

The Corporation of the City of Kawartha Lakes
Agenda
Growth Management Strategy Task Force Meeting

GMSTF2025-01

Thursday, January 9, 2025

10:30 A.M.

Electronic Participation Meeting

Members:

Councillor Tracy Richardson

Chris Appleton

Gene Balfour

Paul Heeney

Anna Johnston

David Webb

Note: This is an electronic participation meeting and public access to a meeting space will not be available. Please contact nord@kawarthalakes.ca should you wish to view the proceedings and the zoom meeting link will be provided.

Accessible formats and communication supports are available upon request. The City of Kawartha Lakes is committed to accessibility for persons with disabilities. Please contact AgendaItems@kawarthalakes.ca if you have an accessible accommodation request.

1.	Call to Order	
1.1	Appointment of Chair	
1.2	Appointment of Vice Chair	
2.	Adoption of Agenda	
3.	Declaration of Pecuniary Interest	
4.	Adoption of Minutes from June 19, 2024	3 - 82
	That the minutes of the Growth Management Strategy Task Force meeting of June 19, 2024 be adopted.	
5.	Deputations	
6.	Correspondence	
7.	New Business	
7.1	GMS Project Update: Draft Final Report discussion	
8.	Other Business	
9.	Next Meeting	
10.	Adjournment	

The Corporation of the City of Kawartha Lakes
Minutes
Growth Management Strategy Task Force Meeting

GMSTF2024-02
Wednesday, June 19, 2024
1:00 P.M.
Electronic Participation Meeting

Members:
Councillor Tracy Richardson
Chris Appleton
Gene Balfour
Paul Heeney
Anna Johnston
David Webb

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1. Call to Order

In attendance: Councillor Tracy Richardson, Chris Appleton, Gene Balfour, David Webb

Absent: Anna Johnston, Paul Heeney

Staff in Attendance: Leah Barrie, Director of Development Services, John Connolly, Manager Planning Division, Mark Jull, Policy Supervisor, Max Faulhammer, Planner II, Nancy Ord, Administrative Assistant, Rebecca Mustard, Manager Economic Development

Consultants in Attendance: Jamie Cook, Watson & Associates, Shaila Taku, Watson & Associates, Kelly Martel, Dillon Consulting

Observers: Mike Barkwell, Susan Rosales, Moldenhauer Corporation, Ryan Windle, Digram Developments, Floyd Walden, Jim Armstrong, Allister Andrews, Abu Masood

The meeting opened at 1:05 p.m. by Chair Appleton with discussion on whether a quorum was present and proceeded with the assurance that minutes of the meeting would be circulated to members. D. Webb joined after the meeting started and provided quorum.

2. Adoption of Agenda

GMS2024.012

Moved By Councillor Richardson

Seconded By G. Balfour

That the agenda for the June 19, 2024 GMS Task Force meeting be adopted.

Carried

3. Declaration of Pecuniary Interest

There were no declarations of pecuniary interest disclosed.

4. Adoption of Minutes

Growth Management Strategy Task Force meeting of January 29, 2024

GMS2024.013**Moved By** Councillor Richardson**Seconded By** C. Appleton

That the minutes of the January 29, 2024 meeting of the GMS Task Force be adopted as presented.

Carried**5. Deputations**

There were no deputations.

6. Correspondence

There was no correspondence presented.

7. New Business**7.1 Lindsay - Buildout and Phasing of DGA (Designated Greenfield Area) Lands**

J. Cook followed with a slide presentation and highlighted the following:

The Agenda for the meeting would include:

- Project update
- Recap – Growth Forecast and Land Needs
- Location Options for Community Area Expansion
- Employment Conversions
- Employment Area Expansion
- Next steps

The slides highlighted the following technical analysis:

- Phase 1 Technical Analysis: Growth Analysis and Lands Needs were completed February/March 2023, the GMS study was paused between April 2023 and September 2023 due to release of the draft 2023 Provincial Planning Statement and the approval of Minister's Zoning Order (MZO) lands by the province.
- The GMS study is now in Phase 2 and with completion of technical analysis by June 2024 and preparation of the draft GMS report by Fall

2024. Ongoing tasks include: employment conversion analysis, urban expansion options and strategic recommendations.

- The draft GMS will form the foundation for the City to commence its Official Plan review into 2025.

City-wide growth scenarios for population, housing and employment were highlighted:

- Population Growth Scenarios: Low (101,000 persons) medium (117,000 persons) and high (130,000 persons) with recommended high annual growth rates 1.7% (to 2031), 1.71% (2031 to 2041) and overall 1.6% (2021 – 2051).
- Annual Housing forecast to 2051 using a high scenario and data provided in five year increments shows total housing growth 2021 to 2051 of 21,600 units.
- Employment Forecasts Scenarios with a low growth rate of 1.3% and high of 1.9% (or 40,600 jobs by 2051).
- Community Area Lands needs to 2051 with the high scenarios shows a surplus of Urban Designated Greenfield Lands for Lindsay (330 ha) and Omemee (50 ha) and deficits for Fenelon Falls (38 ha) and Bobcaygeon (23 ha) pointing to the need for urban area boundary expansions for these two communities.
- Rural Growth was analysed showing 7% housing growth (1200 housing units) allocated throughout the rural areas and hamlets and may result in future Official Plan review of hamlet settlement boundaries.
- Lindsay housing supply (including MZO lands) exceeds demand to 2051 with a surplus of 4,160 units (Total DGA housing unit supply (16,750 units) minus DGA housing demand to 2051 (12,590 units). Additional urban expansion in Lindsay is not recommended unless there are significant delays in the timing of servicing and development of the MZO lands.
- Draft phasing criteria for DGA and MZO lands was divided into 2024-2031, 2031-2041 and 2041 to build out increments and included lands within active development applications, serviced lands, lands adjacent to the Built Up Area in the first phase with inactive residential lands, MZO lands in later phases.

7.2 Location Options - Criteria/Potential Sites for Bobcaygeon and Fenelon Falls

K. Martel continued with the following overview:

- Location options for community area expansion used the Growth Plan policy tests which referred to a range of topics (size and proximity to existing boundaries, connectivity, surrounding land uses, servicing constraints, etc.) and applicable Provincial Policy Statement and Official Plan tests.
- Over 40 requests for expansion were received from the Jump In webpage or directly submitted to Staff but only those requests in proximity to existing settlement area boundaries in Bobcaygeon and Fenelon Falls were evaluated consistent with the urban-focused GMS study.
- Slides were presented with illustrated specific areas where urban expansion or urban boundary rationalization is justified in Bobcaygeon (23 ha) and Fenelon Falls (38 ha).

7.3 Employment Area Conversion Analysis

S. Taku continued with a series of slides on Employment Area conversions and land needs referring to:

- Provincial and localized criteria.
- Specific Lindsay vacant or underutilized sites where conversion is recommended and one site where it was not recommended showing a total land need of 41 ha with vacant land available for conversion (28 ha) and deficit of 13 gross ha.
- A series of maps detailed each site analyzed and sites for employment area expansion.

J. Cook concluded the presentations highlighting three key points:

- Lindsay's Settlement Area (including MZOs) has a surplus of community area land to 2051.
- Approximately 38 ha and 23 ha are required for future urban expansion in Fenelon Falls and Bobcaygeon.
- There is a deficit of 41 ha of Employment lands in Lindsay.

J. Cook summarized the next steps in the GMS Study:

- Phase 1 will be completed by July 2024 and involves review and completion of the Technical analysis and public release of a memo with a summary of the key findings.

