

3.0 PLANNING FOR FUTURE GROWTH

3.1 Implementing the Vision

- a. The policies of this Section apply to decisions respecting planning for growth, new development and redevelopment throughout the City to the year 2041. The policies of this Section implement the City’s vision, conform with the Growth Plan and are consistent with the Provincial Policy Statement. They promote sustainability, support investments in transit and facilitate the efficient and cost-effective use of infrastructure.

3.2 Population and Employment Forecasts

- a. The City of Peterborough will plan for population and employment growth in accordance with **Table 1: Population and Employment Forecasts**.

| Year | Population (people) | Employment (jobs) |
|-------------|----------------------------|--------------------------|
| 2016 | 83,000 | 44,000 |
| 2031 | 103,000 | 52,000 |
| 2036 | 109,000 | 54,000 |
| 2041 | 115,000 | 58,000 |

- b. In terms of residential growth, the City will grow from a population of 83,000 people in 2016 to a projected population of 115,000 people by 2041. This represents the need to accommodate 32,000 new residents. The City will also accommodate growth in employment, aiming to achieve an **Activity Rate** of at least 1 job for every 2 residents through 2041. It is anticipated that the employment sector will grow from 44,000 jobs in 2016 to 58,000 by 2041, representing the accommodation of 14,000 new jobs.
- c. **Table 1** identifies growth projections to the year 2041. Notwithstanding that time horizon, Peterborough is expected to continue to attract growth well beyond 2041. As such, this Plan does not represent an end state for the City of Peterborough, but rather a tool to manage its ongoing evolution.
- d. Development in Peterborough will generally proceed in accordance with the population and employment growth projections identified in **Table 1**. Growth will be managed by the City through the development approval processes provided in the Planning Act. All planning approvals will be undertaken in a financially responsible and environmentally sustainable manner that matches the growth, intensification and density targets of this Plan. All planning approvals will be evaluated on the basis of:
 - i. Conformity/consistency with relevant Provincial policies;

- ii. Conformity with the relevant policies of this Plan;
- iii. Consistency with any applicable City approved Design Guidelines or Development Standards;
- iv. Confirmation of the availability of adequate municipal infrastructure and public and private utilities; and,
- v. Confirmation of the availability of adequate **public service facilities**.

3.3 Objectives for Growth Management

- a. The City of Peterborough will continue to evolve as a healthy, safe and balanced community. To support that evolution, choices about where and how growth occurs need to be carefully made. Understanding the organization of the City on a broad level is necessary for directing growth to appropriate locations, while protecting established and stable areas from development-related undue, adverse impacts.
- b. The City will ensure that sufficient development opportunities are made available through intensification and in **Designated Greenfield Areas** to accommodate a wide range of land uses to meet the community's projected needs to the horizon of this Plan. Planning for infrastructure and **public service facilities** may extend beyond the horizon of this Plan.
- c. Growth management is focused on accommodating growth within a logical, definable and efficient urban structure. There are two important objectives that are crucial in considering growth management:
 - i. Promoting intensification within the **Delineated Built-Up Area** (lands within the Delineated Built Boundary, identified on Schedule A: Urban Structure); and,
 - ii. Ensuring an adequate and balanced supply of land in the **Designated Greenfield Areas** outside of the Delineated Built Boundary that can accommodate residential development, employment opportunities, **major retail facilities** and major institutional uses.
- d. Peterborough needs to provide a mix of jobs and housing to create opportunities for people to work close to where they live. Peterborough also needs to grow at **transit-supportive** densities, with **transit-oriented** street configurations. This Plan:
 - i. Facilitates the intensification of residential, commercial and institutional uses within the existing **Delineated Built-Up Area**. Compact urban form and

intensification efforts go hand-in-hand with efficient and enhanced transit - not only do they support each other, they are both necessary. This correlation is fundamental to where and how Peterborough will grow; and,

