's Club Community Centre;
  - Tuesday, June 14, 2011 – Westdale United Church;
- Four issue-themed stakeholder workshops:
  - Healthy Communities and Social Services;
  - Natural Environment and Open Space;
  - Business and Economic Development;
  - Land Development, Home Building and Real Estate;
- Three guest speaking appearances; and,
- A two-day provincial Municipal Plan Review workshop with the Ministry of Municipal Affairs and Housing and their partner Ministries.

In addition to feedback generated through public open houses and stakeholder workshops, approximately 100 responses to the online survey have been received as well as numerous letters and emails from both members of the public and stakeholders.

To help raise awareness of and generate participation in the PLAN IT PETERBOROUGH campaign, the public open houses and project website were aggressively marketed with weekly public notices printed in both the Peterborough Examiner and Peterborough This Week from mid-May to mid-June, 2011. Additionally, page-top banner advertisements were printed semi-weekly in Peterborough This Week and 4 times a week in the Peterborough Examiner during May and June, 2011. Furthermore, in order to spread the PLAN IT PETERBOROUGH message to those who may not read local newspapers, information banners were placed at the Peterborough Public Library, the Peterborough Memorial Centre and Lansdowne Place Mall.

## **Public and Stakeholder Feedback**

Through the public consultation process, many common visions emerged for the City's future including:

- A healthy community with a strong focus on active living, walkable streets, connected trails and opportunities for community interaction;
- A green, attractive, affordable and pedestrian oriented community;
- A community abundant with public spaces, trails, parks and gathering places that are accessible for all and connect neighbourhoods and communities to one another and to nature;
- A community of compact, walkable, mixed-use neighbourhoods with opportunities for playing, working, shopping, entertainment and community uses;
- A community with a vibrant downtown where new development preserves heritage and supports existing stores and destinations;
- An innovative community with growth in businesses and jobs that leverage the strengths of the City;
- A community with multi-sectoral employment opportunities that are stable and supportive of small business, creative culture and youth;
- An inclusive and diverse community with integrated housing for all incomes, ages and ethnicities;
- A community for people of all ages and abilities;
- A community with efficient public transportation and reduced automobile reliance;
- A community that supports safe and accessible active transportation with cycling and walking for all ages; and,
- A community of quality buildings designed to a comfortable scale with appropriate heights, mix of uses and attention to the public realm.

Additionally, through the stakeholder workshops, participants also emphasized creating a community that:

- Strives to achieve environmental sustainability and proactively responds to environmental issues such as climate change, drinking water quality, air quality, waste management, noise, odour and light pollution;
- Fosters business growth and is welcoming to new and innovative business opportunities;
- Is an attractive destination for newcomers; and,
- Is socially responsive by providing an accessible built environment and by enhancing access to healthy, locally-sourced food, affordable housing and community services.

Building upon the above-noted visions and to provide guidance for the development of the Potential Policy Directions Report attached hereto, staff identified five themes that were predominant throughout most of the public and stakeholder comments:

1. Complete, Healthy Communities:

- Healthy mixed-use neighbourhoods that are part of an integrated, vibrant and diverse community that includes a balance of housing, employment, community services, parks and open spaces all within walking distance;
- Compact and inclusive housing; and,
- Context-appropriate intensification of downtown and commercial corridors.

2. Environmental Sustainability:

- Protect and enhance natural environmental systems, functions and resources over the long term; and,
- Incorporate and promote sustainable development practices and initiatives.

3. Economic Strength:

- Promote economic vitality and provide for a balanced and diverse range of innovative employment opportunities that leverage the City's strengths; and,
- Protect employment areas over the long term.

4. Unique and Vibrant Places and Spaces:

- Enhance downtown vibrancy while preserving heritage quality;
- Recognize and enhance the inherent and unique aspects of Peterborough and create focal points, gateways, experiences and landmarks; and,
- Strive for high urban design standards in the public and private realm.