- Phase 2 is targeted to complete the Strategic Recommendations between July and August 2024.
- Phase 2 Consultation and Reporting targets completion of the Study report by October 2024 after final Task Force meeting (August 2024), completion of Draft GMS report (September 2024) and Presentation of results to Council (October 2024).

Questions/comments raised by Task Force members included:

- Is there some way to gauge if MZO lands are moving and can active applications proceed if there are delays?

(Response: A more elaborate monitoring process and modelling tools can track planning and servicing approvals and monitor growth in Kawartha Lakes. It is acknowledged the City may experience approval pressures. There are no guidelines to monitor MZO's and a Kawartha Lakes framework will involve other divisions, policy preparation, Servicing Master Plans, new PPPs and legislative changes.)

- From a property owner's perspective, the GMS is complex and there is a need for citizens to be better informed beyond the Jump In website, to avoid frustration in dealing with the planning process and to streamline and make plans and procedures more user friendly.

(Response: It is acknowledged there are opportunities for Kawartha Lakes to do a better job in guiding and educating the development community and efforts are underway to improve accessibility of the City's website.)

- The Economic Development Division have input in the GMS analysis and recommendations for employment areas and that Kawartha Lakes not become a bedroom community. Councillor Richardson referred to a positive increase in the business count from 550 in 2022 to 672 in 2023 and referred to the challenges of five different bill changes at the Provincial level.
- How is economic growth planned for when the future is unknown and types of employment can change dramatically? It is acknowledged that the market place is what drives business and undertaking studies such as the GMS are the best means of forecasting.
- Positive comments and compliments were expressed by several Task Force members on the analysis, details and recommendations of the GMS study.

- Support for the GMS analysis to move to the public information stage and that sufficient notice be provided to Task Force members for its last meeting to review the GMS and its recommendations before presentation to Council.
- Staff will be looking for the Task Force to endorse the recommendations of the GMS Study and that the Task Force is a sounding board for the methodology and technical analysis undertaken. Once the GMS is approved by Council the next steps and implementation will be outside the terms of reference of the Task Force.

8. Next Meeting

Options for the next Task Force meeting are to be provided based on staff, Task Force member and consultant availability.

9. Adjournment

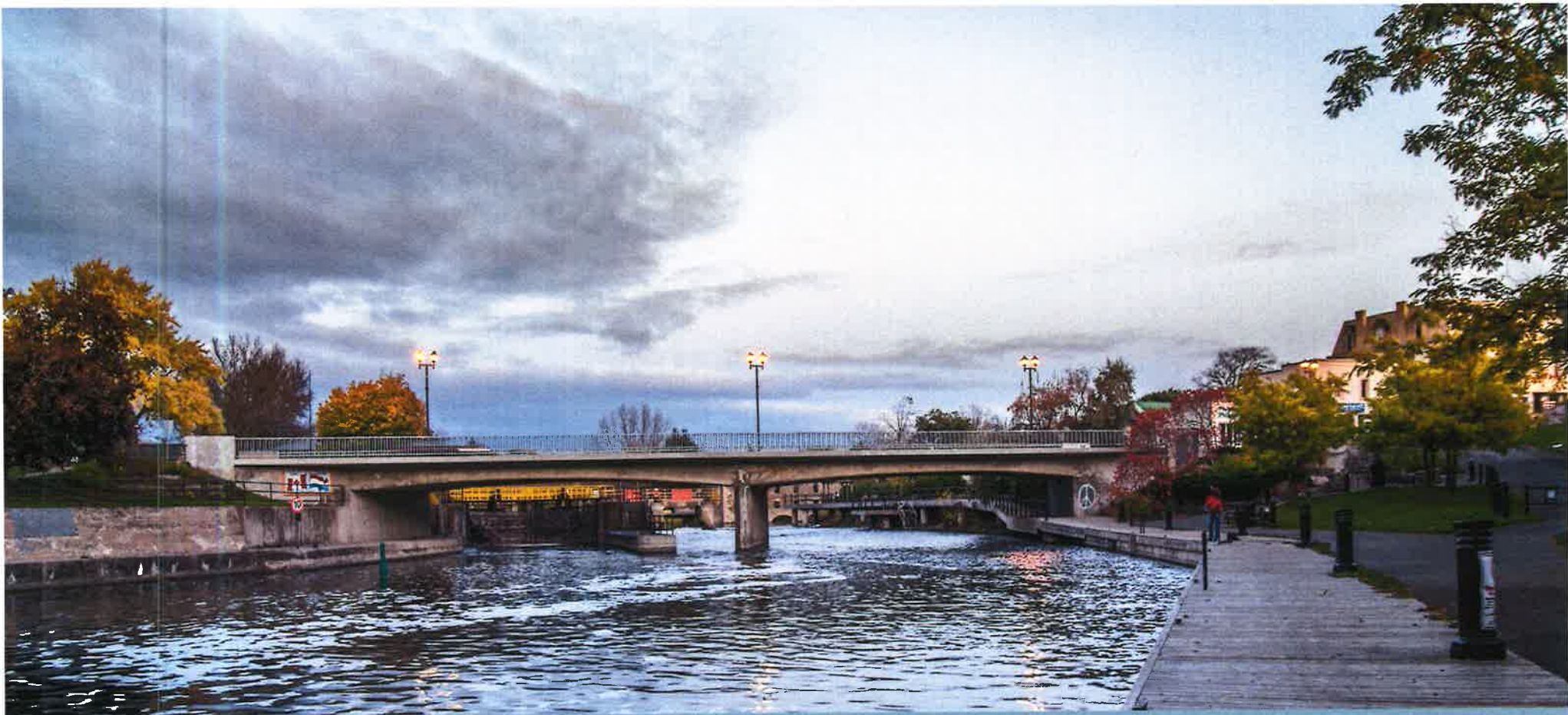
GMS2024.014

Moved By Councillor Richardson

Seconded By G. Balfour

That the Growth Management Strategy Task Force meeting be adjourned at 2:30 p.m.

Carried



 **Watson**
& Associates
ECONOMISTS LTD.



City of Kawartha Lakes G.M.S.

