



City of
Peterborough

To: **Members of the General Committee**

From: **W. H. Jackson**
Commissioner of Infrastructure and Planning

Meeting Date: **September 17, 2018**

Subject: **Report IPSPD18-027**
Official Plan: Nodes, Corridors and Downtown Urban Design Guidelines

Purpose

A report updating Council on the status of the Official Plan Review and the outcomes of Design Charrette, and to provide the draft Report prepared by The Planning Partnership and Lett Architects Inc.

Recommendations

That Council approve the recommendations outlined in Report IPSPD 18-027 dated September 17, 2018, of the Commissioner of Infrastructure and Planning as follows:

- a) That the presentation on the Official Plan Design Charrette by The Planning Partnership Ltd and Lett Architects Inc. be received;
- b) That Report IPSPD18-27 and the “Official Plan Charrette: Nodes, Corridors and Downtown Urban Design Guidelines” be received and approved in principle for consideration in drafting the Official Plan; and
- c) That the remaining public engagement schedule be supported in principle with the objective of submitting the Official Plan to the Province in 2019 for adoption.

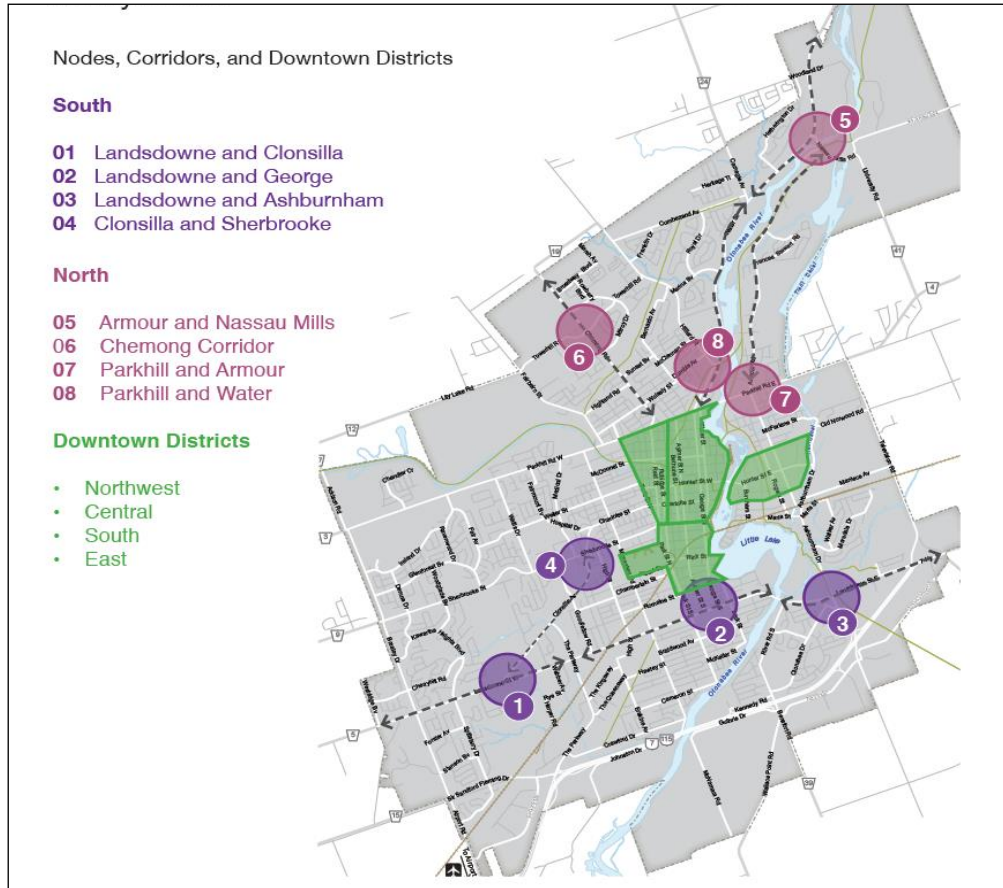
Budget and Financial Implications

The work was completed within the prescribed budget of \$122,200 from Council. As a result, of the timing of the Official Plan’s completion, staff will be requesting funds in the 2019 budget for a comprehensive Zoning By-law update, Central Area Master Plan update, and ongoing funding Secondary Plans for key intensification area(s).

