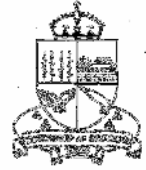


Meeting: GENERAL PURPOSE AND ADMINISTRATION
COMMITTEE



Date: March 19, 2007

Dept: Planning and Public Works

Report No: PLAN-2007-11

Title: TOWNSHIP OF SCUGOG OFFICIAL PLAN REVIEW –
PROPOSED WORK PROGRAM AND BUDGET ESTIMATE

RECOMMENDATIONS:

THAT this Committee recommend to Council that the work program for the Township of Scugog Official Plan Review, as outlined in Attachment 1 to this report, be endorsed;

AND THAT a budget of \$200,000 to undertake the Official Plan Review be endorsed in principle, subject to approval of financing in the amount of \$100,000 annually in the 2007 and 2008 Planning and Public Works Department Operating Budgets;

AND THAT the necessary by-law be presented to authorize execution of a consulting services agreement with Meridian Planning Consultants.

BACKGROUND:

1. INTRODUCTION

The purpose of this report is to present and seek approval of the work program and budget for the Township Official Plan Review.

2. OVERVIEW OF THE WORK PROGRAM AND BUDGET ESTIMATE

On January 15, 2007, the General Purpose and Administration Committee authorized staff to initiate a review of the Township Official Plan. The

review, which will be carried out over 2007 and 2008, will be conducted in accordance with the strategy outlined in Report No. PLAN-2007-02. The Committee also approved the retention of Meridian Planning Consultants to assist with the work.

The January 2007 report noted that further details on the review and its financial requirements would be presented during the 2007 budget process. Since that time, staff and the consultant have further refined the study process and budget estimate. Attachment 1 summarizes the proposed work program to complete the Official Plan Review. The program defines the expected actions and deliverables to be completed through the study. Public involvement will be a critical element of the review, as noted in Attachment 1.

The cost estimated by the consultant to carry out the work program is summarized below:

OFFICIAL PLAN REVIEW PHASE	PERSON DAYS	ESTIMATED COST
Issues Identification	51	\$29,600
Downtown Port Perry Strategy	43	\$36,700
Key Policy Papers and Directions	70	\$53,000
Amendments to the Township Official Plan	86	\$59,000
<i>Disbursements</i>		\$8,700
<i>Contingency Allowance</i>		\$13,000
TOTAL	250	\$200,000

3. CONCLUSIONS

The Township Official Plan Review is an important and involved undertaking. The work program presented in Attachment 1 reflects this commitment and articulates a comprehensive and open process to deliver an updated Official Plan. It is recommended that Council endorse the work program.

The cost to complete the Official Plan Review is estimated at \$200,000. This amount reflects a commitment of about 250 person days on behalf of the consultant and his sub-consultants, and includes a contingency allowance of approximately 7% to address unforeseen items. The fee

estimate also includes an allocation of \$36,700 for the Downtown Port Perry Strategy, an important and integral component of the Official Plan Review. It is recommended that Council endorse the study budget and consider allocating \$100,000 in both the 2007 and 2008 Operating Budgets for this purpose.

FUNDING OPTIONS: Financing for the Official Plan Review is identified in the proposed 2007 Planning and Public Works Department Operating Budget. Staff intends to allocate funding for the review in 2008, but confirmation is subject to Council approval.

This report was reviewed with the Commissioner of Corporate Services/Treasurer, who concurs with the financial recommendations.

Respectfully submitted:

Approved for Presentation to Committee:

Gene Chartier, P.Eng.
Commissioner of Planning &
Public Works

Bev Hendry
CAO

Work Program Official Plan Review Township of Scugog

February 2007

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INTRODUCTION

On January 15, 2007 the Council of the Township of Scugog authorized staff to initiate an Official Plan Review. In the Staff Report (PLAN-2007-02) staff outlined a number of reasons for undertaking the Official Plan Review at this time, including implementation of:

- Oak Ridges Moraine Conservation Plan (consolidation into current Official Plan);
- The 2005 Provincial Policy Statement;
- The Greenbelt Protection Plan;
- The Growth Plan for the Greater Golden Horseshoe;
- Region of Durham Official Plan

In addition to implementing these upper tier documents, the *Planning Act* requires the Municipality to review its Official Plan every five years (Bill 51). The current Official Plan was prepared in 1997 and adopted by Council in 1998. The document is therefore approximately ten years old.