- ii. Supports a more efficient use of land and infrastructure investment by promoting the development of more compact neighbourhoods in **Designated Greenfield Areas** that optimize the use of land and moderate the rate at which land is consumed.
- e. The City will:
- i. Plan to achieve minimum average density targets for the **Designated Greenfield Area** and within the defined **Urban Growth Centre**;
 - ii. Implement an annual minimum residential intensification target generally throughout the **Delineated Built-Up Area** and, in particular, encourage the intensification of people and jobs in the Central Area, and within Mixed Use Corridors as illustrated on **Schedule A: Urban Structure**;
 - iii. Encourage new development within the **Delineated Built-Up Area** to have a compact form and an appropriate mix of uses and densities that allow for the efficient use of land, infrastructures and **public service facilities**;
 - iv. Provide sufficient land to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for the Official Plan timeframe;
 - v. Encourage the remediation and redevelopment of **brownfield sites** to uses that revitalize neighbourhoods; and,
 - vi. Encourage the reuse and/or conversion of **greyfields** and underutilized sites.
- f. The City will permit the creation of **secondary suites** within single detached, semi-detached and townhouse dwellings and within buildings accessory thereto. When permitting **secondary suites**, the City will consider factors such as adequate parking, servicing capacity and access to parks and amenities. The Zoning By-Law will establish appropriate standards, which may include but not limited to parking, lot size, lot frontage, floor area and scale which will facilitate the creation of **secondary suites**.

3.4 Planning for Growth in an Urban Structure

3.4.1 Introduction

- a. To promote a balanced approach to managing growth, it is important that this Plan recognizes and builds upon the City’s urban structure – an urban structure that begins with historical development patterns, and evolves into a logical, efficient, cost effective and **transit-supportive** development pattern.
- b. **Schedule A: Urban Structure** identifies, conceptually, the Urban Structure of the City of Peterborough as it evolves throughout the 21st Century. It identifies a number of key geographic components of the City that assist in articulating where and how growth will occur, and that will consequently influence Peterborough’s success in achieving its stated Vision for the future. Peterborough will continue to develop as a **complete community** by managing growth in a logical and well-defined Urban Structure, as depicted on **Schedule A: Urban Structure** which, at the highest level, consists of:
 - i. The **Delineated Built-Up Area**;
 - ii. The **Designated Greenfield Area**.; and
 - iii. The Rural Transitional Area.
- c. The **Delineated Built-Up Area** and **Designated Greenfield Area**, as administrative elements which articulate how development will occur, are further subdivided into the functional components of the urban structure. Of these components, the Central Area and the Mixed Use Corridors are identified as “**Strategic Growth Areas**” and are to be the focus for accommodating intensification and/or higher intensity mixed uses in a more compact built form. Major development/redevelopment opportunities may include infill, **brownfield sites**, the expansion or conversion of existing buildings, **greyfields**, or the development of new mixed use, higher density corridors and centres serving emerging greenfield communities. The City will encourage appropriate development applications within the “**Strategic Growth Areas**” by considering:
 - i. A comprehensive strategy for municipal infrastructure in advance of anticipated development pressure;
 - ii. Reduced parking and parkland dedication standards/requirements;
 - iii. Reduced or deferred Development Charges;
 - iv. Prezoning lands for appropriate forms of development; and/or,
 - v. Financial incentives offered through a Community Improvement Plan.

- d) Growth to 2041 will occur through a combination of intensification within the **Delineated Built-Up Area** and development within the **Designated Greenfield Area**. In this Plan, these two primary development contexts have substantially different policy frameworks to guide their planning approvals and, ultimately, their development.

3.4.2 The Delineated Built-Up Area

- a. Peterborough's **Delineated Built Boundary** is identified on **Schedule A: Urban Structure**. It represents the City's developed urban area as of June 16, 2006. The **Delineated Built Boundary** is an administrative boundary to facilitate implementation and monitoring of the growth management policies of this Plan. The **Delineated Built Boundary** defines the **Delineated Built-Up Area** of the City, and includes the following components:
- i. Neighbourhoods;
 - ii. Central Area, including the Urban Growth Centre;
 - iii. Mixed Use Corridors; and,
 - iv. Employment Districts.
- b. The **Delineated Built-Up Area** will be the focus of a significant portion of the City's future growth through appropriate intensification in locations where infrastructure capacity exists or can be readily improved. Intensification will facilitate development that is more compact and will result in the efficient use of land and resources, respond to changing housing needs, optimize the use of existing and planned infrastructure, support public transit and **active transportation**, contribute to improving air quality and promote energy efficiency. Each year, a minimum of **50 per cent** of new housing units approved by the City will be in the form of intensification.
- c. Intensification will be achieved through conversions of non-residential uses to residential, infilling, **secondary suites**, and redevelopment to promote an increase in planned densities. Development of employment opportunities through intensification will also be encouraged, where appropriate. The City will undertake intensification studies to identify/delineate priority areas for intensification City-wide.
- d. Higher density forms of intensification shall be primarily focused in the **Strategic Growth Areas**, and particularly in the **Urban Growth Centre**, identified on **Schedule A: Urban Structure**. These areas will accommodate mid and high-rise forms of housing, as well as an array of **population-related employment** opportunities. The Central Area shall also accommodate **Major Office** employment opportunities.