Background

In March of 2018, Council approved the appointment of The Planning Partnership and Lett Architects Ltd. to undertake the task of hosting a four day design Charrette and producing a report from those sessions. The Charrette was held from June 4 to 7, 2018, inclusive, and included 185 participants in the work day sessions (9:00 am – 5:00pm) in addition to 130 drop-ins for the public open houses in the evening (6:30 pm – 8:00 pm). The scope of the Charrette is shown below. The first two days focused on eight Nodes and Corridors in the City’s Built-up Area and the last two days on the Downtown and East City which includes the Urban Growth Centre.

Figure 1: Official Plan Charrette Nodes, Corridors and Downtown Study Areas



The purpose of the Charrette was to envision how the Nodes and Corridors and the Downtown could redevelop to meet the Province's **Places to Grow** targets with an emphasis on quality urban design. The defined Nodes are examples where intensification and redevelopment opportunities are likely to occur within the life of the Official Plan. These are however conceptual and in many instances the Corridors between the Nodes will present additional redevelopment opportunities. In such instances the vision of these nodes would blend into other portions of the Corridors. It is proposed that this vision will be further defined and legislated through Secondary Plans that need to be undertaken in the immediate future.

Demonstration Plans and Guiding Frameworks were created by the designers and the public attendees, which incorporated the Official Plan's Guiding Principles. The final Report - "Official Plan Charrette: Nodes, Corridors and Downtown Urban Design Guidelines" – arranges the concepts into three categories: (1) Public Realm, (2) Built Form, and (3) Mobility. These categories are defined in the Report as follows:

- 1) **Public Realm** – the streets, parks, squares, plazas, and trails that are accessible to the public and create the "outdoor rooms" of the City.
- 2) **Built Form** – the size, shape, scale, articulation and uses of buildings, both as individuals and in how they relate to each other as a collective.
- 3) **Mobility** – the four primary ways of moving around the city: walking, transit, bicycle and private vehicles. All mobility choices should be safe and accessible.

The Report and presentation were shared with the Official Plan Working Advisory Group and were endorsed at the September 6, 2018 meeting. The material was also presented to the Technical Advisory Group on September 7, 2018 with input from interdepartmental Managers. With Council's direction, the Report will be made public and will be used in drafting related policies into the Official Plan, in preparing Secondary Plans for the Downtown and key intensification Nodes and Corridors, and in updating the City's Zoning By-law.