Council has endorsed strategy for undertaking the Official Plan Review in a manner that involves broad public and stakeholder consultation in a number of phases including:

- Issues identification;
- Key policy papers and directions;
- An Amendment to the Official Plan

The following provides a detailed work program for the Official Plan Review for the Township of Scugog.

WORK PROGRAM

PHASE 1 - ISSUES IDENTIFICATION (BACKGROUND)

The first phase of the Official Plan Review is to identify issues facing the Municipality and establish a basis for growth projection that will be used to determine appropriate Official Plan policies and designations. The following tasks are required in order to complete this phase.

Task One - Start-up Meeting

The consulting team and staff will meet to review the Official Plan program, establish time lines and confirm budget figures to be used throughout the Official Plan Review process. During this meeting we will also discuss significant issues as well as project administration related to consulting team and staff responsibilities and information requirements.

Task Two - Prepare Base Maps

The current mapping for the Official Plan for the Township was undertaken using MapInfo GIS software. The industry standard is now based on ArcView, a somewhat different GIS program but a program which is used by the Region and the Province as well as most of the agencies involved in the planning process in Ontario. At the outset of this project, we will prepare new base maps for the Municipality that will combine the most current mapping data available from the Province as well as parcel fabric information. The mapping will be prepared in GIS format compatible with the Region's software and capable of being used for expanded purposes through the combination of data and mapping.

Task Three - Housing, Population and Development

We will update the projections for housing, population and other development (industrial and commercial) in conjunction with most current statistics, building permits and other information that may be available. Statistics Canada 2006 population and housing data should be available early in this program and will be used to augment information already available through the Region of Durham and through the Township's Development Charges Studies.

Task Four - Land Area Requirements and Allocation

The Provincial Policy Statement requires the Municipality to designate sufficient lands to accommodate growth for a 20 year population projection. It is necessary to take the projections created in Task Three and apply them as growth projections for the Municipality. Provincial and Regional policies require population growth to be allocated primarily to settlement areas based on the availability of services and other related policies. Council undertook an analysis of population projections and reviewed recommended allocations in 2005. This information will be updated in order that considerations based on present policies and knowledge can be considered at the outset of this project.

Task Five - Upper-Tier Policy Review

We will prepare a summary report that analyses and compares the upper-tier policies that effect planning in the Township of Scugog. These policies include the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Protection Plan, the Oak Ridges Moraine Plan, the Regional Official Plan and the Provincial Policy Statement. The Official Plan for the Township of Scugog must be consistent with these documents. An overview of the policies that affect the Township will be undertaken and recommendations made with respect to options available to the Municipality for implementing these policies.

Task Six - Growth Issues Report

Based on the information collected in the previous tasks we will prepare a discussion paper that will outline the growth issues facing the Municipality and options for addressing those issues. This will form the first working paper of the general Official

Plan update. This report will be taken to General Purpose and Administration Committee in mid-April 2007.

Task Seven - Open House Meetings

We will hold a series of Open House meetings in Port Perry, Greenbank and Blackstock to introduce the Official Plan Review program and discuss issues and concerns with local residents. A report will be prepared following the consultation process that will record issues and concerns that have been raised and provide recommendations as to how those issues should be dealt with.

PHASE 2 - DOWNTOWN STRATEGY

The preparation of a Downtown Strategy will be undertaken as a significant component of the Official Plan Review. The following describes the general tasks that will be completed as part of the Downtown Strategy. A more detailed work program has been provided to Council and the Downtown Task Force for review and finalization.

Task Eight - Start-up Meeting

We will meet with the Downtown Task Force and staff to discuss the preparation of a downtown strategy that will include consideration for a Heritage District Study, Community Improvement Plan and Urban Design Guidelines for the downtown area. As part of the start-up meeting we will consult members of the public to determine what issues they believe are of significance in the downtown area. We will then provide a more detailed work program to address those specific issues.

Task Nine - Prepare Base Maps

Parcel fabric mapping and ortho air photography is available for the downtown area of Port Perry. This photography and mapping is critical to preparing detailed plans. We will prepare large scale mapping to use as base plans for more detailed design work. In addition we will gather existing plans that have been prepared as part of the Community Improvement Plan (1989), Waterfront Study and current Urban Design Guidelines.

