

The Corporation of the City of Kawartha Lakes

Planning Advisory Committee Report

Report Number PLAN2019-005

Date: January 16, 2019
Time: 1:00 p.m.
Place: Council Chambers
Regular Meeting

Ward Community Identifier: All

Title: 2017 Growth Plan for the Greater Horseshoe Resolution

Author and Title: Richard Holy, Manager of Planning

Recommendations:

That Report PLAN2019-005, **Growth Plan for the Greater Horseshoe Resolution**, be received;

That the City of Kawartha Lakes Council supports the Northumberland County and Peterborough County's Resolutions respectfully requesting Minister Steve Clark, Minister of Municipal Affairs and Housing, to remove Northumberland and Peterborough Counties from the 2017 Growth Plan for the Greater Golden Horseshoe and that Northumberland and Peterborough Counties rely on the 2014 Provincial Policy Statement and their respective Northumberland and Peterborough County Official Plans and local municipal official plans to implement Provincial planning-related matters and to accommodate future growth and development; and,

That the City of Kawartha Lakes Council also authorize a letter to be sent to Minister Steve Clark, Minister of Municipal Affairs and Housing, to respectfully request removal of the City of Kawartha Lakes from the 2017 Growth Plan for the Greater Golden Horseshoe and that the City of Kawartha Lakes rely on the 2014 Provincial Policy Statement and City Official Plans to implement Provincial planning-related matters and to accommodate future growth and development.

Department Head:

Legal/Other:

Chief Administrative Officer:

Background:

On October 17, 2018 the County of Peterborough adopted the following resolution regarding the Growth Plan for the Greater Golden Horseshoe. The resolution supports a similar resolution adopted by Northumberland County on September 19, 2018:

Be it resolved that County Council supports Northumberland County's resolution dated September 19, 2018 respectfully requesting Minister Steve Clark, Minister of Municipal Affairs and Housing, remove Northumberland County from the Growth Plan for the Greater Golden Horseshoe and that Northumberland County rely on the Provincial Policy Statement, Northumberland County Official Plan and local municipal official plans to implement Provincial planning-related matters and to accommodate future growth and development; and

Further be it resolved that County Council also authorize a letter being sent to Minister Steve Clark, Minister of Municipal Affairs and Housing, to respectfully request removal of Peterborough County from the Growth Plan for the Greater Golden Horseshoe and that Peterborough County rely on the Provincial Policy Statement, Peterborough County Official Plan and local municipal official plans to implement Provincial planning-related matters and to accommodate future growth and development.

Carried

The above resolutions were prepared by the Counties of Peterborough and Northumberland on the basis of the CKL delegation in August, 2018 at the AMO Conference. Appended to this report is the Briefing Note submitted to the Honourable Steve Clark, Minister of Municipal Affairs and Housing, for information and discussion purposes.

Rationale:

The City of Kawartha Lakes, County of Peterborough and County of Northumberland are located on the fringe of the Greater Toronto Area (GTA) and do not experience the same growth pressures as communities within the core of the GTA. For these three areas, the Growth Plan allocates annual growth of approximately 700 to 1,200 people per year resulting in the issuance of between 300-500 building permits per year. Notwithstanding, we are being asked to accommodate intensification and Greenfield densities that are more common to the 905 and 416 areas.

The City of Kawartha Lakes planning policies are governed by the 2017 Growth Plan for the Greater Golden Horseshoe and 2017 Oak Ridges Moraine Conservation Plan, which both became effective July 1, 2017.

The City has been working for the past 7 years on a series of Secondary Plans for Lindsay, Bobcaygeon, Fenelon Falls, Omemee, and Woodville to enable the City to accommodate development to 2031. The work is based, in part, on the City's Growth Management Strategy which implemented the City's residential and employment growth allocation under the 2006 Growth Plan for the Greater Golden Horseshoe. These documents have been appealed to the Local Planning Appeal Tribunal for a consolidated hearing.

While the City of Kawartha Lakes has found the 2006 Growth Plan implementation process challenging, the new 2017 Growth Plan will have greater impacts on CKL's land use planning decisions for the following reasons.

- The 2006 Growth Plan was introduced 13 years ago and to a large extent, CKL didn't have sufficient time to implement this policy framework through the current Official Plan and Secondary Plan framework. Although the intention of the Growth Plan was to promote intensification while curbing Greenfield development, loss of agricultural lands, and employment land conversions, these issues are far more germane in the 416 and 905 areas in the Greater Golden Horseshoe than in our community. Although we are a low growth community, we are tasked with implementing the same policy framework applicable to high growth communities.
- The City currently has to direct 30% of all new residential growth existing within the Built Boundary (by existing Ministerial Order; 40% is the general target). As of July 1, 2017, CKL can use the targets in the approved and in effect Official Plan, but when the City does its next Municipal Comprehensive Review (MCR) for 2017 Growth Plan compliance, we must direct 60% of all new development. The target is phased in at 50% up to 2031 and reaches 60% between 2031 and 2041.
- The City currently has to achieve a target density of 40 persons and jobs per hectare for Greenfield development (by existing Ministerial Order; 50 persons and jobs is the general target). As of July 1, 2017, CKL can use the targets in the approved and in effect Official Plan, but when the City does its next Municipal Comprehensive Review (MCR) for 2017 Growth Plan compliance, we must use 80 persons and jobs unless granted an amended target through the MCR process. The target is phased in at 60 persons and jobs per hectare up to 2031 and reaches 80 between 2031 and 2041.
- The 2017 Growth Plan committed the Province to developing consistent land needs assessment methodologies for residential and employment land needs. To date, the Province has released the draft residential land needs assessment methodology but has not released employment land needs assessment methodology. From a preliminary review, the residential land needs assessment seems very complex and will be expensive to implement.