- e. The defined components of the urban structure will provide different community functions, and will therefore be different in terms of character, scale, mix of uses, function and potential to accommodate future growth. Intensification proposals outside of the **Strategic Growth Areas** will be considered on their merits and must demonstrate to the satisfaction of the City that:
 - i. The scale and character of the proposed development is compatible with and sensitive to the surrounding neighbourhood;
 - ii. The appropriate infrastructure, transportation facilities, including public transit, and **public service facilities** are or will be available;
 - iii. A high quality of urban design is incorporated into the development; and,
 - iv. Regard is given to the preservation of heritage resources where applicable.
- f. Residential intensification initiatives within the Neighbourhoods will be limited. That does not mean that Neighbourhoods will not evolve. Their contribution to the intensification target will be primarily through complementary and compatible development on vacant lots, minor infill development and the establishment of **secondary suites** and **garden suites**. The City shall conduct intensification studies or neighbourhood plans for established residential areas where additional pressures for intensification and redevelopment and other significant neighbourhood issues are being experienced.

3.4.3 The Designated Greenfield Area

- a. The **Designated Greenfield Areas** represent those lands within the City that are outside the **Delineated Built Boundary**, but excluding those lands within the Rural Transitional Area. The **Designated Greenfield Area** lands are intended to accommodate a portion of the City's anticipated residential and employment growth in conjunction with intensification within the **Delineated Built-Up Area**, to the year 2041. The **Designated Greenfield Area** includes the following components:
 - i. Neighbourhoods;
 - ii. Mixed Use Corridors; and,
 - iii. Employment Districts.
- b. The **Designated Greenfield Areas** are expected to accommodate significant growth over the time horizon of this Plan, and to develop with new residential neighbourhoods and new business parks, contributing to a healthy and **complete community**. However, all lands within the **Designated Greenfield Areas** may not be

needed to accommodate significant growth during the time horizon of this Plan. Greenfield development initiatives will be subject to the following:

- i. New residential neighbourhoods within the **Designated Greenfield Area** shall be planned to achieve an overall minimum density of **55 residents and jobs combined per hectare of developable land area** and will include **population-related employment** opportunities (public service facilities, retail, institutional and smaller scale office uses).
 - ii. New business parks within the **Designated Greenfield Areas** shall be planned to achieve an overall minimum density of **20 jobs per hectare of developable land area** and will include primarily employment land employment opportunities (industrial/warehouse uses with associated office and accessory retail uses), along with limited **population-related employment** opportunities; and,
 - iii. New residential neighbourhoods and business parks within the **Designated Greenfield Areas** should be planned to include higher density, mixed use centres and corridors to achieve the required associated density targets.
- c. Development of the **Designated Greenfield Areas** will be planned to be compact and **transit-supportive** through Secondary Plans that will provide:
- i. Mixed-use communities that include local services, social amenities (including schools, parks and healthcare), a range of housing (including **affordable** and accessible housing) that will be suitable for a broad range of age groups, and convenient and accessible transportation systems to the City's Central Area, Mixed-Use Corridors and designated **Employment Areas**;
 - ii. Urban form and densities that support and encourage the use of transit and safe means of walking and cycling;
 - iii. A diverse mixture of land uses, including residential, institutional and local commercial or other employment opportunities;
 - iv. High quality urban design of streetscapes and public open spaces that provide convenient and accessible linkages and foster the use of transit, walking and cycling as alternatives to the private automobile; and,
 - v. Appropriate phasing of development that complements the intensification objectives of this Plan.

3.4.4 The Rural Transitional Area

- a. The Rural Transitional Area is identified on Schedule A: Urban Structure. Rural Transitional Area lands, as they are located within the Settlement Area, are anticipated to accommodate urban land uses at some point in the future beyond the 2041 planning horizon of this Plan. Existing agricultural and agricultural related operations, rural residences, rural commercial and industrial operations, open spaces, and resource based recreational amenities are permitted and anticipated to continue until lands within the Rural Transitional Area are determined to be needed to accommodate urban growth. Lands within the Rural Transitional Area are not expected to accommodate any significant portions of the City's projected growth to 2041. Development decisions within Rural Transitional Area must consider, and must not preclude, the future orderly expansion of the City's settlement area and/or future urban development.