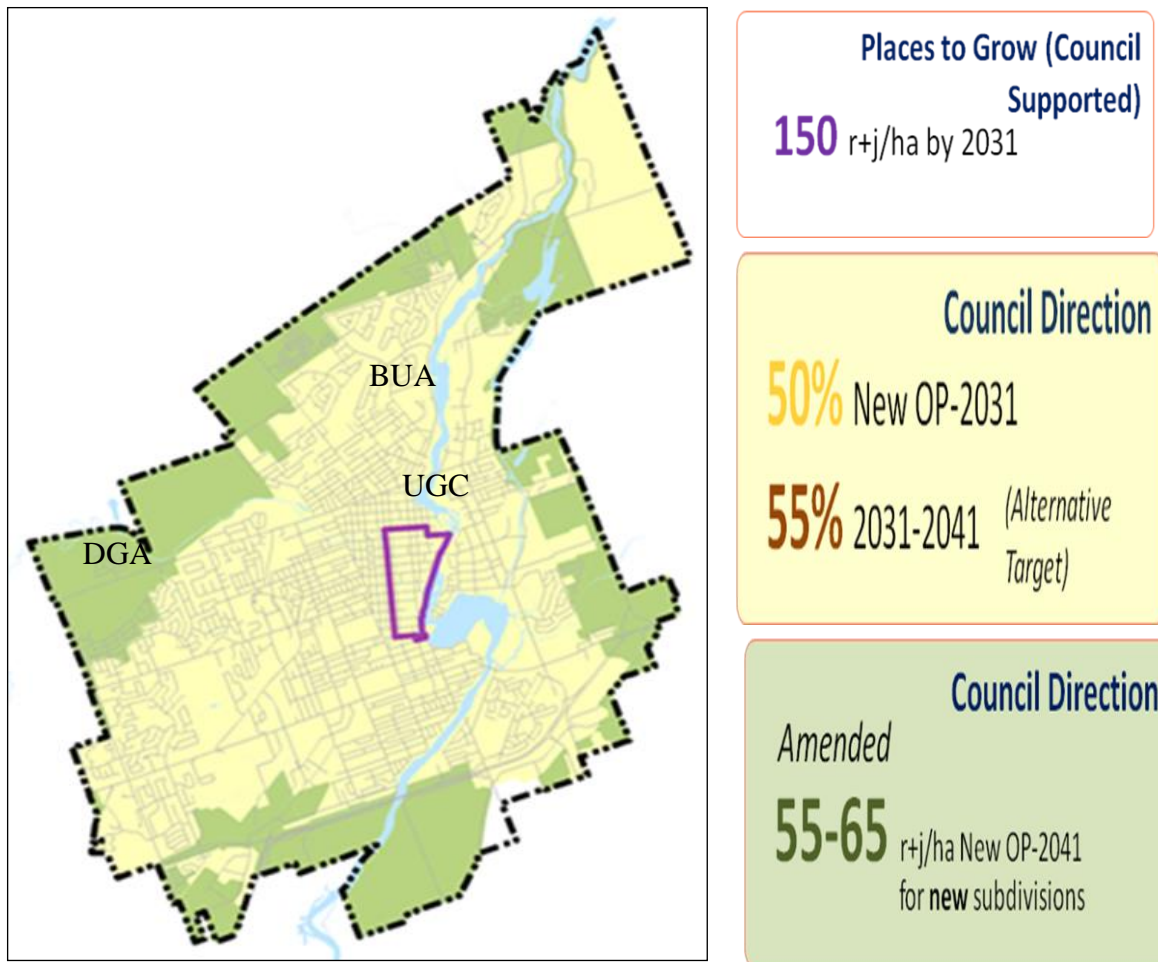
Official Plan Update

The Official Plan sets the broad vision and direction for the future growth and development of Peterborough. With additional funding support from Council in early 2017, greater emphasis was placed on public engagement and consulting services to undertake the Natural Heritage System component of the Plan. In 2018, staff requested additional funding for the Charrette along with authorization to seek "alternative" intensification targets with regards to the Province's **Places to Grow** legislation.

At the March 19, 2018 meeting, Council supported the spirit and intent of the **Places to Grow Act**, and the targeted density requirement of 150 residents and jobs per hectare for the Urban Growth Centre. Council also supported the Province's intensification target to direct 50% of residential units to the Built-Up Area and 50% to the Designated Greenfield

Area to 2031. One of the “Alternatives” approved by Council included 55% of residential growth to the Built-up Area and 45% Designated Greenfield Area (as opposed to Province’s 60% BUA/40% DGA) between 2031 and 2041. The other “Alternative” approved by Council was a density range of between 55-65 residents and jobs per hectare for Designated Greenfield Areas from the time of the Plan’s adoption to 2041 versus the Province’s 80 residents and jobs per hectare.

Figure 2: “Alternative” Growth Target Request



After the Provincial election, staff met with the various Ministry staff to discuss the Official Plan framework, and to understand their perspective on the “Land Needs Assessment” and the City’s “Alternative” target request. As there are many technical figures and factors to consider in this assessment, progress on confirming the Provincial direction is ongoing. It is the objective of Staff to receive the Province’s endorsement on the City’s analysis and findings sometime in the Fall.

Since the March 18, 2018 meeting with Council, staff completed further public engagement work relating to Land Use and Transportation. These surveys gathered citizens’

perspectives on land use and transportation objectives in their immediate neighbourhoods, and perspectives on City-wide intensification areas including prominent Nodes, Corridors and the Downtown. Additionally, staff along with Beacon Environmental, have significantly advanced the framework of the Natural Heritage System, yet more work is needed before public input is sought. This is intended to occur by November of 2018.

The completed Charrette work emphasizes urban design and redevelopment of the Nodes, Corridors, and the Downtown into complete communities. The design concepts within the Charrette Report confirm much of what staff has heard over the past year on the various public engagement themes.

Public Engagement

In May of 2017 staff requested additional funding for a temporary policy planning position and public engagement software. Prior to this there were insufficient resources within the Department to advance the Official Plan and meet community expectations for public engagement. Based on the funding provided, the MetroQuest Public engagement software was licensed for a year and both the Official Plan Working Advisory Group and the interdepartmental Technical Advisory Group were established. At this time staff suggested there would be support to host a half dozen public engagement sessions and a dozen meetings with each Advisory group over a 12 month period.

Illustrated in Table 1, Planning staff have significantly exceeded this level of public participation. Over the past year the Department has organized 10 Advisory Group meetings, 5 MetroQuest surveys, 13 pop-up/open houses, 18 meetings with various stakeholder groups, and the four day Community Design Charrette. Through this process there has been some 4,900 participants at different engagement events.