Task Force Meeting
June 19, 2024

Agenda



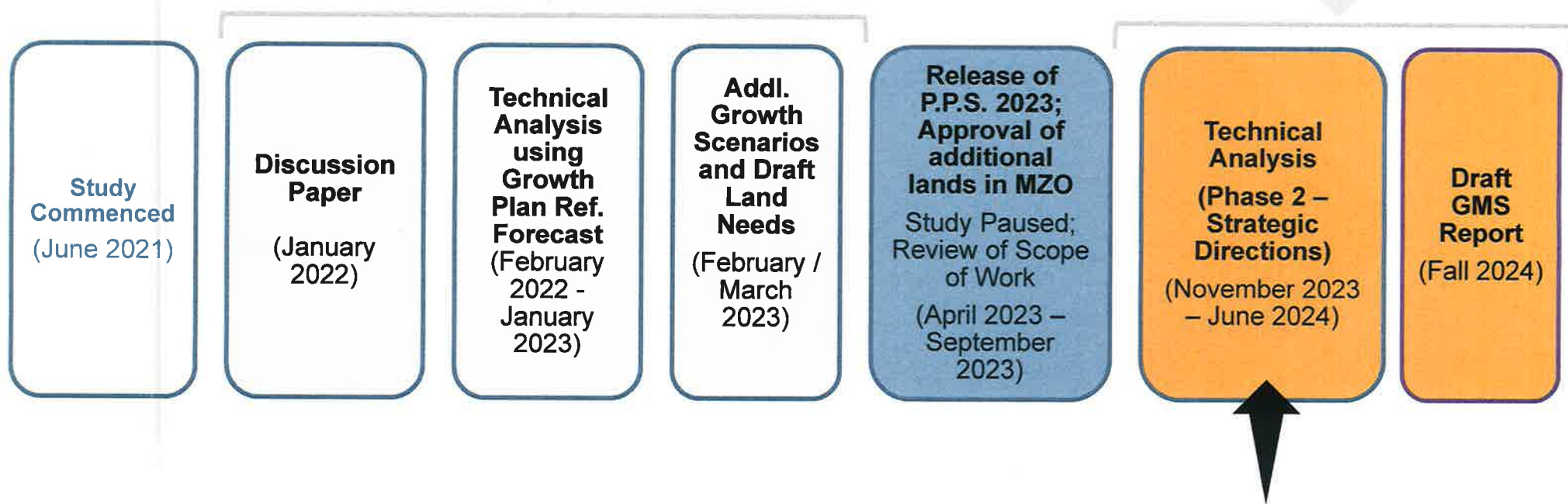
- Project update
- Recap – Growth Forecast and Land Needs
- Location Options for Community Area Expansion
- Employment Conversions
- Employment Area Expansion
- Next steps

City of Kawartha Lakes GMS Project Schedule



Phase 1 - Technical Analysis : Growth Analysis and Land Needs
(April 2022 – March 2023)

Phase 2 – Strategic Recommendations & Finalization of G.M.S.
(November 2023 – October 2024)



We are here

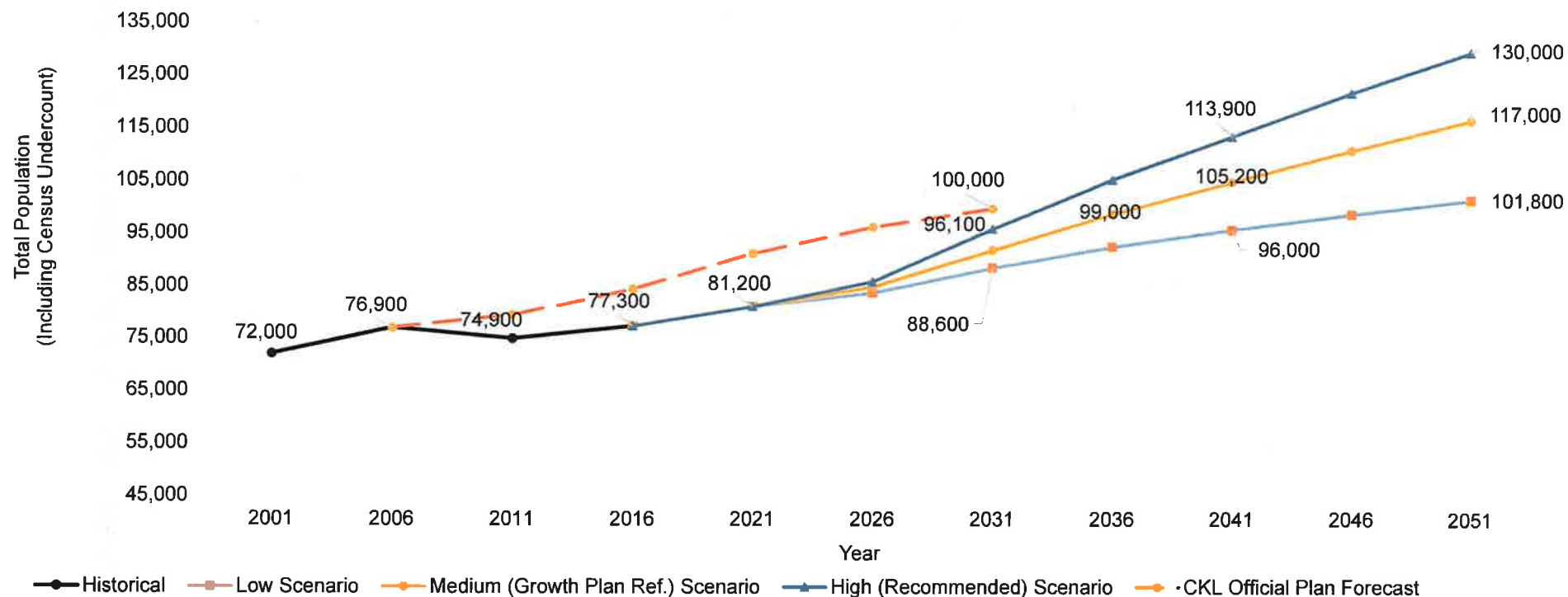
Ongoing Tasks:

- Employment Conversions Analysis
 - Urban Expansion Options
 - Strategic Recommendations

City-Wide Population, Housing and Employment Growth Scenarios

City of Kawartha Lakes GMS

Population Growth Scenarios



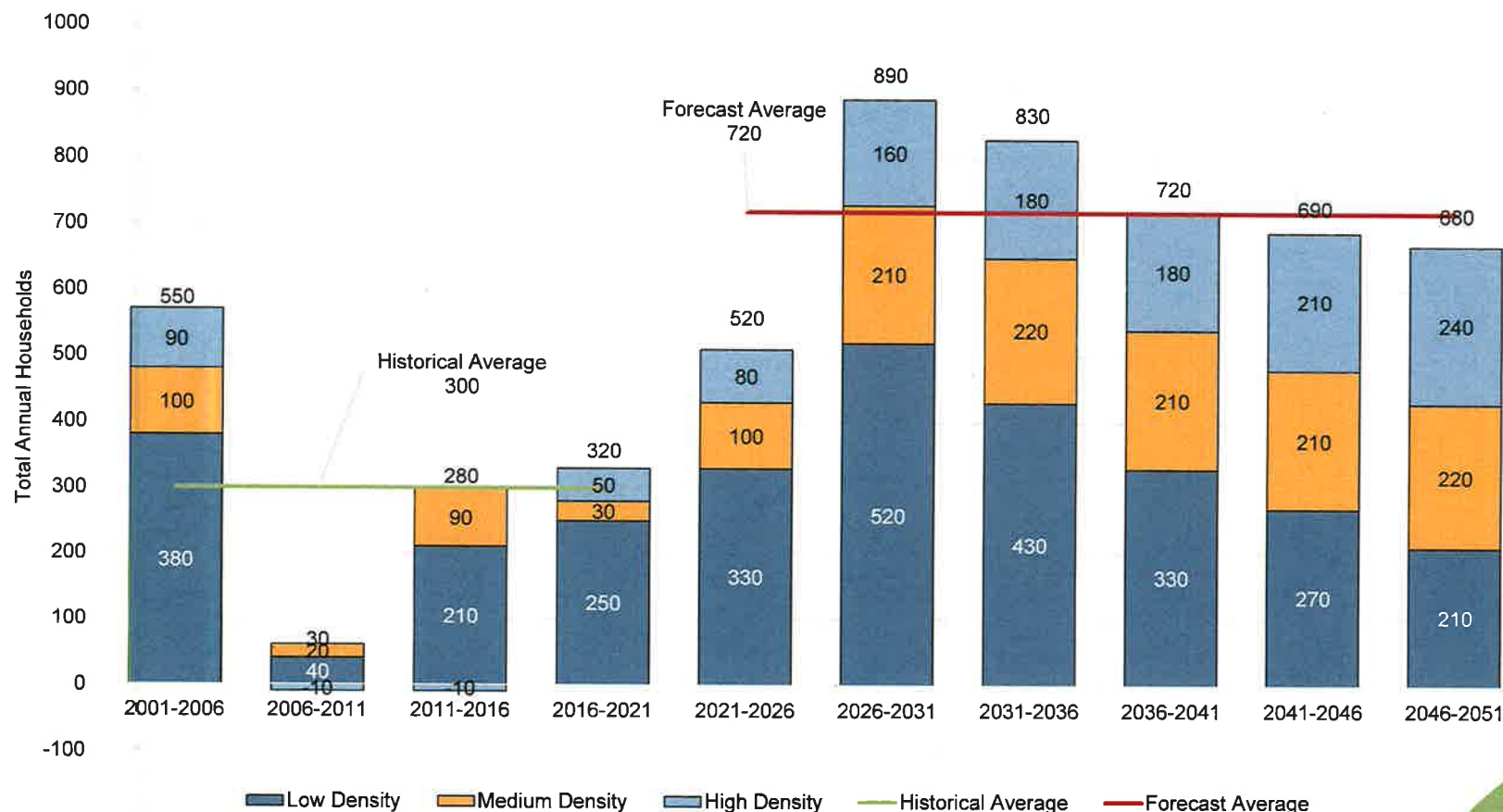
Note: Population includes net Census undercount.

