



City of
Peterborough

To: **Members of the Planning Committee**

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

Meeting Date: **April 14, 2014**

Subject: **Report PLPD14-022
Lily Lake Secondary Plan**

Purpose

A report to evaluate the planning merits of an Official Plan Amendment to adopt a Secondary Land Use Plan for the Lily Lake Planning Area and to make necessary amendments to the Official Plan to implement the Lily Lake Secondary Plan.

Recommendations

That Council approve the recommendations outlined in Report PLPD14-022 dated April 14, 2014, of the Manager, Planning Division, as follows:

- a) That the Official Plan be amended to adopt Schedule 'R' – Lily Lake Secondary Plan and Section 10.9 – Lily Lake Secondary Plan in accordance with Exhibit C of Planning Report PLPD14-022.
- b) That Schedules "A" – Land Use, "A1" – City Structure, "B" – Roadway Network, "B(a)" – Bikeway Network, "C" – Natural Areas and Flood Plains, "D" – Development Areas, "E" – Residential Density, and "F" – Key Map to Secondary Land Use Plans of the Official Plan and Section 7 – Sequence of Development and Servicing Policy, Table 1 – Residential Development by Secondary Land Use Plan Areas and Table 2 – Road Allowance Widths of the Official Plan be amended in accordance with Exhibit C of Planning Report PLPD14-022 in order to reflect the land use planning objectives of the Lily Lake Secondary Plan.

Budget and Financial Implications

There are no direct budget implications associated with the proposed Official Plan Amendment. However, approval of the proposed Official Plan Amendment will enable the City to begin to give consideration to granting development approvals within the Lily Lake Planning Area. In accordance with the March 27, 1997 Order of the Minister of Municipal Affairs and Housing made with respect to the municipal restructuring proposal which led to the annexation of the Lily Lake area, any residential construction occurring in the Planning Area prior to January 1, 2018 will be subject to monetary compensation paid by the City to the Township of Selwyn as detailed in the Order.

Background

In 1993, the City released a report entitled A Boundary Adjustment Proposal by the City of Peterborough: A Framework for Discussion which identified a number of areas adjacent to the City for potential annexation that are located within the natural drainage shed of the City's sewage treatment plant. Following from that discussion paper, the City, Townships of Smith and Otonabee, and the County of Peterborough negotiated an annexation agreement that was approved by the Minister of Municipal Affairs and Housing in 1997. The boundary adjustment, which occurred in two phases (January 1, 1998 and January 1, 2008), saw the annexation of 635 ha of land from the Township of Smith and 545 ha of land from the Township of Otonabee for the purpose of accommodating the City's long-term residential land needs. As part of this process, the Lily Lake area was annexed from the Township of Smith-Ennismore-Lakefield in 2008 and is one of five long-term development areas that became part of the City between 1998 and 2008.

Section 9.5 of the Official Plan requires Secondary Plans to be prepared for, among other things, any major development or area within the municipality where it is deemed necessary to undertake a comprehensive study and prepare detailed policies. In accordance with this principle, it has been the City's practice to undertake comprehensive land use studies for each of the development areas annexed between 1998 and 2008 for the purpose of establishing Secondary Land Use Plans for each area. Secondary Plans are intended to provide further detail on, among other things, servicing requirements, open space and parkland requirements, street layout, transit and road policy, and land use mix.

In 2009, the City retained a multi-disciplinary team of consultants lead by Bousfields Inc. to complete a functional planning study for the Lily Lake area. The purpose of the study was to review the major issues in the Planning Area that would affect the development of a Secondary Plan. These major considerations included:

- Archaeology;
- Natural environment;
- Geology and hydrogeology;
- Stormwater Management;
- Municipal Servicing;
- Transportation; and,
- Land Use Planning.

In November 2012, the results of the Lily Lake Functional Planning Study were presented to the public at an open house and were received by Council. Upon receipt of the Functional Planning Study, Council authorized staff to initiate the public process for the preparation and adoption of a Secondary Plan for the Lily Lake Secondary Planning Area (Planning Report PLPD12-073, November 19, 2012).

The proposed Lily Lake Secondary Plan attached hereto as Appendix A has been prepared to reflect the results of the Lily Lake Functional Planning Study and has been influenced by significant public comment following the November 2012 Functional Planning Study open house. In September 2013, a follow-up public open house was held to present land use concepts for a Lily Lake Secondary Plan and to elicit public input on potential policy directions for the Secondary Plan. In addition, the proposed Secondary Plan has been prepared with consideration given to the directions of numerous policy documents and strategic plans including:

- Provincial Policy Statement, 2005 and 2014;
- Growth Plan for the Greater Golden Horseshoe (2013);
- City of Peterborough Official Plan Potential Policy Directions Report (2013);
- City of Peterborough Comprehensive Transportation Plan (2012);
- City of Peterborough Municipal Cultural Plan (2012);
- Greater Peterborough Area Community Sustainability Plan (2012);
- City of Peterborough Urban Forest Strategic Plan (2011);
- Jackson Creek Flood Reduction Master Plan (2010); and,
- City of Peterborough Retail Market Analysis (2009).

Key directions of the Lily Lake Secondary Plan include:

- Preservation of key natural features including the Jackson Creek East Provincially Significant Wetland (PSW) and its tributary within the Jackson Creek Valley;
- Emphasis on creating a pedestrian and cycling friendly community with a grid street system, on-street cycling facilities and a network of off-street trails that facilitate connectivity both within the community and to adjacent neighbourhoods;
- Provision of a diverse range of housing types and densities to meet City and provincial objectives for greenfield areas;
- Planning for synergy between increased residential densities and neighbourhood-serving uses such as retail, institutions and transit;
- Planning for recreation and open space opportunities within walking distance of all residents; and,
- Establishing a unique sense of place for the community throughout all phases of development by encouraging early installation and landscaping of parks, trails and landscaped open space and by implementation of urban design guidelines.

In addition to establishing a policy framework for guiding future development, the proposed Official Plan Amendment also includes a site-specific policy addition to Section 7 of the Official Plan to enable the City to consider installing a trunk sanitary sewer, stormwater management pond and trail on lands located in the Township of Selwyn. Furthermore, the Official Plan Amendment also proposes to upgrade the designation of Lily Lake Road, Towerhill Road (between Fairbairn Street and Chemong Road) and Fairbairn Street (south of Towerhill Road) to High Capacity Arterial Streets in recognition of the traffic volumes that are anticipated for these streets upon full build-out of the Lily Lake area.