Task Ten - Charrette Preparation

It is recommended that the initial work on the Downtown Strategy be undertaken as a charrette, wherein members of the public will be invited to participate in a series of consultation sessions and presentations over an intensive three day period. In order to prepare for such an event it is necessary to acquire materials, mailing lists and assemble a team that is most suited to undertaking the work. We anticipate retaining sub-consultants who can provide expert assistance in areas of transportation, architecture, heritage, landscape architect and design.

Task Eleven - Charrette

The charrette will be conducted on May 15, 16 and 17, 2007 and will be undertaken in accordance with the more detailed work program attached as Appendix 1. The purpose of completing the majority of the project in this manner is to make the most efficient use of time and experience of senior consultants while building interest in the project by involving in the public in a transparent and motivating manner.

Task Twelve - Downtown Strategy

Following the charrette, the consulting team will have developed the fundamental principles that will be used in determining the applications of Heritage District designations, Community Improvement policies and Design Guidelines for Port Perry. These matters will be addressed in a comprehensive basis through the presentation of a Downtown Strategy. It provides for a comprehensive improvement and enhancement program for the downtown area.

Task Thirteen - Progress Meeting

We will meet with the Downtown Task Force, staff and Council to review the recommendations of the Downtown Strategy and discuss how the strategy will be implemented through the Official Plan Review. At that time it may be appropriate to consider a separate Official Plan Amendment to implement elements of the Downtown Strategy that can be immediately incorporated as a result of the Province's approval of Bill 51, amendments to the *Planning Act*.

PHASE 3 - KEY POLICY PAPER AND DIRECTIONS

This portion of the background studies related to the Official Plan will be undertaken through the spring, summer and fall of 2007. It will involve the collection and analysis of important information that will guide the Official Plan preparation. In this phase of the Official Plan Review the following tasks will be completed.

Task Fourteen - Environment/Natural Heritage Features

We will collect natural heritage feature mapping from the government agencies that are responsible for the preparation and analysis of this information throughout the Township. A considerable body of data already exists as a result of the Township being entirely covered by the Greenbelt or the Oak Ridges Moraine Plan. However, we will seek additional information from the Conservation Authorities that have jurisdiction in the Township. This process is largely a mapping process. However, consideration of policies related to the designations will also be included in this task. An environment/natural heritage discussion paper will be completed.

Task Fifteen - Transportation and Infrastructure

The degree to which transportation and infrastructure is affected in the Official Plan is directly related to the growth issues outlined in Phase 1 of the study. There a number of transportation and infrastructure issues that are well known at this time. In particular, traffic on Highway 7A and Simcoe Street and the use of rural roads around

Port Perry as informal bypass routes need to be considered in the overall context of growth and traffic in the Township. In addition, issues related to the availability of sewage disposal and water supply, particularly in the hamlet areas for the Township, need to be considered in light of the allocation of growth.

Task Sixteen -Shoreline Development

The Township of Scugog is unique within the Greater Toronto Area (GTA) in that it has a recreational shoreline on an inland lake. This feature poses unique policy and developments issues that must be addressed in the Township Official Plan. The policies of the Greenbelt Plan leave a relatively high level of discretion at the municipal level with respect to development policies for these areas. For this reason, a separate discussion paper on shoreline development needs to be considered. In addition, it is important to note the environmental issues related to shoreline development. These issues similar yet distinct from policies related to key natural features and may include issues related to repairing rights on site runoff visual impact and access.

Task Seventeen - Commercial Policy Review

Amendments to the Regional Official Plan that removed the concept of a commercial hierarchy place a greater onus on the Township to take the lead in developing commercial policies. Since the adoption of the original Official Plan there has been considerable interest in commercial development in the Port Perry community. Consideration for development beyond that which is permitted by the present caps in the Official Plan for different types of commercial uses has been requested by a number of property owners.

We will undertake a review of the commercial policies for the Port Perry urban area in light of the Regional Official Plan and similar policy studies that are being undertaken in the Region of Durham and other locations. A discussion paper on commercial policy area review will be prepared as part of the background report.