Source: Historical derived from Statistics Canada Census data, 2001 to 2021, Low, Medium and High Scenarios by Watson & Associates Economists Ltd.

	Annual Growth Rate				
	2001-2016	2016-2021	2021-2031	2021-2041	2021-2051
Historical	0.47%	0.99%			
Low Scenario			0.88%	0.84%	0.8%
Medium (Growth Plan Reference) Scenario			1.26%	1.30%	1.2%
High (Recommended) Scenario			1.70%	1.71%	1.6%

City of Kawartha Lakes

Annual Housing Forecast to 2051 (High Scenario) – 5 Year Increments



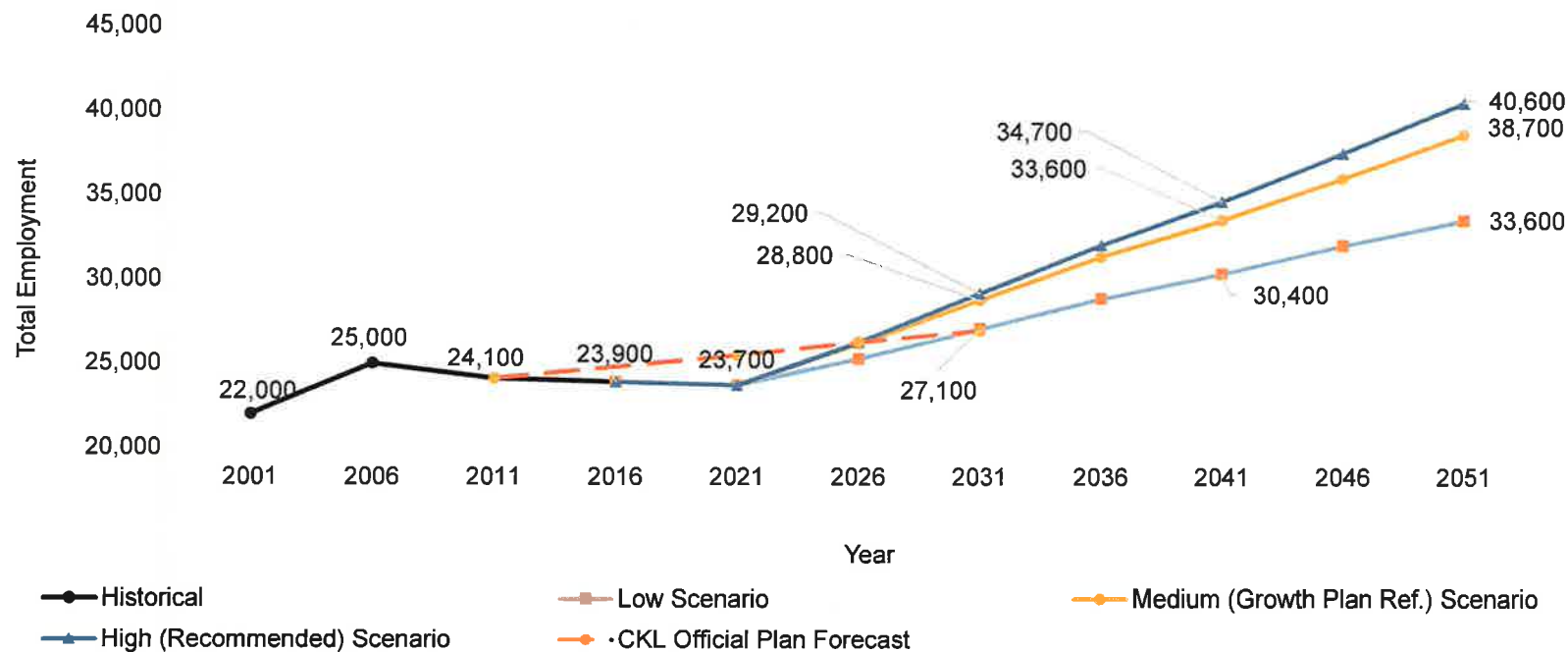
Low density includes singles and semis
 Medium density includes townhouses and paartments in duplexes
 High density includes bachelor, 1-bedroom and 2-bedroom+ apartments.

Historical based on Statistics Canada Census Data; Forecast by Watson & Associates Economists Ltd.

Total Housing Growth 2021 – 2051 : 21,600 Units

**2021-51
Growth
Rate
1.7%**

City of Kawartha Lakes Employment Forecast Scenarios



Low
Scenario
Growth
Rate
1.3%

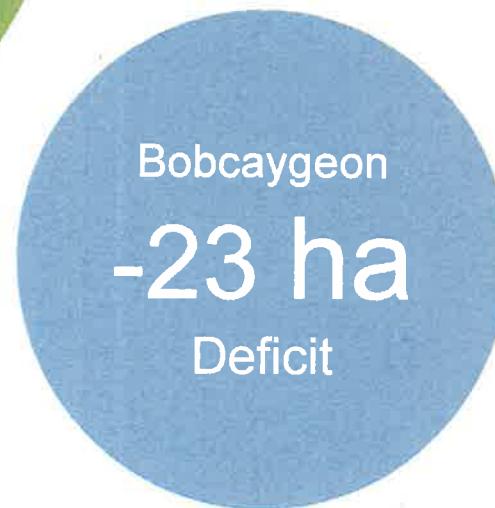
High
Scenario
Growth
Rate
1.9%

Note: Total employment includes no fixed place of work and work at home employment.

Source: Historical derived from Statistics Canada Census data, 2001 to 2021. Low, Reference and High Scenarios by Watson & Associates Economists Ltd.