Response to Notice

Notice of the proposed Official Plan Amendment was first mailed to standard commenting agencies on February 14, 2014. On February 19, 2014, notice of the application was mailed to all property owners within 120m of the area directly affected by the proposed Official Plan Amendment and emailed to all stakeholders that had provided their contact information through public consultation to date. Notice of the application was published in the Peterborough Examiner on February 20, 2014.

Notice of Public Meeting was mailed to standard commenting agencies and all property owners within 120m of the area directly affected by the proposed Official Plan Amendment on March 18, 2014. Additionally, the Notice was emailed to all stakeholders

that had provided their contact information through previous public consultation on March 18, 2014 and was published in the Peterborough Examiner on March 17, 2014.

a) Agency Responses

The Peterborough Bike Advisory Committee

The Peterborough Bike Advisory Committee, together with Peterborough Green-UP and B!KE has recommended that the Secondary Plan:

- Ensure the creation of a complete community that facilitates the use of active modes of transportation through mixed-use development;
- Adopt a complete streets transportation approach;
- Prioritize the development of the proposed Planning Area Bikeway Network and emphasize community connectivity;
- Develop pedestrian infrastructure according to the existing Sidewalk Policy;
- Design the built form to facilitate efficient and effective transit service; and,
- Prioritize the accommodation of growth through intensification and redevelopment above the development of the Lily Lake Planning Area.

Generally, in staff's opinion, the proposed Secondary Plan addresses these comments by planning for the integration of community-serving uses with higher-density forms of housing that is connected by a grid system of streets and supplemented by a trail network within the community. Sidewalks will be provided in accordance with City Policy and the proposed Secondary Plan policies require the early integration of trails into the community and the consideration of City-wide intensification targets in the staging of development.

Accessibility

The City's Accessibility Office has recommended that sidewalks be installed in accordance with the City Sidewalk Policy, that the design of trails and paths of travel follow the Design of Public Spaces Standard (O.Reg. 413/12) made under the Accessibility for Ontarians with Disabilities Act (AODA), 2005, and that accessible housing for persons with disabilities be included in the Secondary Plan.

The current Official Plan requires that sidewalks be installed in accordance with the City Sidewalk Policy. Implementation of Urban Design Guidelines as described in the proposed Secondary Plan policies can ensure adherence to AODA requirements for accessibility for the built environment and promote the provision of barrier free housing.

Kawartha Pine Ridge District School Board (KPRDSB)

The KPRDSB advised that it has no objections to the proposed Official Plan Amendment.

County of Peterborough

The County of Peterborough has acknowledged that the proposed Secondary Plan policies require the City to cooperate with the County and Township of Selwyn with respect to implementing roadway improvements beyond the City limit. The County has advised that it has no concerns with the proposed policy and that a cash contribution will be required from the City cover part of the costs associated with upgrading the intersection of Lily Lake Road and Ackison Road to accommodate development of the Lily Lake area.

In the formative stages of the proposed Secondary Plan, the County had questioned the need for identifying a potential stormwater management pond on lands located beyond the City limit.

Section 19(2) of the Municipal Act provides flexibility for municipalities to establish infrastructure beyond their municipal limits subject to certain conditions. Accordingly, as part of the Lily Lake Secondary Plan, a portion of the property located at 645 Lily Lake Road, Township of Selwyn has been identified as a preferred location for a stormwater management pond together with a potential trail and trunk sanitary sewer.

This particular portion of the identified property is unique because it is physically isolated from the remainder of the property by the Jackson Creek East PSW and therefore has traditionally relied upon lands within the City for access. The property is designated as Urban Fringe Control in the County Official Plan which anticipates the future urban use of the lands.

In staff's opinion, given the property's Urban Fringe status and its isolation from other potentially developable property within the Township, a stormwater management pond at the specified location may be the highest and best use of the land over the long-term.

The proposed Secondary Plan policies identify the City's intent to work cooperatively with the County and the Township of Selwyn to encourage the provision of a stormwater management facility, trail, and trunk sanitary sewer over a portion of the lands at 645 Lily Lake Road. The County has advised that they are satisfied with the proposed policy language and that they are currently reviewing applications to amend to the County Official Plan and Township Zoning By-law in this regard.

Township of Selwyn

The Township of Selwyn has advised that:

- additional comments will be made with respect to the viability the proposal to establish a stormwater management pond within the Township during their review of separate Planning Act applications related to the property at 645 Lily Lake Road that are now before the County and the Township;
- in the event that the stormwater management pond proposed within the Township is deemed viable, the Township will require a written commitment from the City of Peterborough to indemnify the Township and to hold the Township harmless from any incidents arising from the Township hosting the stormwater management pond;
- the Township encourages the City to explore opportunities with the Township for safe trail connections from the Lily Lake Secondary Plan area over Township lands to the Trans-Canada Trail; and,
- the Township endorses the County of Peterborough's opinion as it relates to their above-noted comments on traffic.

Otonabee Region Conservation Authority (ORCA)

ORCA has requested a few minor adjustments to the wording of certain proposed policies to:

- ensure protection of trees within the Jackson Creek Valley;
- to ensure that off-road bikeways and pedestrian facilities are planned in accordance with all environmental, hydrogeological and geotechnical studies required at the time of development approval; and,
- to widen the scope of the proposed environmental monitoring program to include the Jackson Creek Valley, Jackson Creek and its tributaries, and unevaluated wetlands within the Planning Area.

Additionally, ORCA has requested that the City enter into discussions with the Authority regarding an anticipated increase in maintenance requirements for the Jackson Creek Kiwanis Trail / Trans-Canada Trail resulting from development-related growth in trail use.

Peterborough Architectural Conservation Advisory Committee (PACAC)

PACAC has recommended that a Heritage Impact Study be completed to assist in finalizing details related to location of development in proximity to the top of the

Jackson Creek Valley as it relates to the protection of the valley and Jackson Park as a Cultural Heritage Landscape. The Committee also advised that Jackson Park is an area that would be eligible for designation under the Ontario Heritage Act as a Cultural Heritage Landscape.

The proposed Secondary Plan policies provide the ability for the preparation and implementation of Heritage Impact Studies at the time of development approval.

Hiawatha First Nation

Hiawatha First Nation has requested to be contacted if artifacts are found and to be provided with a copy of any archaeological reports as they are produced for the area. Hiawatha First Nation has also expressed concern with the ability of the Peterborough Wastewater Treatment Plant (WWTP) to accommodate new development.