Task Eighteen - Agricultural and Rural Resources

To a great extent the agricultural and rural areas of the Township of Scugog are regulated through the Greenbelt, Oak Ridges Morrain and Provincial Policy Statement. However, each of these documents provides a degree of flexibility for local interpretation. Of particular interest in the Township of Scugog is the ability to encourage, promote and permit value added agricultural uses and products to bolster the agricultural economy. We will review opportunities to provide for this form of development while preserving and protecting valued agricultural land. We will work with the rural economic development office of the Region of Durham and consult with the Agricultural Advisory Committee through the preparation of the discussion paper related to agricultural and rural resources.

Task Nineteen - Hamlet Growth Strategy

Given the current limitations on growth in the Community of Port Perry as a result of sewage treatment limitations, greater focus needs to be given to the potential growth

of the hamlets within the Township. The Regional Official Plan adopted by Council has been appealed by the Ministry of Municipal Affairs as it relates to the hamlet growth. This form of growth is very important for the Township of Scugog and for the sustainability of the hamlets within the community. We will undertake a detailed review of options for the hamlet areas and work closely with the Region to resolve any potential issues that may continue to exist with the Ministry of Municipal Affairs in hopes that we will be able to develop a hamlet growth strategy which satisfies the requirements of the Province, implements the Regional Official Plan and provides for a reasonable degree of growth for the smaller urban areas within the Township of Scugog. We are aware that there are current development proposals in a number of the hamlet areas which are awaiting implementation of the Township's Official Plan as it relates to the Greenbelt Protection Plan. The Greenbelt Plan enables the expansion of hamlets only once during the ten year lifespan of that Plan when the Township Official Plan implements the Greenbelt Plan. This component of the Official Plan update is therefore of great importance to the future of the Municipality.

In addition to the growth strategy for the hamlets, we have also included a component to provide for some urban design guidelines for the smaller hamlets in the community to ensure that those hamlets retain their individual character.

Task Twenty - Housing and Intensification

In order to satisfy the requirements of the Regional Official Plan and Provincial Policy Statement, the Township of Scugog Official Plan must address the issues of affordable housing and opportunities for intensification. There is a recognized need to provide a broader range of housing where opportunities for additional housing exist in the Township. There is also a need to ensure that, not only are the policies in place to support affordable housing, but mechanisms also to ensure that the affordable housing is actually built as a component of future housing in the Municipality.

The Growth Plan requires the Township to consider the degree to which new housing can be provided through intensification. The new Official Plan will need to establish a target for intensification. We recognize this matter is directly related to the availability of services however, it must be considered in the context of providing for future growth within the existing serviced areas of the Municipality.

Task Twenty-One - Public Workshops

We propose to hold three public workshops to present the background reports in the above-noted tasks and to seek comments from the public with respect to these matters. We anticipate that each workshop will be held during an evening or on a weekend in the communities of Greenbank, Port Perry and Blackstock, in order to encourage the highest number of participants possible. As with all workshop sessions, notes will be taken and a public consultation report will be prepared following the workshop.

Task Twenty-Two - Progress Meeting

We will meet with staff and Council to review the results of the background studies and public consultation that has occurred to date. We anticipate this meeting to

occur near the end of 2007. At this time, we will identify key policy areas and directions, significant public concerns and options for addressing the issues and concerns in the new Official Plan.

PHASE 4 - OFFICIAL PLAN PREPARATION (AMENDMENT)

The intent of this phase is to prepare a new Official Plan.

Task Twenty Three - Goals, Objectives and Basis

The goals, objectives and basis of the Official Plan form the foundations of the document. They are extremely important in establishing detailed land use policies and will form the first section of the Official Plan.

A first draft of this important component of the document will be reviewed with Council. Following these discussions we will refine these first policies and provide an outline for review on the Township's website.

Task Twenty Four - Official Plan Maps

We will provide the first draft of the Official Plan maps based on our anticipated land use designations. The maps will establish Settlement Area Boundaries based on the Growth Management Study and designate sufficient land in the most appropriate locations to accommodate growth in the Town over the next 20 years. The maps will also designate natural heritage features, natural resource areas and shoreline areas in the Township.

A second series of maps will be used to provide more detailed environmental features such as wetlands, significant habitat and high potential aggregate resources based on current Provincial, Regional and Conservation Authority.