Table 1: Official Plan Public Engagement on Official Plan Since 2017

Engagement Type	# of Meetings	# of People	Schedule	Theme(s)
Working Advisory Group Technical Advisory Group	10 each	± 20 per ± 12 per	June 2017 – Sept. 2019	Vision/Guiding Principles
MetroQuest Sessions	5 surveys	3,475*	Aug. 2017 – Oct. 2018	Growth Management
Pop-up Sessions/Open Houses	13	515	Sept 2017- June 2018	Density
Stakeholder Presentations <ul style="list-style-type: none"> • Fleming College • Trent University • Realtors Association • Chamber of Commerce • ACHAC • Downtown Business Improvement Area Board • PACAC • Electric City Culture Council • Accessibility Advisory Council • Curve Lake First Nation • Hiawatha First Nation • Nogojiwanong Friendship Centre • Sustainable Peterborough • Provincial Ministries 	18	255	Sept 2017 – June 2018	Land Use Employment Transportation Infrastructure Natural Heritage Heritage Buildings Public Art Urban Design Indigenous culture
Community Design Charrette & Open House	Four days	315	June 2018	Accessibility Housing affordability Recreation

*Urban Design Survey still ongoing.

At this stage most of the public engagement work has been completed with the last MetroQuest Survey on Urban Design scheduled to wrap up on October 8, 2018. Subject to Council endorsement, the Charrette Report will be made public on the City’s website and staff will coordinate open houses to present and gain further input. This could occur

concurrently with the Natural Heritage System public engagement based on Beacon Environmental completing a draft framework in the Fall.

Once staff have completed and submitted the Land Needs Assessment, and the Province has confirmed acceptance of the general direction of the “Alternative” targets, work on redrafting the policies of the Official Plan can be initiated. At this stage staff will begin redrafting the Official Plan to cover the following anticipated sections and topics:

1. Introduction
2. Vision and Guiding Principles
3. Planning for the Future (Growth Management)
4. Land Use Designations and Policies
5. Natural Heritage Areas and Policies
6. Community Policies
7. Infrastructure Policies
8. Implementation and Interpretation
9. Secondary Plans

The policy sections will be shared with the Working Group Advisory Group and the Technical Advisory Group as they are drafted and then made available to the broader public for input. Up to four more Open Houses could be hosted for this last stage of the Official Plan Review, including a final Open House presentation on the completed draft. A public hearing will be held with Council in 2019 prior to submission to the Province for Ministerial approval. Staff intend for this to occur before the summer of 2019. The remaining public engagement components are shown in Table 2. These do not include ongoing stakeholder meetings which may continue to occur with groups such as First Nations and various Committees and Boards.

Table 2: Official Plan Remaining Public Engagement

Official Plan Component	Working Advisory Group	Public Engagement
Urban Design and Natural Heritage System	October – November 2018	Open House & Presentation
Official Plan Draft Policy: 1. Introduction 2. Vision and Guiding Principles 3. Planning for the Future (Growth Management)	November - December 2018	Open House, Presentation & Online Feedback
Official Plan Draft Policy: 4. Land Use Designations and Policies. 5. Natural Heritage Areas and Policies 6. Community Policies	January - February 2019	Open House, Presentation & Online Feedback
Official Plan Draft Policy: 7. Infrastructure Policies 8. Implementation and Interpretation 9. Secondary Plans	March –April 2019	Open House, Presentation & Online Feedback
Official Plan Complete Draft	May - June 2019	Open House & Presentation
Council Meeting	June – July 2018	Public Hearing