As part of the Lily Lake Functional Planning Study, an assessment of the servicing needs for the area was conducted which concluded that sufficient capacity exists at the WWTP to accommodate development of the Lily Lake area.

b) Public Responses

A significant volume of commentary has been provided by members of the public throughout the planning process for the Lily Lake area starting with a neighbourhood open house held in November 2012. With respect to the proposed Official Plan Amendment, public comments will be described in general terms on an issue by issue basis.

i) Need for a Lily Lake Secondary Plan

Lily Lake is one of five large, relatively vacant areas annexed by the City between 1998 and 2008 for the express purpose of accommodating long-term residential development. In accordance with previous direction given by Council, it is the City's intent to establish Secondary Plans for each of these areas in order to guide development in these areas if and when development happens. Establishing a Secondary Plan enables the City to identify and address area specific land use planning issues that may otherwise be inadequately addressed by the Official Plan. While establishing a Secondary Plan does not give an immediate approval to development, it does make land generally available for development consideration.

Many have questioned the need for accommodating urban development in the Lily Lake Planning Area citing an abundance of current development activity, the questionable accuracy of population and employment forecasts,

and current policy direction to encourage intensification of existing built neighbourhoods.

Section 2.2.1.1 of the Growth Plan for the Greater Golden Horseshoe (Growth Plan) requires the City to use the population and employment forecasts contained in Schedule 3 of that plan as the basis for planning and managing growth. When the Growth Plan initially came into effect in 2006, the City of Peterborough was forecast to have a population of 88 000 people and 42 000 jobs by 2031.

In 2013, Schedule 3 of the Growth Plan was amended to increase Peterborough's population and employment forecast to 103 000 residents and 52 000 jobs by 2031. By 2041, that number is anticipated to grow to 115 000 residents and 58 000 jobs. Presently, the City is reviewing its Official Plan and at such time as the Official Plan is amended to reflect this review, the City will be required to incorporate the updated Growth Plan forecast into the Official Plan.

When considering how to accommodate this anticipated growth, the Growth Plan requires that the City plan for a minimum of 40% of all new dwellings to be located within the built-up area of the city (as it existed in 2006). Conversely, the Growth Plan acknowledges that new suburban development in greenfield areas such as Lily Lake will continue to be an important receptor for the City's long-term growth.

The Official Plan already respects the objectives of the Growth Plan by requiring the City to plan for achieving 40% of all new residential units being located within the built-up area. To complement this policy, the proposed Official Plan Amendment contains a policy to ensure this 40% intensification target is achieved concurrent with development of the planning area.

Presently, the City's current population is approximately 80 800. If the City's current average household size (2.2 persons per dwelling) holds constant over the long-term, it is possible that the City may require approximately 10,100 new dwellings by 2031 and an additional 5,450 dwellings to 2041. This is a significant amount of residential development for the City to plan for.

Presently, the City has an immediate greenfield development potential for approximately 580 residential units which consists of lots/blocks located within registered plans of subdivision that have not been built yet. Additionally, there is also potential for the development of an additional 1550 greenfield residential units in plans of subdivision and condominium that are draft approved but not yet registered. When this development potential is considered in light of the updated Growth Plan population forecast, it is evident, in staff's opinion, that planning for additional long-term

greenfield development is required in addition to planning for intensification of the built-up area. The Lily Lake area will fulfill part of the City's anticipated development demand along with urban intensification and other development of other greenfield areas.

ii) Consistency with Provincial Policy

Some members of the public have questioned whether the proposed Secondary Plan is consistent with the direction of provincial policy. In particular, they question whether the proposed plan has had sufficient regard to the recently released Provincial Policy Statement, 2014 (PPS) which replaces the 2005 version of the same document and comes into effect on April 30, 2014, and the Growth Plan for the Greater Golden Horseshoe.

The PPS provides policy direction on matters of provincial interest related to land use planning and development. When exercising any authority that affects a planning matter, the Planning Act requires that City decisions affecting planning matters be consistent with the PPS. Provincial plans such as the Growth Plan for the Greater Golden Horseshoe build upon the PPS by providing land use policies to address issues facing specific areas. The Growth Plan is to be read in conjunction with the PPS and generally takes precedence over the PPS in the event of any conflict between the two. In accordance with the Planning Act, City decisions with respect to planning matters must conform to, or not conflict with, the policies of the Growth Plan.

Generally, the aim of the PPS is to secure the long-term prosperity and social well-being of Ontario by planning for strong communities, a clean and healthy environment, and a strong economy. Similarly, the Growth Plan for the Greater Golden Horseshoe is intended to achieve these same objectives and maintain the Greater Golden Horseshoe's economic prosperity and global economic competitiveness in the face of anticipated rapid urban development.

Key facets of both the PPS and the Growth Plan include directing population and employment growth to existing settlement areas such as the City of Peterborough and improving the economic efficiency and health of communities by planning for (among other things):

- intensification of existing built areas;
- compact, mixed-use communities that foster active transportation and transit use;

- protection of natural heritage features and areas that complement, link or enhance natural systems; and,
- the orderly staging of development in light of municipal and provincial intensification and density targets and the availability and financial viability of municipal services.

In staff's opinion, the proposed Lily Lake Secondary Plan is consistent with both the PPS and Growth Plan because:

- the area is a Designated Greenfield Area within Peterborough's settlement area as approved by Official Plan Amendment No. 142, in consultation with the Ministry of Municipal Affairs and Housing, in 2009;
- based on the Growth Plan's anticipated long term population forecast, there is a need to plan for future residential development of the Designated Greenfield Area;
- the proposed Secondary Plan contains policy to ensure that staging of development is sensitive to both availability of services and effect of development on achievement of the City's intensification target;
- the proposed Secondary Plan has been planned to achieve a minimum overall residential density of approximately 53 residents per hectare thus meeting the minimum Official Plan and Growth Plan density target for Designated Greenfield Areas;
- the proposed residential land use designations and policies can accommodate a wide range of housing types, affordability, tenures and densities including single-detached and semi-detached dwellings, secondary residential suites within dwellings, row homes, walk-up apartments, cluster housing, retirement homes and long-term care facilities;
- active transportation (e.g. walking, cycling, skateboarding etc.) is encouraged with the provision of an interconnected modified grid street system, sidewalks on both sides of all streets in accordance with City policy, on-street cycling facilities on collector streets, and a network of off-road trails that facilitate connectivity both within the neighbourhood and to surrounding facilities such as the Jackson Creek Kiwanis Trail / Trans-Canada Trail;

- higher residential densities are generally planned within a ring of collector roads to facilitate the provision of, and pedestrian accessibility to, transit services;
- collector streets are aligned to enable potential transit routes that are located within walking distance (400m) of all areas of the Secondary Plan;
- community-serving land uses such as commercial, schools and parks/open space have been planned to be within walking distance of the majority of the future development area;
- servicing of the Lily Lake area is planned to utilize existing downstream sanitary sewage facilities with sufficient capacity and to facilitate the fulfillment of a long-term water servicing need in the City's northwest area;
- the Secondary Plan and its corresponding policies provide for the protection and potential enhancement of natural heritage features within and adjacent to the Planning Area;
- the Secondary Plan seeks to protect human health and safety by maintaining an appropriate development setback from the top of the Jackson Creek Valley and by required detailed flood plain assessment and stormwater management plans prior to the approval of development; and,
- the Secondary Plan provides for the conservation of features of cultural heritage significance, such as the Jackson Creek Valley, and existing built heritage on the lands.