Community Area Land Needs and Phasing

Draft Urban DGA Land Needs to 2051 – High Scenario



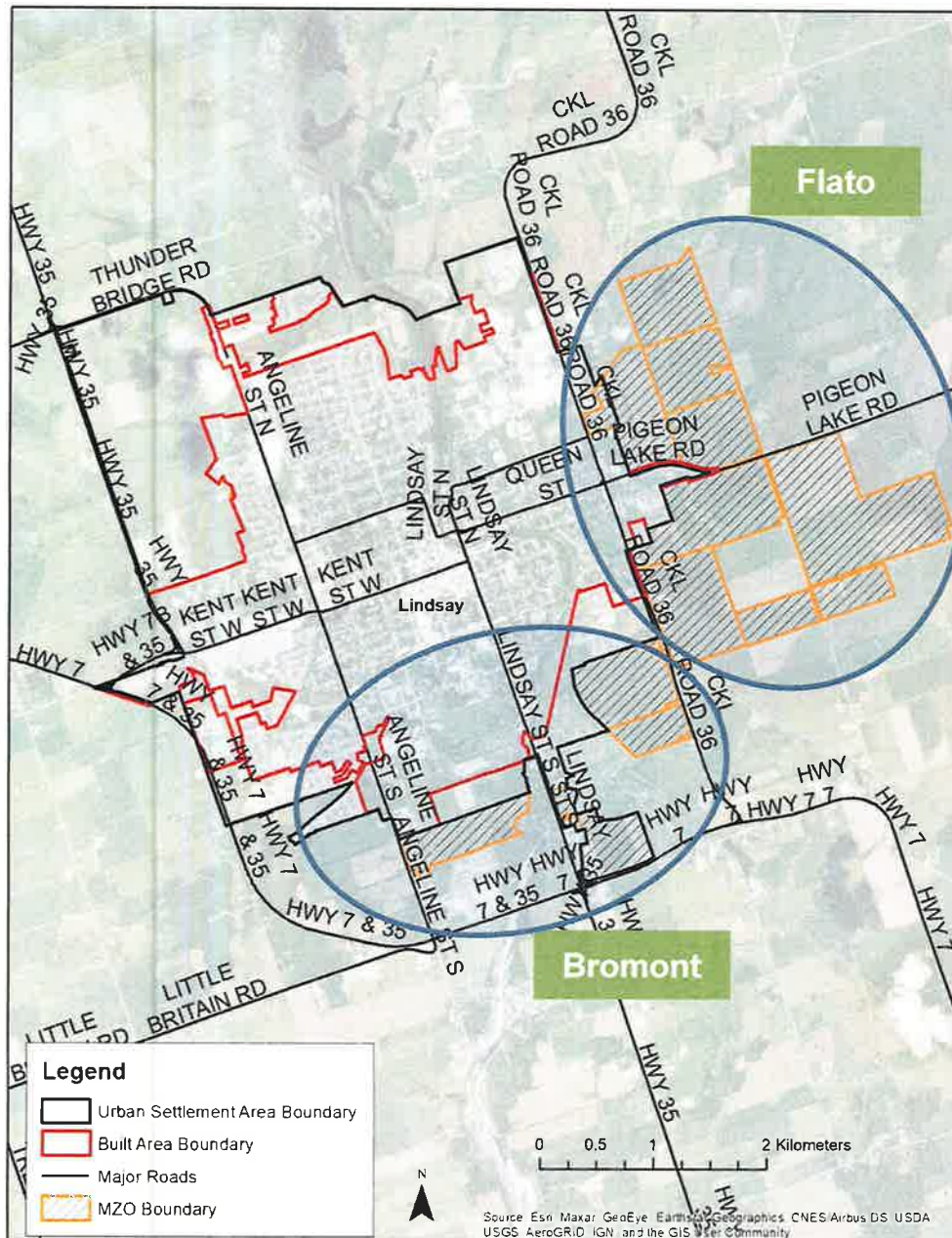
Assessment of Urban Land Expansion Options for Fenelon Falls and Bobcaygeon.

Rural Growth Outlook



- Approximately 7% of housing growth (~1200 housing units) allocated to rural areas (hamlets and remaining rural areas)
- City's Hamlets and rural areas have a role to play in accommodating future development subject to available land supply, supporting infrastructure and scale of development.
- Hamlets represent service centres to the surrounding rural area and provide clusters of business operations essential for future economic growth.
- Provincial and local planning policy direct development to fully-serviced Urban Areas, which is the focus of this G.M.S. A further review of hamlet settlement boundaries may be undertaken through the City's O.P. update exercise.

Lindsay – Growth Analysis



Lindsay DGA Lands	Housing Units
Active Development Applications	4,650
Unit Potential on Vacant Greenfield Lands	1,510
Flato (MZO)	8,340
Bromont (MZO)	2,250
Total DGA Housing Unit Supply Potential	16,750
DGA Housing Demand – 2024 - 2051	12,590
DGA Housing Surplus	4,160

Supply data based on City of Kawartha Lakes Data (As of 2022).
Demand forecast by Watson & Associates Economists Ltd.

The above table excludes housing unit supply and demand within the Built-Up Area

***Housing Supply in Lindsay
(including M.Z.O.s) exceeds the
demand to 2051***

Lindsay – Growth Analysis



- Lindsay Settlement Area including M.Z.O. has a Community land surplus of approximately 330 ha to 2051.
- 8 possible expansion areas (including lands under M.Z.O.s) were received and evaluated against the set of criteria.
- Additional expansion sites are not recommended for urban expansion in Lindsay given the surplus created through M.Z.O lands.
- Immediate urban expansion recommendations have been focused on Fenelon Falls / Bobcaygeon.
- This G.M.S. will recommend a policy framework for additional candidate urban expansion sites in Lindsay to be reviewed within the City's next O.P Review if significant delays result in the timing of servicing and development associated with the M.Z.O. lands.