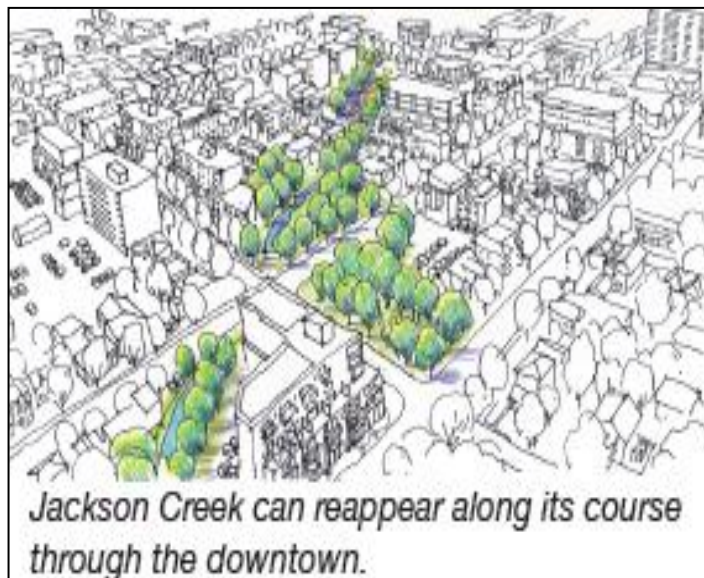
Planning Charrette Outcomes

The attached Charrette Report reflects the scope of ideas from participants within a planning framework that aligns with the Provincial **Places to Grow** legislation and which will be supported by the Official Plan policies. Each Node and Corridor, along with the four sectors of the Downtown (including East City), contain unique Demonstration Plans and Guiding Frameworks for redevelopment and intensification with emphasis on the Public Realm, Built Form, and Mobility. These are reflected in the Report and summarized as follows:

Public Realm

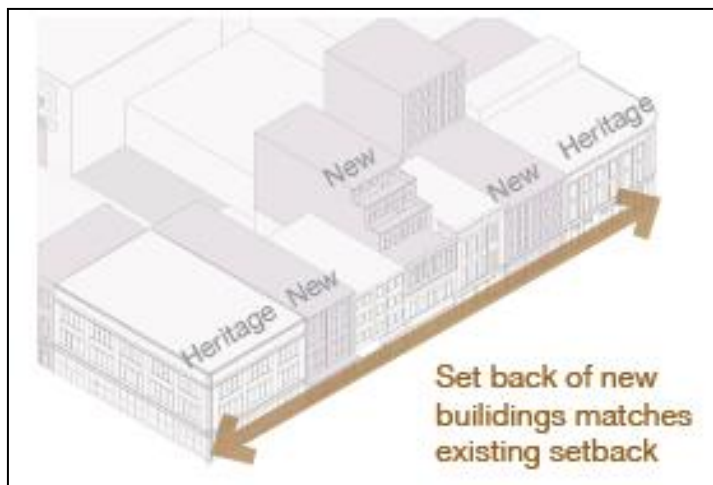
All Nodes and Corridors require enhanced streetscaping with the provision of wider sidewalks, generous landscaping, “gateway” features, low impact design, and the provision of access to trails, parks, and amenities. This is particularly important along major corridors such as Lansdowne Street and Chemong Road which will require significant investment and quality design to improve the public realm and create a more pedestrian-oriented environment. There is ample opportunity to create this environment with numerous natural heritage and recreational assets along these corridors (i.e. Morrow Park, Otonabee River, the Parkway corridor).

Reshaping and enhancing the public realm becomes particularly important for the Downtown and East City in light of the Urban Growth Centre intensification targets. Strategic initiatives include daylighting Jackson Creek, reintegrating the GE site and surrounding lands with park spaces, providing better connectivity to the Otonabee River, public art, more street trees, small parks and squares, and a higher streetscape aesthetic (i.e. burying power lines underground).



Built Form

The intensification and redevelopment that will occur within the Nodes and Corridors over the next several decades will create opportunities for improving the built form and land use mix. Some Nodes and Corridors have greater opportunities for intensification and



redevelopment, yet all will require standards. The Official Plan and Zoning By-law will utilize the Demonstration Plans to establish updated policies regarding building scale and location, density, architecture and facade treatment, location of parking, and site integration with the public realm.

Standards and tools for the built form within the Downtown and East City are particularly important given the intensification targets and potential

impacts on Peterborough's unique heritage buildings. The Demonstration Plans for the four sectors of the Downtown area provide greater clarity in terms of architecture, building scale (i.e. height and setbacks), heritage preservation, and neighbourhood character. This will serve to create Official Plan policies and Zoning By-law regulations that can practically facilitate reinvestment and redevelopment without diminishing Downtown's character areas.

In other parts of the Downtown, the City and private development industry will need to be bolder and more strategic in terms of land assembly and redevelopment. This is particularly pertinent for the southern portions of the Downtown which are able to absorb significant development density without the same degree of heritage considerations. This includes both sides of the railway from the GE site toward the Otonabee River/Little Lake. While this area presents a significant challenge in terms of environmental remediation, it is also likely to be the greatest redevelopment opportunity. Failure to mobilize community support and commit to a strategy to address this will be an obstacle to Downtown rejuvenation.