The 2014 version of the PPS does not differ drastically from the 2005 version however some additions have been made to the PPS that build upon the principles of the 2005 version including (but not limited to):

- planning for communities that are resilient to climate change;
- encouraging a sense of place by promoting well-designed built form and cultural planning;
- planning communities to foster social interaction;
- increasing the use of active transportation and transit;
- municipal promotion of green infrastructure such as natural heritage features and systems, parklands, stormwater management systems,

street trees and urban forests, natural channels, permeable surfaces and green roofs;

- promote stormwater management best practices, including stormwater attenuation and re-use and low impact development; and,
- identification of natural heritage systems.

In staff's opinion, the proposed Lily Lake Secondary Plan addresses the applicable policy additions to the PPS 2014 by:

- establishing a grid-street-based community at a transit-supportive density with numerous trail connections both within the neighbourhood and to surrounding neighbourhoods to foster active transportation and transit;
- providing additional population in relatively close proximity to the Portage Shopping Node along Chemong Road in order to strengthen the function of that node and reduce the need for vehicular travel from the Planning Area to more distant shopping nodes in the City;
- requiring stormwater management plans prepared in conjunction with environmental impact studies, hydrogeological studies, geotechnical studies and landscaping plans to minimize adverse impacts on receiving waterbodies, minimize the loss of water infiltration, and protect against downstream flooding and erosion impacts;
- protecting and, where possible, enhancing natural heritage resources within and adjacent to the Planning Area;
- requiring the replacement of trees lost through development and the enhancement of park and open space lands with additional tree plantings through the preparation and implementation of landscaping and planting plans;
- establishing trail corridors through the site to facilitate the movement of people and wildlife;
- protecting the Jackson Creek Valley as a significant valleyland that is linked to significant natural heritage features beyond the City; and,
- establishing the principle of implementing urban design guidelines to foster sense of place and promote culture and public art in urban design and urban infrastructure.

iii) Relationship to the Official Plan Review

In 2011 the City commenced a review of its Official Plan. In 2011 and 2012 the City conducted extensive consultation with the public and stakeholders to determine their views and priorities for the future development of the community. In March 2013, Council received a report titled *Plan It Peterborough, Official Plan Review, Potential Policy Directions Report 9* (Exhibit A to Report PLPD13-014) which summarized the key messages heard during the Official Plan Review consultation process. At that time, Council adopted the report as a guide for staff for preparing Official Plan amendments to implement the results of the Official Plan Review consultation. Additionally, Council directed staff to proceed with the necessary Official Plan amendments to implement the conclusions of the Official Plan Review consultation.

As part of the Official Plan Review public consultation process, many common visions emerged for the City's future including the need to plan for:

- 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.

Upon review of the proposed Lily Lake Secondary Plan, some people have suggested that the proposed plan fails to implement the essence of commentary that emerged from the Official Plan Review consultation process. Additionally, others have suggested that the Official Plan Review should prompt a city-wide evaluation of the location of residential areas, employment areas and transportation facilities relative to each other and that the need for planning a primarily residential community in the Lily Lake Area has not been substantiated. Accordingly, it has been suggested that approval of the Lily Lake Secondary Plan should be considered premature until the City's ongoing Official Plan Review is complete. Furthermore, it has also been suggested that the City should consider establishing a moratorium on all greenfield development within the City until the Official Plan Review is complete and city-wide development phasing standards have been established that promote intensification before greenfield development.

Generally, it is staff's opinion that the proposed Lily Lake Secondary Plan does address, or has the ability to address, many of the key principles from the Official Plan Review that would apply to a greenfield development. In particular:

- The Area has been planned to achieve a minimum average density of 50 persons and jobs per hectare in accordance with the provincial Growth Plan and the current Official Plan. Such a density is both compact and transit supportive and reduces the City's need to pursue further residential expansion onto lands outside the City's settlement area;
- The community, with its focus on a grid-street pattern and inclusion of trails both within the community to adjacent communities, will be developed to foster active living, community interaction and active transportation;
- The community has been planned to include schools, parks, open space and commercial/employment opportunities within walking

distance of the majority of future residents and to facilitate off-street connectivity to most of these features via green corridors that will either preserve existing trees or accommodate significant planting of new trees;

- The proposed residential development areas provide significant opportunity to develop a diverse range of housing types, including affordable housing and housing for all ages and ethnicities at the time of Zoning By-law approvals; and,
- Through the use of urban design guidelines, opportunity is given to establish a built form and public realm that reflects the community values expressed during the Official Plan Review.

It is acknowledged that not all aspects of the Official Plan Review are explicitly reflected in the proposed Lily Lake Secondary Plan however that should not be construed to mean that they can not be accommodated in the Planning Area. For example, much attention has been given to food security in the public commentary on the Official Plan Review and the need to plan for equitable access to locally produced food. Through the development of local commercial facilities, it is possible for small scale food stores to establish that could provide residents access to fresh, locally produced food. Additionally, in accordance with the City's current Community Gardens policy, it is possible for future residents to establish community gardens in the Planning Area. Furthermore, through the process of landscaping and planting open space and parkland areas, it is possible to include fruit bearing trees as part of required landscaping and planting plans.

When the Official Plan is amended to reflect the outcomes of the Official Plan Review process, any land use planning decisions (i.e. Zoning By-law amendments, subdivision approvals, site plan approval) to be granted will need to comply with the updated Official Plan. Accordingly, given the size and potential development capacity of the Lily Lake area, it is anticipated that most land use approvals in the area will be granted following completion of the Official Plan Review.

Staff does not support placing a moratorium on greenfield development pending completion of the Official Plan Review. In staff's opinion, many of the issues raised through the Official Plan Review can be addressed presently as development approvals are processed. Staff believes that a moratorium would result in adverse consequences such as eliminating healthy competition in the local housing market, inflating house prices and eroding housing affordability, and increasing unemployment in the local economy. Furthermore, staff question whether a moratorium on greenfield

development would contradict PPS requirements for municipalities to maintain a minimum supply of residential units available.