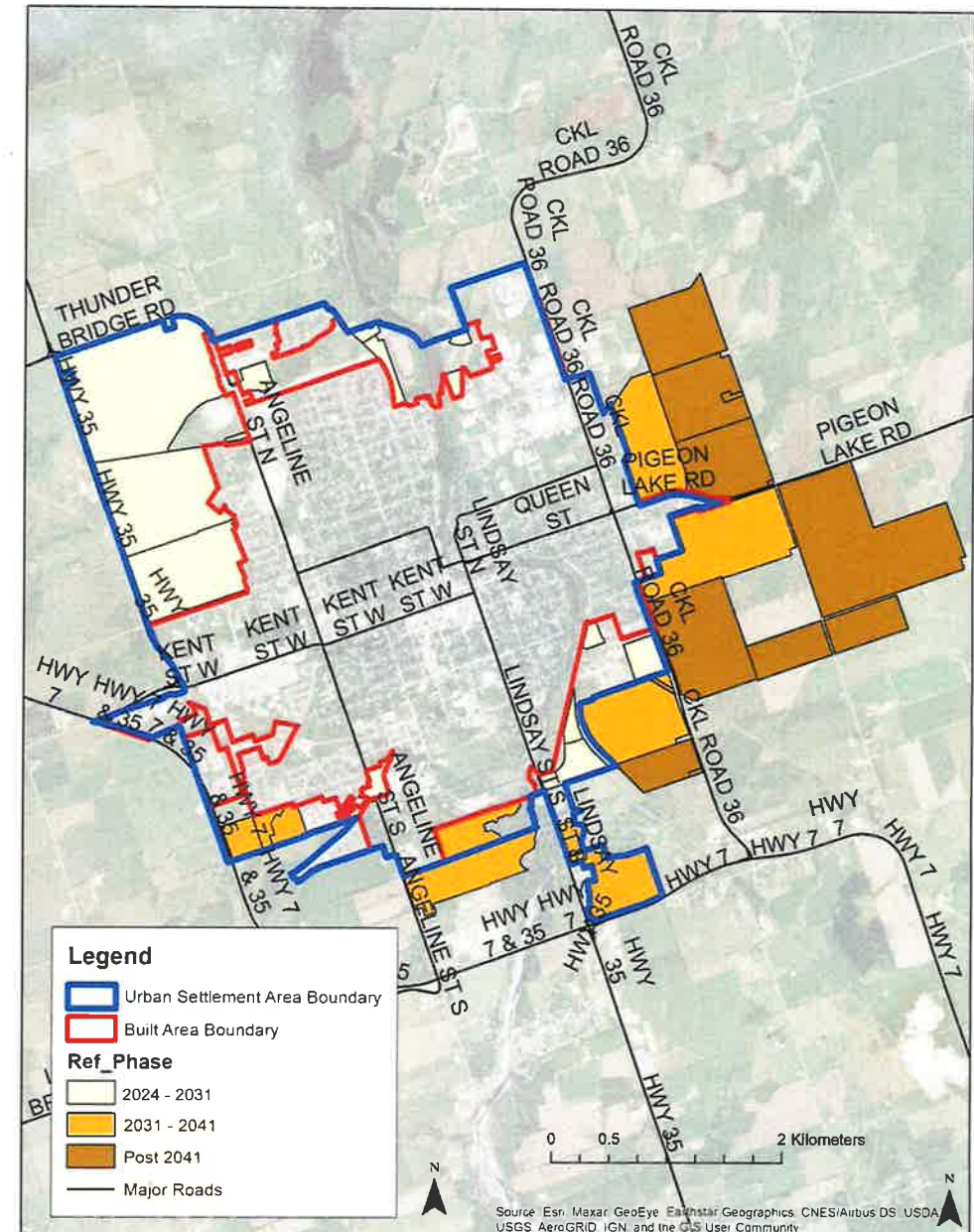
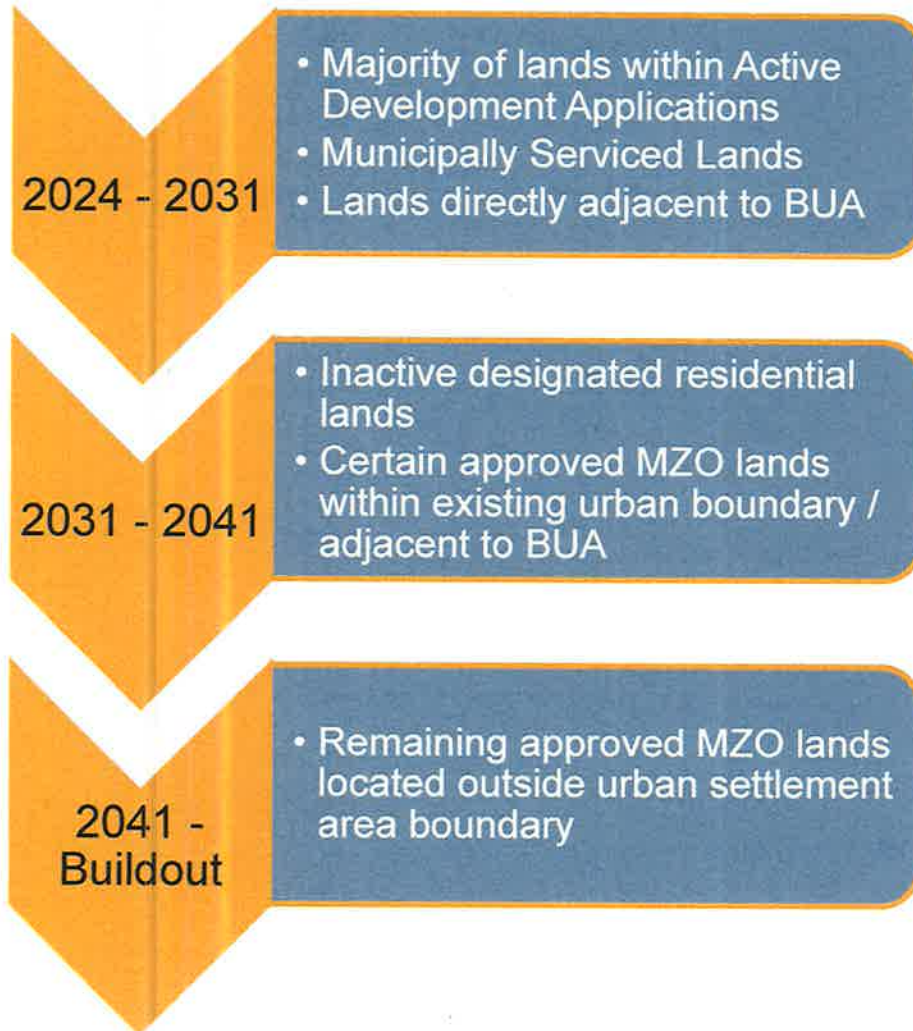
Lindsay – Phasing

Key Considerations:



- Achieve complete communities
- Support new development adjacent to existing built up areas
- Optimize existing infrastructure
- Support the introduction of transportation links
- Prolong agricultural uses as long as feasible

Draft Phasing Criteria – Status of DGA & MZO Lands



Community Area Expansion Location Options

Criteria for Evaluating Location Options



- Growth Plan policy test (Section 2.2.8), including
 - Size and contiguousness to existing boundaries
 - Surrounding land uses (abutting and adjacent)
 - Natural heritage or natural hazard features
 - Connectivity (parks, open space, transportation)
 - Known servicing connections and/ or physical constraints
 - Impacts on the agricultural system
 - Protecting public health and safety
- Applicable policies/ tests set out in
 - Provincial Policy Statement (Section 2 & 3)
 - CKL Official Plan

Expansion Requests



- Landowners were able to submit requests for consideration
 - Jump In Page
 - Direct to CKL Staff
- Over 40 requests received
- Urban-focused GMS, therefore only those requests in proximity to existing settlement area boundaries were considered as part of evaluation for inclusion in the settlement area boundaries