5. Connectivity and Mobility:

- Plan for transit, active transportation, and pedestrian-oriented development to reduce dependency on the private automobile; and,
- Expand and enhance trail systems to promote connectivity, mobility and accessibility within and between neighbourhoods, employment areas, parks and open spaces.

Section 4.0 of the Potential Policy Directions Report provides a detailed description of these themes. The themes are being used as overarching principles that act as a basic rule to guide staff's thinking and actions with respect to both identifying priorities for planning policy change and developing future amendments to the Official Plan. Accordingly, Section 4.0 of the Potential Policy Directions Report uses these themes to organize the summary of public and stakeholder comments received during Phase One and identify possible policy directions on how each theme could be addressed in the Official Plan.

In July 2012, the Potential Policy Directions Report was posted in draft form to the PLAN IT PETERBOROUGH website and comments were solicited from approximately 150 stakeholders and members of the public that provided email contact information during Phase One. Additionally, Planning Staff met with the interdepartmental advisory committee in December 2012 to discuss the draft report. Comments received were supportive of the Potential Policy Directions Report's tone and content; a number of constructive comments were made regarding specific action items to include within future amendments to the Official Plan such as using everyday language in the plan and being more explicit with certain issues such as cultural heritage. Given the correlation between the five themes described in the report and common public health policy that focuses on complete healthy communities, the Peterborough County-City Health Unit has offered their expertise and resources should Planning Staff wish to draw upon them during Phase Two of the PLAN IT PETERBOROUGH program.

## **Conclusion of PLAN IT PETERBOROUGH – Phase One**

As outlined in report PLPD11-011 at the outset of the PLAN IT PETERBOROUGH campaign, Phase One of the Official Plan Review is to conclude with the preparation of a Policy Direction Report for Council's consideration together with a formal public meeting to present the priorities of the community to Council. The formal public meeting, required in accordance with Section 26(3) of the *Planning Act*, is intended to allow the public an opportunity to react to the Potential Policy Directions Report and discuss revisions that may be required to the Official Plan.

Notice of the formal public meeting, attached hereto as Exhibit B, was published in the Peterborough Examiner on January 26, 2013 and February 2, 2013 in accordance with the *Planning Act*. Additionally, notice of the meeting was posted to the PLAN IT PETERBOROUGH website, the City's homepage, and circulated by email to approximately 150 stakeholders and members of the public that provided email contact information during Phase One.

Upon Council's receipt of the Potential Policy Directions Report and conclusion of the formal public meeting, it is staff's opinion that all requirements of Phase One will be complete. Accordingly, staff have recommended that Council deem Phase One of PLAN IT PETERBOROUGH to be complete and direct staff to commence Phase Two which will consist of a formal update of the Official Plan through a series of official plan amendments.

## **NEXT STEPS – Phase Two**

An Official Plan Review is required to ensure Official Plan conformity with provincial land use plans, policies and legislation. An Official Plan Review also provides an opportunity to align the Official Plan with other City master plans and studies and to affirm its reflection of current community values. Accordingly, in preparing to comprehensively amend the Official Plan to reflect the results of Phase One, four key elements must be considered:

1. The existing Official Plan structure, policies and tone;
2. Recent changes in the provincial land use planning regulatory framework that require reflection in the Official Plan;
3. Outcomes of Council-approved or accepted master plans and studies that require reflection in the Official Plan for implementation; and,

4. The current sentiment of the community as expressed by the public and stakeholders through Phase One of the PLAN IT PETERBOROUGH program.

Each of these components is a key driver of official plan policy. As depicted in Figure 1, the elements feed into and influence each other. Accordingly, any proposed amendment to the Official Plan to implement public sentiment as expressed during PLAN IT PETERBOROUGH will need to be harmonious with provincial regulation, Council-approved master plans, and the existing Official Plan structure.