Similarly, staff does not believe that the Official Plan Review will generate a city-wide adjustment of land use distribution, particularly for employment lands, that would cause the principle of residential development in the Lily Lake Area to be questioned. Presently, the City's major employment areas are located: in the Central Area, in industrial areas adjacent to rail facilities and major highways; within the four shopping nodes identified on Figure 1 – Peterborough's Commercial Structure of the Official Plan, and at institutions such as the Peterborough Regional Health Centre, Trent University and Sir Sandford Fleming College. In accordance with PPS principles, each of these locations is well served by transportation infrastructure, including transit, and should be expected to be the focus of major employment growth rather than Lily Lake Area.

iv) Scale and Density

Many residents have expressed concern over the scale and density of the development that is contemplated by the Lily Lake Secondary Plan. Some feel that the development is too large and too dense and will, as a consequence, have unacceptable impacts on the landscape and the natural environment. Others believe that the proposed plan is not dense enough and that further increases in density should be provided to foster active transportation and transit and to free up land area for additional parkland and/or open space uses.

In accordance with the Official Plan and the provincial Growth Plan, development of the Lily Lake Area is planned to achieve a minimum average density of 50 residents and jobs per hectare. In accordance with the Ministry of Transportation's *Transit-Supportive Guidelines* (2012), 50 persons and jobs per hectare is the minimum density that should be sought for sustaining a basic bus transit service. Should the density or scale of the Lily Lake area be reduced, such a reduction would be contrary to the policies of the Growth Plan and the Official Plan.

On the other hand, it is possible to increase the density of proposed development without contravening Growth Plan or Official Plan policy. Within the proposed Lily Lake Secondary Plan, minimum density targets are established for both low and medium density areas. Specifically, low density areas are expected to achieve an average net density of 25 units per hectare while medium density and medium-high density areas are expected to achieve an average minimum net density of 45 units per hectare and 60 units per hectare respectively. For low density areas, this density represents the maximum density contemplated in the Official Plan

for such areas. For the medium density areas, flexibility still exists in the Official Plan to develop these areas to a density of up to 74 units per hectare.

Typically, it has been the City's experience that planning for higher density development in greenfield areas has resulted in some development parcels remaining undeveloped for long periods of time. In order to ensure a variety of housing forms are provided at transit-supportive densities, staff has opted to pursue a range of medium density housing options for the Lily Lake area instead of high density. In recent years, the Peterborough housing market has demonstrated a desire for medium density housing.

v) Market Demand for New Suburban Development

Many have questioned whether Peterborough has enough market demand to require a suburban development such as Lily Lake. In particular, people question who is fuelling the demand for suburban homes, where do these people come from, and where will they work.

As noted previously, the City is obligated to base its land use planning on population and employment forecasts established by the provincial Growth Plan. On the basis of Growth Plan's population and employment forecasts that were updated in 2013, it is evident that the Growth Plan foresees an increasing momentum of growth for Peterborough over the long-term. Accordingly, the City is required to ensure that sufficient land is made available through both intensification and greenfield development to accommodate the anticipated population and job growth.

Based on Census information, it is known that newer neighbourhoods tend to have a younger population than older neighbourhoods and that households in new neighbourhoods tend to have more occupants than compared to households in older neighbourhoods.

vi) Adequacy of Protection for Features of Environmental Significance

Many people have questioned whether sufficient protection is being planned for significant natural features in the area including the Jackson Creek East PSW and the Jackson Creek Valley. In particular, concerns have been raised over the adequacy of the environmental buffers illustrated on the proposed Secondary Land Use Plan adjacent to these features, the adequacy of environmental investigation into the incidence of and/or habitat potential for, species at risk, potential impacts to the quantity and quality of water in the Jackson Creek East PSW.

Generally, the PPS prohibits development and site alteration within or adjacent to provincially significant wetlands and valleylands unless it can be demonstrated that there will be no negative impacts on the natural features or on their ecological functions.

In order to assess whether development of the Lily Lake area would have negative impacts on these features, Niblett Environmental Associates Inc. (NEA) completed a natural environment review as part of the Lily Lake Functional Planning Study. Based upon their site surveys and review of historic natural heritage information applicable to the area, NEA did not identify the presence of any federally, provincially or regionally significant species of bird, wildlife or fish within the study area. Notwithstanding this, historical records and studies completed by others do identify past sightings of, and/or the potential for the presence of, a number of significant bird, wildlife and plant species in the vicinity.

Accordingly, in order to protect natural features identified within and adjacent to the study area and to better understand the status of potential significant species in the area, NEA had recommended that:

- Additional study be completed at the development approval stage with respect to identifying, protecting and/or providing habitat for snapping turtles, particularly along Lily Lake Road and the Jackson Creek Kiwanis Trail;
- Additional study be completed at the development approval stage to assess the status of Foxglove Beardtongue, a regionally rare plant, within the study area and the level of protection required;
- A minimum 30m buffer from all wetlands, Jackson Creek, and all creeks/tributaries considered to be fisheries habitat;
- A 15m buffer from all creeks/tributaries considered to be indirect fish habitat;
- Protection of all woodlands associated with the Jackson Creek East PSW and the Jackson Creek Valley; and,
- Protection of the Jackson Creek Valley, below the top of bank.

Additionally, as a member of the steering committee for the Lily Lake Functional Planning Study, Otonabee Region Conservation Authority (ORCA) recommended that prior to development approval:

- Additional investigation be conducted of the appropriateness of 30 m wetland buffers in light of local evidence supporting the use of wider

buffers and including a more detailed assessment of indirect impacts from noise, human activity, stormwater runoff and lighting on the form and function wetlands within and adjacent to the study area; and,

- Additional environmental field investigation of hydrologic linkages and flow patterns in the south and east of the study area to ensure maintenance of surface and ground water features and functions as identified in the Natural Environment and Hydrogeological/Geotechnical components of the Functional Planning Study.

Based on the recommendations stemming from the Lily Lake Functional Planning Study, the proposed Secondary Plan policies require that additional environmental investigation be conducted prior to development approval to address the concerns raised by NEA and ORCA. These studies will be subject to an ORCA peer review in their role as a provider of technical advisory services and planning advice to the City.

Any development setbacks required to protect features of environmental significance will be zoned as open space and dedicated to the City as such. Additionally, any mitigation measures required including habitat enhancements, landscaping and planting etc. will be secured at the time of development approval.

Because the specific width of required development buffers is not known at this time, the depiction of buffers in the proposed Lily Lake Secondary Plan is for illustrative purposes. It is intended that additional buffer width may be established at the time of development approval based on the results of the required environmental studies without further amendment to the Official Plan.