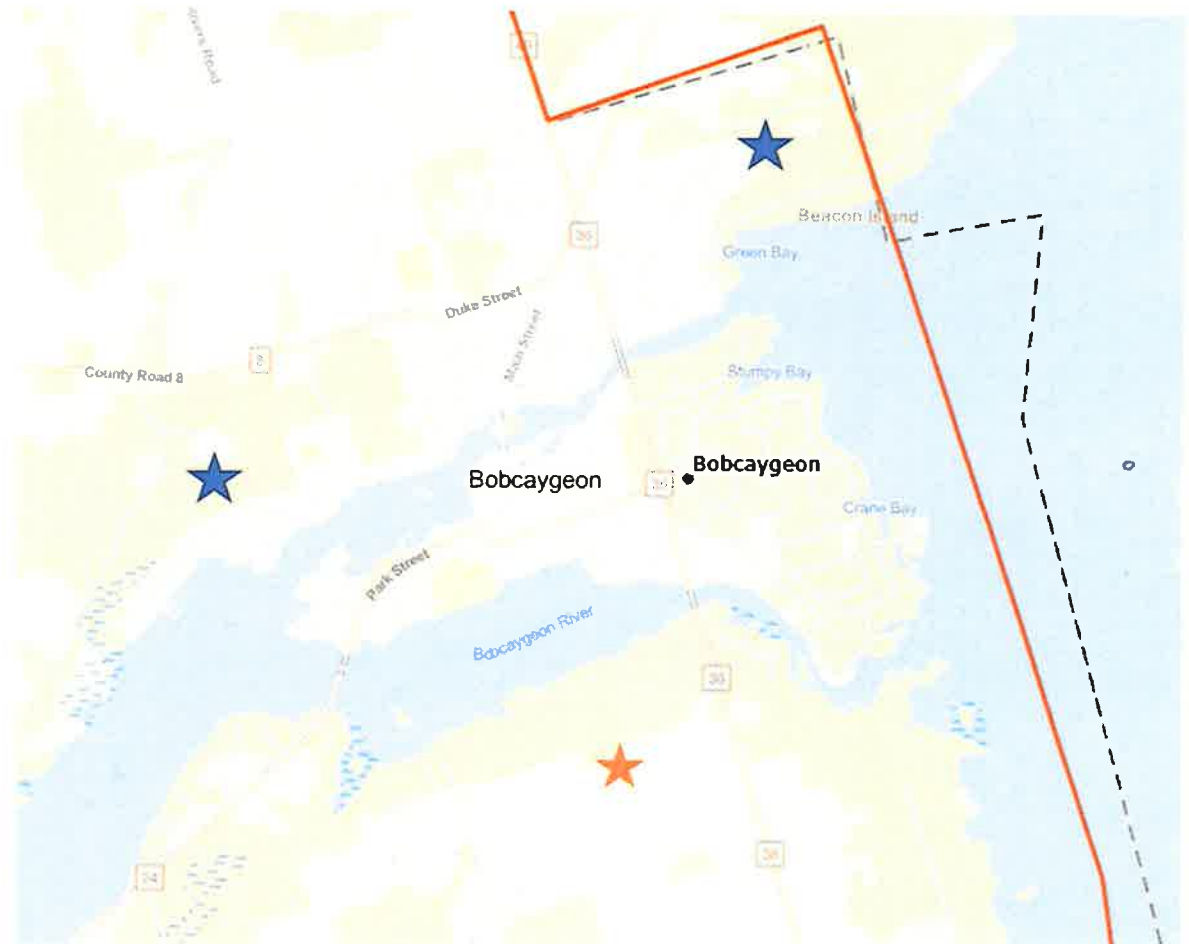
Bobcaygeon

23 ha

urban
expansion is
justified

Bobcaygeon- GMS Preliminary Results

- ★ Portion of urban boundary expansion shared in two locations: abutting the existing urban area that are in proximity to servicing, with few constraints to development
- ★ Potential urban boundary rationalization (two properties)



Bobcaygeon

Preliminary Preferred Locations



Area A: ~8.75 net ha to be added

- Existing water & wastewater connections in immediate proximity
- Contiguous to existing boundary
- Limited impacts to agricultural system
- Proximate to existing commercial and community facilities
- Could support extension of existing community



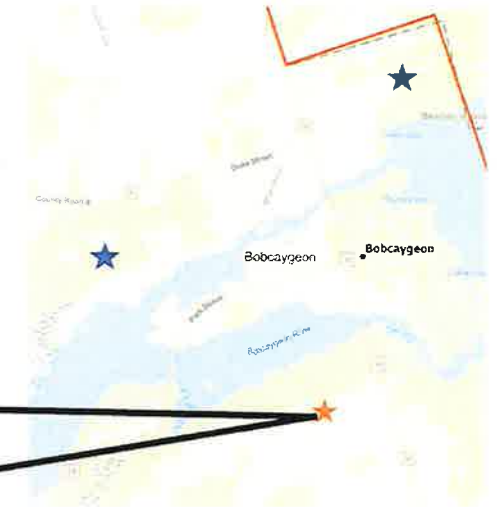
Area B: ~47 gross ha, only a portion to be added to the urban boundary

- Total urban expansion across A and B must equal 23 hectares
- Existing water & wastewater connections in immediate proximity
- Contiguous to existing boundary
- Limited impacts to agricultural system
- Proximate to existing commercial and community facilities
- Could support extension of existing community



Bobcaygeon

Potential Future Land Rationalization



- Both: constraints associated with servicing; constraints associated with access
- Northern property has a lapsed subdivision application – **but is already in the urban boundary**
- Owner of the southern property has expressed development interest – **but is outside the urban boundary**
- **Potential to rationalize the urban boundary between the northern parcel and the southern parcel**
 - ✓ No net increase in new urban lands; both gain an opportunity to propose some development