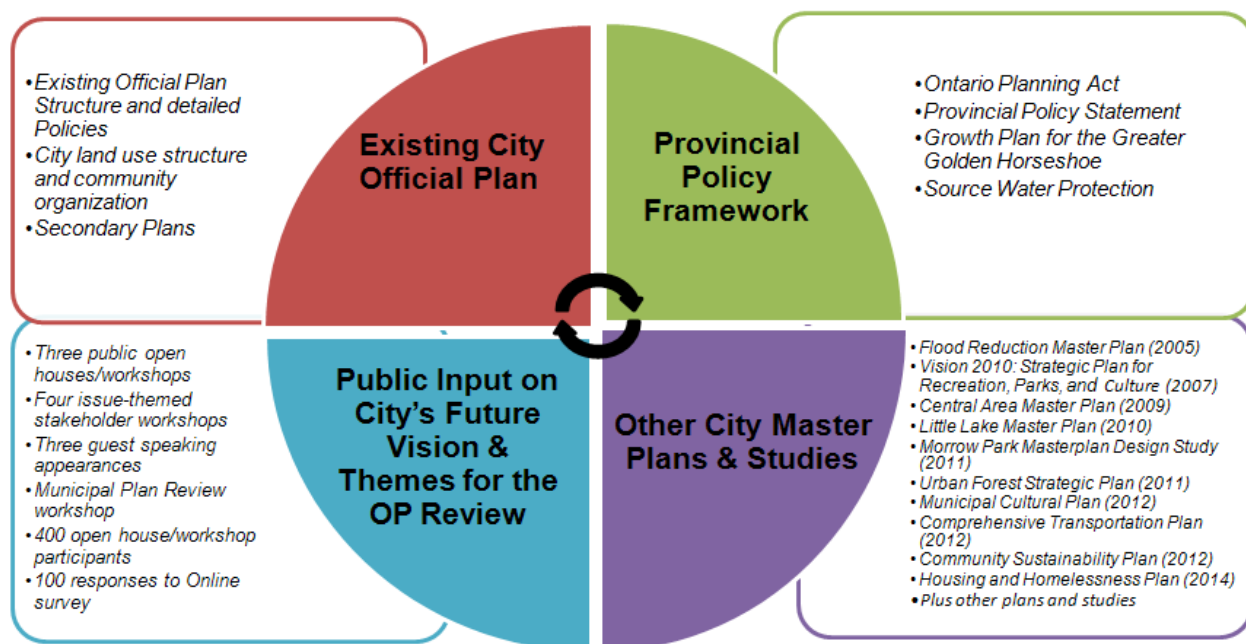


Figure 1: Key Drivers of the Official Plan Review

Given the breadth of issues raised during Phase One of PLAN IT PETERBOROUGH as described in the Potential Policy Directions Report, staff are proposing to conduct Phase Two – the policy renewal phase – as two distinct Official Plan amendments. The first amendment would generally address the Complete Healthy Communities and Connectivity and Mobility themes that emerged from the public and stakeholder consultation with a focus on enhancing the Official Plan's strategic policies, residential and open space policies, and transportation. The second amendment would seek to address the Environmental Sustainability, Unique and Vibrant Places and Spaces, and Economic Strength themes with a particular focus on environmental, cultural heritage, commercial and industrial policies.



Although it is anticipated that the two amendments will address some common policy sections and issues, the two amendments will be prepared to ensure the Official Plan's integrity as a cohesive policy document following the comprehensive amendment process. Updating the Official Plan in a series of two amendments will ensure the availability of sufficient staff resources to carry out the remainder of the PLAN IT PETERBOROUGH program in a timely manner.

Should Council deem Phase One of PLAN IT PETERBOROUGH to be complete and direct staff to commence Phase Two, staff will proceed with focused research and policy drafting in order to prepare the specific amendments to the Official Plan. Each amendment to the Official Plan will require its own focused program of public and stakeholder consultation and will ultimately require adoption by Council and approval by the Minister of Municipal Affairs and Housing. Presently, staff target the completion of the first amendment in late 2013 and the second amendment in late 2014.

Submitted by,

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Attachments:

Exhibit A – Potential Policy Directions Report

Exhibit B – Notice of Special Public Meeting