Additionally, the proposed secondary plan policies provide for the protection of water quality and quantity for downstream waterbodies such as the Jackson Creek East PSW and Jackson Creek through the preparation and implementation of stormwater management plans. Stormwater management plans must be informed by detailed environmental impact studies, hydrogeological studies and geotechnical studies and accompanied by detailed landscaping plans. Additionally, they must include measures to mitigate thermal, chemical and erosion impacts on receiving water bodies as well as measures to minimize loss of water infiltration into the ground and maintain groundwater baseflow.

- vii) Adequacy of Proposed Open Space, Parkland, and Stormwater Management Areas as a Natural Heritage System

The PPS requires that the long term ecological function and biodiversity of natural heritage systems be maintained, restored or improved. Relative to the Lily Lake Area, a natural heritage system would comprise a linked system of heritage features such as provincially significant wetlands, woodlands and valleylands, fish habitat, habitat of endangered and threatened species, and significant wildlife habitat.

In the mid-1990s, the City collaborated with a number of stakeholders in the community to complete the Peterborough Natural Areas Strategy. The strategy sought to identify and protect a linked system of natural areas and greenspace throughout the City. At that time, one of the systems identified was the Jackson Creek system which consisted of Jackson Creek and its associated valley acting as a connecting natural corridor between Jackson Park and the Jackson Creek East PSW.

Presently, the City is participating in an exercise called Kawarthas, Naturally Connected, which is seeking to identify and protect a natural heritage system for Peterborough City and County, City of Kawartha Lakes, and a portion of Durham Region. Through that exercise, the significance of the Jackson Creek System as identified in the Peterborough Natural Areas Strategy has once again been cited as an important natural heritage system that is worthy of protection.

The Lily Lake Secondary Plan seeks to protect these features over the long-term as open space by identifying their limits and an ecologically appropriate development setback based on detailed environmental impact studies to be completed at the time of development approval. Additionally, the Secondary Plan policies require investigation of the hydrologic and ecological relationship between features within the Jackson Creek Valley and the table lands above to ensure the ecological functions can continue.

Above the valley, additional greenspace including parklands, stormwater management ponds, and trail corridors are planned. While these features are not specifically considered part of the core natural heritage system, it is intended that through detailed landscaping and plantings, these features will complement the adjacent natural heritage system by facilitating wildlife movement across the development area.

viii) Impacts on Users' Experience of the Jackson Creek Kiwanis Trail / Trans-Canada Trail

Several users of the Jackson Creek Kiwanis Trail / Trans-Canada Trail expressed concern that development of the Lily Lake area will adversely affect users' experience of the trail. Specifically, users are concerned that development may encroach into the Jackson Creek Valley or be located too

close to the valley top thus disrupting the trail's relatively natural setting with views of development.

As part of the Secondary Plan policies, commitment is made to protect the Jackson Creek Valley and that, at a minimum, the existing treeline along the valley top will be preserved. Although the treeline has been identified as a feature demarking the top of the valley, additional development setbacks may be provided along the valley top.

The proposed Secondary Plan policies provide opportunity for establishing wider development setbacks through the completion of an environmental impact study to assess the ecological function of the valley and appropriate setbacks to protect that function. Additionally, development proponents will be required to conduct an Erosion Hazard Limit Study to identify minimum development setbacks from a hazard lands' perspective and may be required to conduct a cultural heritage impact assessment to assess the valley as a cultural heritage landscape and recommend measures for conserving qualities of cultural heritage significance (e.g. views of the landscape).

ix) Traffic Impacts and Relationship to other City Transportation Initiatives

Many area residents have expressed concern with the potential impact that traffic generated from development of the Lily Lake will have on existing neighbourhoods and properties. Additionally, some have suggested that anticipated requirements for road network improvements to accommodate development of the Secondary Plan appear to conflict with existing City projects.

As part of the Lily Lake Functional Planning Study, a number of road improvements were recommended in order to accommodate both growth in background traffic and the eventual build-out of the Lily Lake area. Among those recommendations was an identified need to widen Lily Lake Road (between the eastern-most access road to the Planning Area and Fairbairn Street), Towerhill Road (between Fairbairn Street and Chemong Road), and Fairbairn Street (between Towerhill Road and Parkhill Road) to four lanes.

Some members of the public feel it is inappropriate for residents along existing roads such as Fairbairn Street to be subject to increased traffic and pressure for road widening due to new development. They have concern about whether their property may be required to accommodate the widening, the speed of existing traffic, and the resulting quality of life for residents along a street once it is widened.

Presently, the Lily Lake Secondary Plan does not explicitly identify a timeline for any road widening. Instead, the proposed Official Plan Amendment acknowledges the anticipated High Capacity Arterial Street function for Lily Lake Road, Towerhill Road and Fairbairn Street and the road allowance width normally required to accommodate that function. If road widenings are required, the Secondary Plan policies contemplate identifying the need for those works through traffic impact studies to be required at the time of development approval. Furthermore, the proposed policies provide that development approvals may be withheld or made conditional upon securing implementation of any required road network improvements.

Any widening of streets external to the Lily Lake Planning Area for the purpose of accommodating the long-term development of the area will require an Environmental Assessment (EA) to obtain approval for construction. Through the EA process, anticipated impacts on existing properties would be assessed along with design considerations such as the grade of the road, the design speed of the road, provision of sidewalks, and the need for intersection improvements and/or pedestrian crossing facilities. If and when an EA is commenced, public notice would be issued and public meetings held to invite participation.

Under their current Official Plan designations, Towerhill Road (Medium Capacity Arterial) and Fairbairn Street (Low Capacity Arterial) could be expected to be widened to a four lane roadway with additional turning lanes over the fullness of time subject to an EA approval. The proposal to elevate the designation of these roads to High Capacity Arterial status is intended to reflect the traffic volumes that are anticipated for these roadways in the future.

Subsequent to the completion of the Lily Lake Functional Planning Study, the City completed an EA to construct an arterial roadway within the Parkway Corridor located to the southeast of the Lily Lake area. The EA, which concluded in fall 2013, recommended the construction of a new road in the Parkway Corridor and a new bridge over Jackson Park to connect to Medical Drive. In light of this recommendation and public requests to assess the impact that development of Lily Lake might have on the outcome of the EA, the study evaluated the potential traffic impacts of Lily Lake with the recommended roadway and bridge in the traffic model. The results of that analysis indicated Fairbairn Street, south of the new arterial roadway, may not need to be widened to accommodate build-out of Lily Lake.