Mobility

Continued growth and development of the Built-up Area and Designated Greenfield Lands requires balancing various mobility options. The Demonstration Plans and Guiding Frameworks for the Nodes and Corridors support multi-modal corridors and streets that can, where feasible, accommodate automobiles, transit, pedestrians, and cyclists. With policy support from the Official Plan, visions for corridors such as Lansdowne Street and Chemong Road can be developed through Secondary Plans that support a transportation regime that enhance multi-modal opportunities.



In terms of Downtown Mobility the report recommends a wide variety of considerations including more pedestrian connections through midblock mews, shared laneways, integration of rail trails, and cycling infrastructure and amenities. The report also classifies Downtown Mobility into categories of streets which should have a defined mobility character: Civic Streets, Main Streets, and Waterside Streets. Civic Streets are those that connect civic landmarks such as the river, parks, and churches and deserve a more formal character (i.e. Brock, Hunter, Simcoe, Townsend and Rink). Main Streets are those with significant pedestrian shopping streets which warrant generous sidewalk widths (i.e. George, Water, Hunter and Charlotte). Waterside Streets include Crescent and Riverview and should contain trails or promenade walkways.

Long Range Planning

Based on the Charrette report it is evident that Peterborough is well suited to accommodate the growth envisioned and supported by Council under **Places to Grow**. It is important to note that the Official Plan only sets the high level policies to guide this vision. There is significant long range planning and policy work that will be required after the Official Plan is adopted. The Ontario **Planning Act** requires municipalities to complete a comprehensive update to its Zoning By-law within three years of a new Official Plan coming into effect to ensure it conforms to the new Official Plan. As noted herein there will be a backlog of Secondary Planning work necessary to integrate the intensification targets into the various portions of the Built-Up Area.

Moving from the vision set by the Official Plan to regulatory standards and a capital investment strategy requires more detailed planning. Based on the projected adoption and Ministerial approval of the Official Plan before the summer of 2019, staff will incorporate funding requests into the 2019 Budget to support the commencement of these multi-year policy planning projects. This request will include a combination of additional planning staff to support long range planning, policy development, and urban design. It is also necessary to incorporate consulting services into the Capital Budget to undertake these initiatives.

The long range planning and policy work should commence in 2019 to advance the growth and development potential of the City which is premised on good planning. In this regard three immediate projects are needed: (1) a comprehensive Zoning By-law review, (2) an updated Central Area Master Plan, and (3) the commencement of a Secondary Plan for one of the eight nodes. The Zoning By-law review is envisioned to take 24 months, whereas the Central Area Master Plan and Secondary Plan between 18-24 months. Due to the backlog and costs involved, staff will be outlining in the 2019 budget a five year strategy to complete the envisioned Secondary Plans.

This funding is essential to spurring on ongoing reinvestment from the private sector and for outlining strategic capital projects needed to revitalize the Downtown, Nodes, and Corridors. Without this funding the vision of the Official Plan cannot be implemented and the policies and public input will have little input in facilitating the progressive and transformative change that citizens desire for Peterborough's urban environment.

Summary

With the Design Charrette completed and the last MetroQuest Survey (Urban Design) closing on October 8, 2018, staff are approaching the completion of the main public engagement components of the Official Plan. Subject to Council receiving the Charrette Report, staff will host opportunities for further public input on the Report and the Natural Heritage System. Upon the Province's acceptance of staff's Land Needs Assessment and direction on our "Alternative" growth targets, staff will be in a position to begin drafting policies of the Official Plan in the Fall. Once that commences it is envisioned that with input from the Advisory Groups, and several more open houses, the Official Plan may be ready to present to Council in the second or third quarter of 2019. Staff will be making additional requests for funding to support the necessary long range planning to put the Official Plan into practice, namely a Comprehensive Zoning By-law Review and a half dozen Secondary Plans for the Built-Up Area.

Submitted by

W. H. Jackson, P. Eng.
Commissioner of Infrastructure and Planning Services

Contact Name:
Jeffrey Humble, MCIP, RPP
Director of Planning and Development
Commissioner of Corporate and Legislative Services
Phone: 705-742-7777, Extension 1809
E-mail: jhumble@peterborough.ca

Attachments:

Appendix A – Official Plan Charrette: Nodes, Corridors & Downtown: Urban Design Guidelines (prepared by The Planning Partnership and Lett Architects Inc.)