A third series of maps will provide a Transportation Plan, including trails and road allowances.

We will review draft maps with staff at the Township and the Region and present the maps to Council. Following these discussions we will refine these maps and provide copies for posting on the Township's website.

Task Twenty Five - Land Use Policies

The third stage of the draft Official Plan will be the preparation of the detailed land use and implementation policies for the Official Plan. These sections of the Plan will implement the Basis, Goals and Objectives of the Plan specifically as they relate to the different land use designations. Completion of this step will complete the first draft of the Official Plan.

We will review draft policies with staff, the Region and Council. Following these discussions we will refine these policies and prepare the second draft of the Official Plan.

Task Twenty Six - Second Draft of Official Plan

We will prepare the second (working) draft of the Official Plan based on the review of the first draft documents. The Plan will be prepared in straightforward language and will be consistent with the Provincial Policy Statement, The Provincial Plans and the Regional Official Plan while respecting the strategic goals of the community. Copies of the second draft will be forwarded to the staff at the Township and Region.

This draft will be made available to the public and posted on the Township website to enable broad public access.

Task Twenty Seven - Agency Circulation

We will provide copies of the Official Plan to adjacent municipalities, utilities, and other interested agencies and associations in an effort to obtain pre-consultation comments on the draft Official Plan. This step will assist in establishing early dialogue with respect to planning issues.

Task Twenty Eight - Open House and Workshop

We will conduct a second Open House and Workshop in the community to present the draft Official Plan. The draft Plan will be available on-line and in hard copy in advance of the Open House to ensure members of the public and stakeholders have ample opportunity to review and comment on the proposed policy framework. This Open House will meet the new requirements of the *Planning Act*.

This workshop will combine the elements of a true working session with the public open house. Members of the public attending will be invited to sit down with a working committee in small groups focusing on the specific areas of the draft Official Plan that will be of interest to persons attending the session.

Task Twenty Nine - Progress Report and Meeting with Steering Committee

Following the open house and agency review (if timely) of the draft Official Plan, we will prepare a report to Council to summarize issues raised by agencies citizens and stakeholders and identify how the Plan may be modified to respond to the concerns but still reflecting provincial interests.

Task Thirty - Prepare Third Draft of Official Plan

We will prepare a third draft of the Official Plan for final public review and consultation based on the directions from the Council received in Task Twenty Nine. We will forward copies of the Plan as required to ensure that they are available for review prior to meeting with Township.

Task Thirty One - Meeting with Council

We will meet with Council to present the third draft of the Official Plan and seek the direction to hold a public meeting in accordance with the *Planning Act*.

Task Thirty Two- Formal Public Meeting

We will prepare the required notices to be placed in the local newspapers to advertise for the formal public meeting in accordance with the regulations of the *Planning Act*. At this meeting, we will present the Official Plan to members of the public on behalf of Council. We will review the process that has been followed, summarize the comments received from the public and provide an overview of the policies of the Official Plan.

Task Thirty Three - Meeting with Staff and Council

We will meet with staff and Council to present a planning report summarizing the comments raised at the formal public meeting and seek direction from Council with respect to final modifications to be made to the Plan, if any.

Task Thirty Four - Prepare Final Official Plan for Adoption

Meridian will prepare a final version of the Official Plan for adoption purposes together with an appropriate By-law.

Task Thirty Five - Meeting with Council

We will meet with Council to present the final draft of the Official Plan and recommend the Plan be adopted and forwarded to the Region for approval. We will assist staff with the preparation of the “record” to be filed with the Region.

PROJECT TIMING AND COSTS

Initial phases of the detailed work program outlined in this Terms of Reference have already been completed. It is anticipated that Phases 1, 2 and 3 of the program will be undertaken during the year 2007. The preparation of the Official Plan, Phase 4, including consultation with approval agencies prior to Council adoption will occur in 2008.

Attached to this Terms of Reference is a detailed cost breakdown by task and personnel. Total project costs approximately \$200,000.00. Of this cost approximately \$23,600.00 has been assigned to sub-consultants yet to be determined until the analysis of issues has been completed. We have also included a contingency amount of 7% (\$13,000.00).

It is recommended that these costs be budgeted over the 2007 and 2008 fiscal year of the Municipality.