It has also been suggested that there appears to be a conflict between the Lily Lake Functional Planning Study's recommendation to widen Towerhill Road to Chemong Road and the collector street function/residential nature

of Towerhill Road, east of Chemong Road. The Lily Lake Functional Planning Study identified the need to widen Towerhill Road, west of Chemong Road, however it did not recommend any widening for that road east of Chemong Road. The reason for this is that the study anticipated the majority of traffic traveling from the Lily Lake area to Chemong Road turning onto Chemong Road instead of continuing eastbound on Towerhill Road.

x) Adequacy of Proposed Retail Space

Some have suggested that additional commercial opportunities should be provided in the proposed Lily Lake Secondary Plan to reduce the need for travelling outside the neighbourhood for shopping purposes. The proposed Secondary Plan provides for the creation of two local commercial facilities and potentially four medium density residential buildings with integrated local commercial uses. Local commercial uses are intended to be small in scale and serve the day to day needs of the immediate neighbourhood.

In Appendix A attached hereto, consideration is given to a Retail Market Analysis completed by the City in 2009 and the City's planned commercial hierarchy as described in Section 2.3 of the Official Plan. Generally, the City's commercial hierarchy aims to direct the majority of commercial growth to Central Area and four established shopping nodes located on the major transportation network in the northwest, southwest and southeast portions of the city.

In order to provide support to this hierarchy, commercial opportunities within the Lily Lake area are proposed to be limited in scope and scale. It is expected that the closest shopping node to the Lily Lake area, namely the Portage Node located approximately 1 km east of the area, will be strengthened by development of the Lily Lake area. Over the long term, additional residential development in the City's north and northwest areas should allow the Portage Shopping Node to better fulfill its role as a shopping destination for both residents of the city and surrounding areas.

xi) Proposed Stormwater Management Pond Adjacent to PSW

Concern has been raised with the Secondary Plan's proposal to establish a stormwater management facility in close proximity to the Jackson Creek East PSW which is located just west of the plan boundary. Presently, the Secondary Plan illustrates a preferred stormwater management facility on lands within Selwyn Township, adjacent to the City limit. Additionally, the plan illustrates an alternative location for that same pond within the city limit should a location in the Township not be feasible.

Particular concerns expressed include:

- The proposed pond locations appear to encompass an area that should otherwise be set aside as a buffer for the wetland;
- The principle of establishing a development-serving facility on lands outside the development;
- A lack of detailed information on the proposed pond design and separation from the PSW; and,
- The potential impact that a stormwater management pond may have on the water quality of the adjacent wetland and ultimately Jackson Creek.

Details regarding the ultimate design, location and function of stormwater management facilities are typically established through the detailed subdivision design process rather than at the time of a secondary land use plan approval. Provincial policy prohibits development and site alteration from occurring within or adjacent to natural heritage features such as PSWs unless it can be demonstrated that there will be no negative impacts on the feature and its ecological functions. Accordingly, at such time as applications are submitted for plan of subdivision approval, the City is obligated to ensure that these provincial objectives are upheld.

To help ensure that any stormwater management facilities are developed in consistency with provincial policy, the proposed policies of the Lily Lake Secondary Plan require the completion of numerous studies at the time of development approval including environmental impact studies, hydrogeological studies, and geotechnical studies. Between these investigations, ecologically appropriate buffers and mitigation measures will be determined as a means of protecting the form and function of the Jackson Creek East PSW. All forms of development, including stormwater management ponds, will be required to adhere to the recommendations of these reports once they have been peer reviewed and accepted by qualified professionals.

Additionally, the proposed Secondary Plan policies explicitly require that all detailed stormwater management plans must be prepared in consideration of the above-noted studies, must be accompanied by detailed landscaping plans, and must include measures to mitigate thermal, chemical and erosion impacts on receiving water bodies. Through this process, it is expected that any stormwater management pond located in close proximity to the PSW will be designed, constructed and landscaped in a contextually sensitive way that will provide a net benefit to the surrounding ecosystem.

In order to assess the effectiveness of these measures, the Secondary Plan requires the establishment of a comprehensive program to monitor the effects of development on function of the Jackson Creek East PSW which ultimately provides water flow to Jackson Creek. As part of that process, baseline monitoring will be conducted prior to the commencement of any development.

The Municipal Act provides flexibility for municipalities to establish infrastructure beyond their municipal limits subject to certain conditions. In the case of the proposal to establish a stormwater management pond on lands within the Township of Selwyn, it is staff's opinion that a stormwater management pond at the specified location may be the highest and best use of the land over the long-term given the location's County Official Plan status as an Urban Fringe and its isolation from other potentially developable property.

xii) Provision of Infrastructure within/across Jackson Creek Valley to Parkhill Road

The proposed Secondary Plan identifies an "Infrastructure Corridor / Other Open Space" area near the southwest corner of the plan area. In a previous version of the Secondary Plan circulated for public review, reference was made to the potential for establishing municipal servicing and roadway connections from the area to Parkhill Road.

As part of the Lily Lake Functional Planning Study, Peterborough Utilities identified a long-term plan to establish a trunk watermain loop in the City's northwest area using a route that would cross through the Lily Lake Planning Area and under Jackson Creek on its way to the existing water tower on Sherbrooke Street, near Hywood Road. Additionally, the Lily Lake Functional Planning Study anticipated the need to provide a sanitary sewer outlet from the southwest corner of the Planning Area to the existing sewer within the Jackson Creek Kiwanis Trail / Trans-Canada Trail and a stormwater management pond outlet in the area to Jackson Creek.

With the convergence of three potential utility installations in the Planning Area's southwest corner requiring access to and/or across the Jackson Creek Valley, the proposed Secondary Plan attempts to accommodate these needs by ensuring the preservation of a sufficient amount of undeveloped space for infrastructure purposes. Additionally, it is envisioned that a portion of this space may also function as a parkette or playground feature for the immediate neighbourhood.

While the proposed Secondary Plan policies no longer explicitly identify the potential for a roadway installation across the valley in this location, it is

possible that such an installation could occur in the future if Council deemed it necessary and it is supported by appropriate EA approvals.