- The City's 2011 Growth Management Strategy (GMS) concluded that Lindsay had excess residential and employment lands to 2031. The 2017 Growth Plan has allocated to CKL population and employment growth targets of 7,000 and 3,000 respectively between 2031 and 2041; however, our study requirements will be similar to those Regions (Durham or York Regions) in the Greater Golden Horseshoe who are planning for population and employment growth in the hundreds of thousands. Given the City's low growth scenario, the City would prefer to utilize the existing study methodology and recommendations for growth to 2041.
- The 2017 Growth Plan contains new "excess lands" policies, which require the City to use the residential and employment land needs assessment methodologies to determine our land needs to 2041. Any excess residential and/or employment lands would then need to be removed or frozen to curb our land supply, possibly resulting in the removal of serviced lands for development purposes. The City has spent millions of dollars on expanding infrastructure into greenfield areas and upgrading infrastructure to accommodate intensification in our urban core areas at 2006 Growth Plan rates. Implementation of this policy has important financial implications for the City.
- If excess lands are identified at our current intensification and Greenfield development rates, we would then have to place serviced lands into a future development area until they are needed from a timing perspective. Given that we have used a Municipal Act Capital Charge mechanism to development Greenfield infrastructure in Lindsay, our cost recovery timeframes are expanded beyond our estimated timeframes for which higher interest charges are incurred.
- Should the City be required to adopt higher intensification and Greenfield development rates, the amount of excess lands identified through an updated GMS would increase. Not only would the City have to freeze development rights on excess lands, the upgraded infrastructure may not be able to accommodate increased intensification rates within the Built Boundary.
- The 2017 Growth Plan contains a new provision that creates hierarchies both between settlement areas based on the level of municipal servicing. Growth will therefore be directed to areas where cost effective extension of services reduces sprawl. This policy does limit the City's options for growth in partially serviced areas such as Omemee and Woodville.
- Overall, the 2017 Growth Plan does not provide sufficient policy flexibility in determining growth patterns that are suitable for the CKL context. Environmental, topographical and geological constraints aren't given sufficient allowance in developing urban boundaries and development policies that are suitable for our development context. Increased targets for intensification both within the Built Boundary and in Greenfield Areas enforce growth patterns that are present in a Regional context not ours. Urban sprawl is not a problem that we are facing in CKL.

The Agricultural and Natural Heritage Systems mapping for the Greater Golden Horseshoe was released on February 9, 2018 and immediately came into force and effect on this date. Many municipalities would have preferred to have a phase in period to conduct the necessary public consultation to implement these mapping systems. Of concern was the manner in which these mapping tools were implemented: while some consultation took place, the Province didn't release any background details. The City, in conjunction with the County of Peterborough, Region of Durham, Conservation Authorities, Ministry of Natural Resources and Forestry, relevant stakeholders, and the public, undertook a 5 year project to develop a Natural Heritage System (NHS), which was sent to the MNRF Natural Heritage Systems implementation group for inclusion into the NHS mapping. Unfortunately, this collaborative mapping system was not accepted by MNRF. The City remains supportive of planning principles such as intensification, agricultural land preservation, and environmental protection but feels that the Growth Plan's policy framework doesn't match the community goals and values and the financial capability to continually upgrade servicing to match the increased densities being proposed. The City believes that the 2014 PPS has sufficient guiding principles to allow the Province to achieve these goals in our communities, allowing sufficient flexibility to promote development that is in context with the community. The 2014 PPS could however be augmented with housing density targets at low (70%), medium (20%), and high density (10%) for development within the City.

Other Alternatives Considered:

No other alternatives were considered.

Financial/Operation Impacts:

Should the Province decide to not exclude the City from the 2017 Growth Plan, then we will need to budget for the necessary background studies to demonstrate conformity.

Relationship of Recommendations to the 2016-2019 Strategic Plan:

This recommendation would assist in fulfilling the Council Adopted Strategic Plan in the following areas, namely:

- Goal 1 – A Vibrant and Growing Economy
- Goal 2 – An Exceptional Quality of Life
- Goal 3 – A Healthy Environment

This would allow CKL to craft development policies that consider the City's unique considerations outlined above while protecting Provincial policy directions.

Servicing Comments:

Should the Province decide to not exclude the City from the 2017 Growth Plan, implementing the increased 2017 Growth Plan intensification and Greenfield density requirements could potentially lead to urban serviced land being frozen or removed for development purposes. This could lead to a longer cost recovery period for the City, especially if lands subject to the Northwest Trunk Municipal Act Capital Charge are affected.

Attachments:



Briefing Note re
Growth Plan 2018 AM

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Department Head: Chris Marshall, Director of Development Services

Department File: C10