3.4.5 The Functional Urban Structure Components

- a. The following more detailed functional components of the Urban Structure identify the framework upon which Peterborough's future growth will be focused and accommodated.

Neighbourhoods

- b. Neighbourhoods, as identified on **Schedule A: Urban Structure**, comprise the City's existing residential communities and emerging or planned communities that are focused on residential land uses, but also include community facilities, parks, major and smaller scale institutional uses and supportive local retail and **service commercial uses**. The Neighbourhoods comprise a diverse range of communities within the City of Peterborough, from stable historic districts to recently constructed subdivisions and will accommodate a full range and mix of housing types.
- c. Neighbourhoods are expected to evolve over time, with new development and intensification within a Neighbourhood being evaluated based on the concept of compatible development. Intensification within Neighbourhoods will be primarily through development on vacant lots, minor infill development and the establishment of **secondary suites** and **garden suites**.
- d. New development on full urban services is required for residential growth in Neighbourhoods. New residential development on partial or private services is expected to be limited to minor infilling and minor rounding out of existing development where there are no urban services available or expected.

Central Area

- e. The Central Area is identified on **Schedule A: Urban Structure**. The Central Area is the major employment, culture, entertainment, recreation, retail, public service and

government centre for the City and broader region. It contains high residential and employment densities, has a diverse mix of residential, commercial and industrial uses, and is **transit-supportive**. The Central Area will be planned:

- i. As a focal area for investment in institutional and region-wide public services, as well as **major office**, commercial, recreational, cultural and entertainment uses;
 - ii. To accommodate and support major transit infrastructure, including a **Major Transit Station Area**;
 - iii. To serve as a high density major employment centre that will attract significant employment uses, including **Major Office** facilities; and,
 - iv. To accommodate a significant share of the City's projected population and employment growth to 2041 and beyond.
- f. The Central Area includes the identified **Urban Growth Centre**. The **Urban Growth Centre** will be planned to achieve an average gross density of 150 residents and jobs per hectare combined by 2031 or earlier, through intensification of under-developed parcels of land and redevelopment.

Mixed Use Corridors

- g. The Mixed Use Corridors are illustrated on **Schedule A: Urban Structure**. The Mixed Use Corridors include Major Mixed-Use Corridors and Minor Mixed-Use Corridors. Development proposals within identified Mixed Use Corridors will be planned to:
- i. Accommodate **transit-supportive** densities and promote **active transportation** and a range and mix of uses and activities;
 - ii. Include a diverse mix of uses, including **affordable** housing, to support existing and planned transit service levels;
 - iii. Provide alternative development standards, such as reduced parking standards;
 - iv. Minimize land uses and built form that would adversely affect the achievement of **transit-supportive** densities;
 - v. Foster collaboration between public and private sectors, such as joint development projects;
 - vi. Provide necessary social, community and municipal infrastructure;

- vii. Provide a broad array of retail and **service commercial uses** as well as mid and high-rise forms of housing;
- viii. Promote land use and built form transitions and urban design approaches that protect:
 - The stability or amenity of adjacent Neighbourhoods;
 - Employment uses from land use conflicts and adverse effects from encroachment by sensitive uses; and,
 - Areas of cultural heritage or areas of natural heritage sensitivity.
- h. Mixed Use Corridors are located both within the **Delineated Built-Up Area** (intensification opportunities) and within the **Designated Greenfield Area** (new development opportunities) and will evolve as an important connecting element of the City’s Urban Structure.
- i. New development on full urban services is required for growth in the Mixed Use Corridors. New development on partial or private services is expected to be limited to minor infilling and minor rounding out of existing development where there are no urban services available or expected.

Employment Districts

- j. The Employment Districts currently accommodate a range of employment land employment opportunities, as well as some **population-related employment** opportunities. The Employment Districts are a crucial component of the urban structure in terms of the economic well-being of the City. The Employment Districts are expected to evolve over time, and while they are not planned to substantially intensify over time, they may.
- k. Key Employment Districts within the City are identified as **Employment Areas** and will be protected from conversion to other land uses in recognition of their important economic role. Incursions of non-**employment area** uses, or sensitive land uses will not be permitted within an Employment District, or adjacent to an Employment District, if those uses have a negative impact on the ongoing operations of existing industries.