Some residents have expressed a desire to provide an arterial road connection from the Planning Area to Parkhill Road in this vicinity while others have expressed grave concern over the prospect. As proposed, the Lily Lake Secondary Plan does not explicitly plan for a road crossing of the valley at this location. Furthermore, the Secondary Plan stipulates that disturbance of the Jackson Creek Valley for the provision of infrastructure will only be considered where other feasible options do not exist. Any disturbance of the valley for the installation of infrastructure must be supported by environmental, hydrogeological, geotechnical and archaeological studies and rehabilitated in accordance with an approved landscape rehabilitation plan.

xiii) Clarity and Scale of proposed Official Plan Amendment Mapping

Some concern has been expressed over the specific details in the proposed Secondary Plan to facilitate interpretation of the location and extent of proposed land uses relative to existing features such as property limits and the limit of natural heritage features such as the Jackson Creek East PSW. Furthermore, it has been asserted that lack of identification of the Jackson Creek East PSW on the proposed Secondary Plan constitutes a lack of understanding and concern for the significance of this feature.

Official Plan schedules such as the proposed Lily Lake Secondary Plan are intended to illustrate approximate location and extent of land use. Official Plan schedules are not intended to define precise limits for features and land use. Section 9.8.1 of the Official Plan provides that minor adjustments may be made to approximate land use boundaries without the need to formally amend the Official Plan. Typically such adjustments may be made during a more detailed development review process such as plan of subdivision and zoning by-law approval.

Although the proposed Lily Lake Secondary Plan schedule does not explicitly illustrate the extent of the Jackson Creek East PSW adjacent to the City boundary, it does explicitly address the wetland in the proposed policy language. Accordingly, it is staff's opinion that the proposed Official Plan Amendment contains sufficient concern for the significance of the PSW.

xiv) Effect of the Proposed Secondary Plan on Existing Landowners

Some area property owners have expressed a desire to ensure that the proposed Lily Lake Secondary Plan maintains flexibility for them to develop their properties in the future should they wish. Additionally, some property owners have expressed concern that development will affect the use and enjoyment of their property and that medium density residential uses should be separated from existing low density residential as much as possible.

Generally, the Lily Lake Secondary Plan attempts to preserve as much development potential as possible for area property owners. Through the establishment of a land use plan, the City must balance its planning obligations to protect features of natural heritage significance, avoid development within areas within hazard lands, accommodate anticipated servicing needs, and provide a mix of land uses including parks, recreation areas and open space to serve the needs of the community.

To support land use compatibility, the Secondary Plan generally situates low density residential uses, parkland, open space and stormwater management facilities adjacent to existing low density residential uses. In accordance with Section 51(24) of the Planning Act and Section 1.1.1 of the PPS, 2014, the City is required to ensure that through the process of reviewing and granting development approvals, new development will be designed to be compatible with existing development while maintaining options for future development.

xv) Future of the Lily Lake “Checkerboard” Subdivision

At the east limit of the Planning Area, behind the existing homes that front onto Fairbairn Street and Lily Lake Road, exists a collection of undeveloped lots together with lands intended for road allowances and parkland. A copy of the original survey is attached hereto as Exhibit D. The area was created through a process known as checkerboarding in the 1960s and has yet to develop due to a lack of municipal services, legal road frontage, and residential zoning.

Originally, 96 lots were created through this process however since that time two of the lots have been built upon, three have merged with adjacent residential properties, and two have merged to form a large vacant lot. Consequently, the ‘subdivision’ consists of 90 separate properties that were originally intended for residential development.

Since being annexed into the City in 2008, staff have received numerous phone calls and emails from property owners in the subdivision questioning

whether the City will extend municipal services and roads into the area to make development possible. Typically, in accordance with Section 59 of the Development Charges Act, the installation of services such as roads and municipal services that are intended to support a new subdivision development are a direct financial responsibility of the proponent. In this particular case, because the subdivision is in multiple ownerships (approximately 75+ different owners), there is no one 'developer' that the City can work with to develop the lands through a plan of subdivision process.

Some property owners have questioned whether the City could front-end the cost of installing services and then recoup the costs through a local area improvement charge. However, current City policy with respect to the cost recovery of municipal works (as described in Report USEC07-051) does not support the use of local improvement charges.

As an alternative, staff have suggested to landowners that a solution to providing services to the checkerboard area could be found if all landowners were to form a single corporation that could work with the City as a developer or if all lots were sold to a developer with the financial resources develop the area under a new plan of subdivision process. As one might expect, property owners have experienced difficulty in their attempts to coordinate such efforts. Consequently, some landowners have suggested that the City may need to take a more proactive role in facilitating landowner coordination.

As proposed, the Lily Lake Secondary Plan does not address the need for landowner coordination in this portion of the Planning Area. Instead, because the lands do not have residential zoning and will require re-zoning prior to the consideration of any development, the Secondary Plan essentially treats the area as vacant land that must be viewed under today's planning legislation, policies and standards.

The Secondary Plan, with the technical background support of the Lily Lake Functional Planning Study, envisions a reconfiguration of the existing parcel fabric to respect natural features and hazards such as the Jackson Creek Valley, the need to provide stormwater management for new development, and the need to plan for an efficient, municipally serviced development. Accordingly, the Secondary Plan identifies some lots in the area as being required for open space, parkland and stormwater management purposes.

Typically, the dedication of land to the City for stormwater management and open space purposes is a common practice in land development. However, because ownership of the properties in this area is fragmented to the extent that individual lot owners may lose the ability to develop their property for

any purpose, some have suggested that the City should provide compensation to landowners affected by proposed open space, parkland and stormwater management designations. At this time the Lily Lake Secondary Plan does not address any potential need for landowner compensation nor is staff aware of any other similar circumstances where compensation has been paid.

In recognition of the area's fragmented property and ownership structure, the proposed Secondary Plan policies allow for development of the area to be considered in light of the existing Infill Housing policies of the Official Plan. Section 4.2.2.1.3 of the Official Plan allows for the development of medium density residential uses on vacant land in existing low density residential areas provided that the new development is compatible in form and scale with the surrounding neighbourhood. By allowing additional development flexibility in this area, it is hoped that the development community will be enticed to invest in the area and bring a conclusion to a subdivision that has been approximately 50 years in the making.

Summary

Approval of an Official Plan Amendment to implement the Lily Lake Secondary Plan is recommended for the following reasons:

- The proposed Secondary Plan is a proactive measure to establish a planning framework for reviewing detailed plans of subdivision and development applications;
- Development of the Planning Area will fulfill part of the City's residential land needs as anticipated by the Growth Plan for the Greater Golden Horseshoe;
- The proposed Secondary Plan is supported by background technical studies and provides a framework for additional studies throughout the course of development; and,
- The proposed Secondary Plan is consistent with Provincial Policy.

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Attachments:

Appendix A – The Lily Lake Secondary Plan
Exhibit A – Notice of Public Meeting
Exhibit B – Land Use Map
Exhibit C – Proposed Official Plan Amendment By-law
Exhibit D – Lily Lake Checkerboard Subdivision