Fenelon Falls

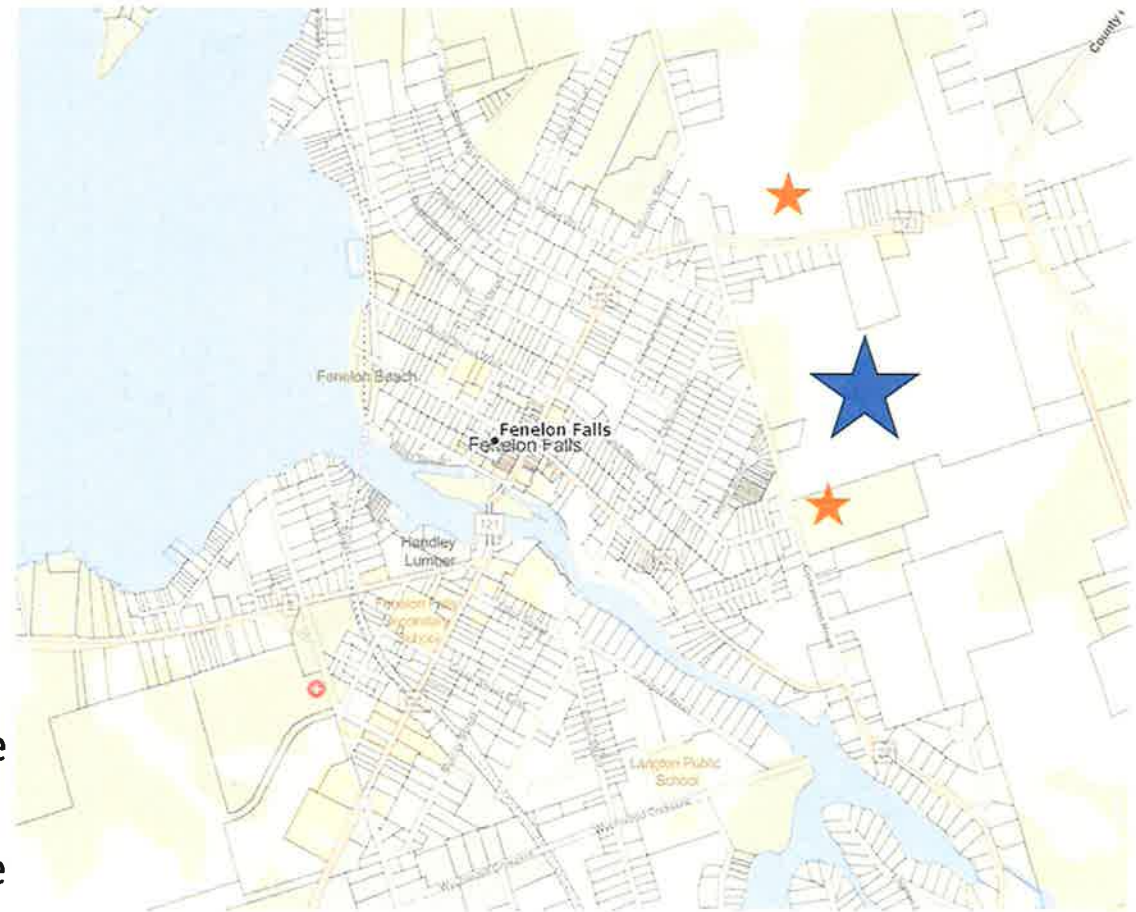
38 ha

urban
expansion is
justified



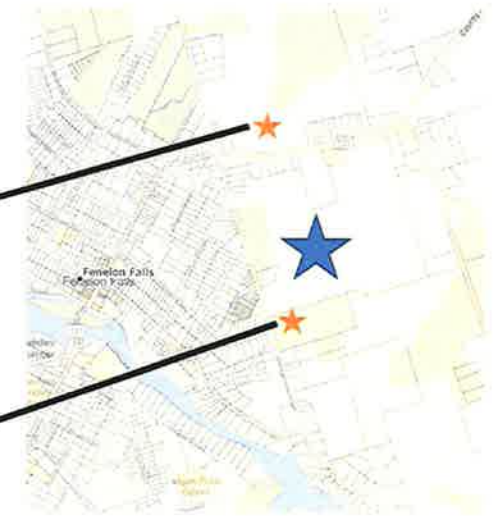
Fenelon Falls – GMS Preliminary Results

- ★ Potential urban boundary rationalization (various properties)
- ★ Portion for urban boundary expansion shared to facilitate a long-standing/active development intention in the community



Fenelon Falls

Necessary Boundary Rationalization



- The urban boundary for Fenelon Falls (established by a decision of the Ontario Land Tribunal) is a curvilinear shape that does not correspond to any property boundaries
- The first step for Fenelon Falls will be to reshape the boundary to generally align with property boundaries – reflect a logical shape of development
- **No net increase in urban lands at this step; this simply creates a new, logical baseline for planning urban growth**

Fenelon Falls

Preliminary Preferred Location



- Parcel shown is ~35 gross ha (including land already in the urban boundary)
- Existing water & wastewater connections in immediate proximity
- Limited impacts to agricultural system
- Proximate to existing commercial and community facilities
- Application materials already on file at the City; area of interest is significantly larger than the parcel shown here
- **After the rationalization (preceding page), expect that the vast majority of urban expansion is accommodated here**

Employment Area Conversions and Land Needs

Policy Context – Employment Conversion



Employment area defined under 2020 Provincial Policy Statement - Clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

2024 P.P.S. - Excludes institutional and commercial uses from employment areas including retail and office not associated with the primary employment use (i.e. manufacturing and warehousing)

- Employment Areas have long been used by municipalities to attract targeted employment growth and includes a wide-range of uses.
- Changed definition to only include industrial type uses as a primary use - lands that do not meet the definition would not be protected from conversion.
- Lands for employment outside of Employment Areas – Allows for diverse mix of uses including employment, institutional, mixed use / residential.
- Need to strike a balance in accommodating mixed-use development and ensuring an adequate supply of non-residential lands to support.

Conversion Criteria



Provincial Criteria

- Need for the conversion
- Lands are not required over plan horizon, and sufficient supply will be maintained
- Proposed uses would not adversely affect the overall viability of the employment area
- Existing or planned infrastructure and public service facilities to accommodate the proposed uses.
- PPS – 2024 has provision for removal of sites from Employment Areas that do not fit the definition

Localized Criteria

- Land Use
- Location and Access
- Employment Area Configuration
- Site Configuration
- Supply
- Municipal Interests and Policy
- Jobs

Employment Conversions - Overview

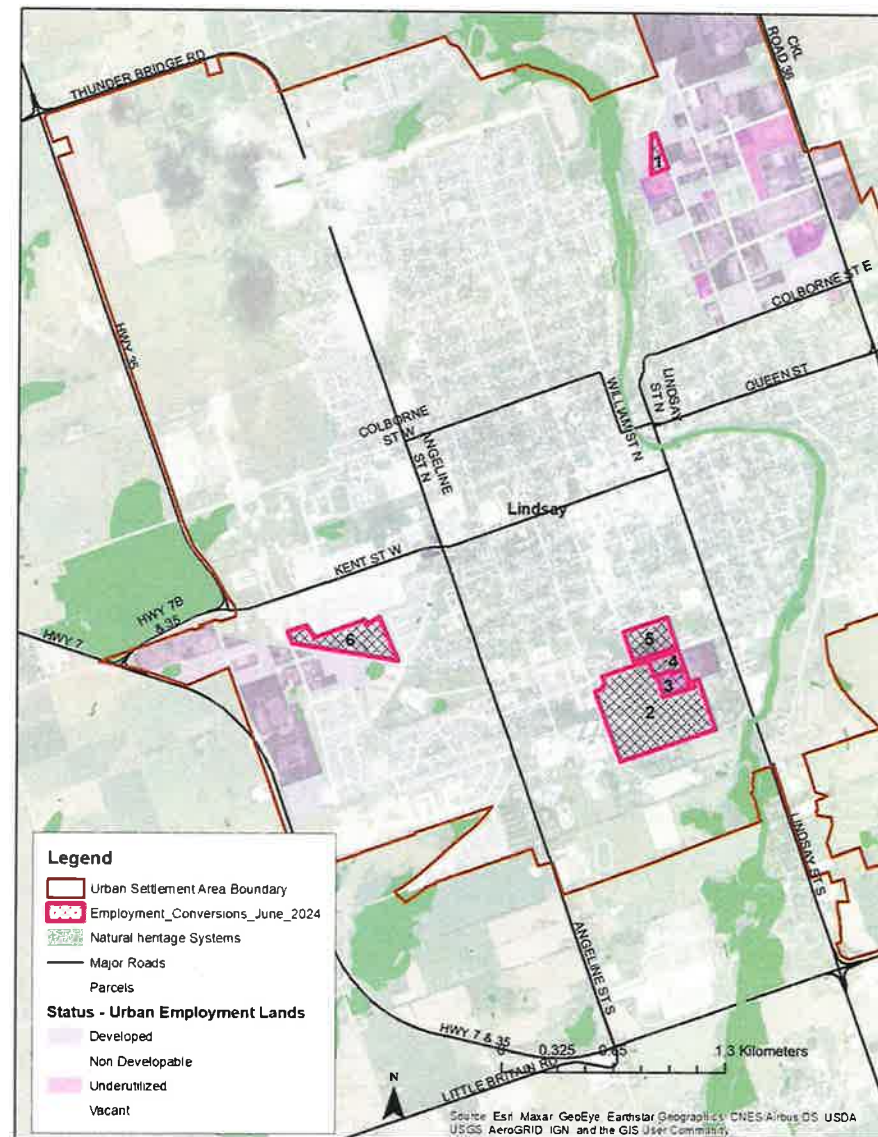


Id	Address	Area (ha)	Policy Area	Status	Recommendation
1	197 St. Peter St.	1.4	BUA	Underutilized	No Conversion
2	100 Albert St. S	24.1	BUA	Vacant	Conversion
3	45 James St. S	2.1	BUA	Underutilized	Conversion
4	55 Mary St	2.0	BUA	Developed	Conversion
5	Mary St & James St	4.8	BUA	Vacant / Developed	Conversion
6	Commerce Rd (South of Lindsay Mall)	8.0	BUA	Vacant / Developed	Conversion

Vacant Empl land for conversion - 28 ha

Employment land deficit (Buildout of Lindsay Settlement Area) – 13 Gross ha

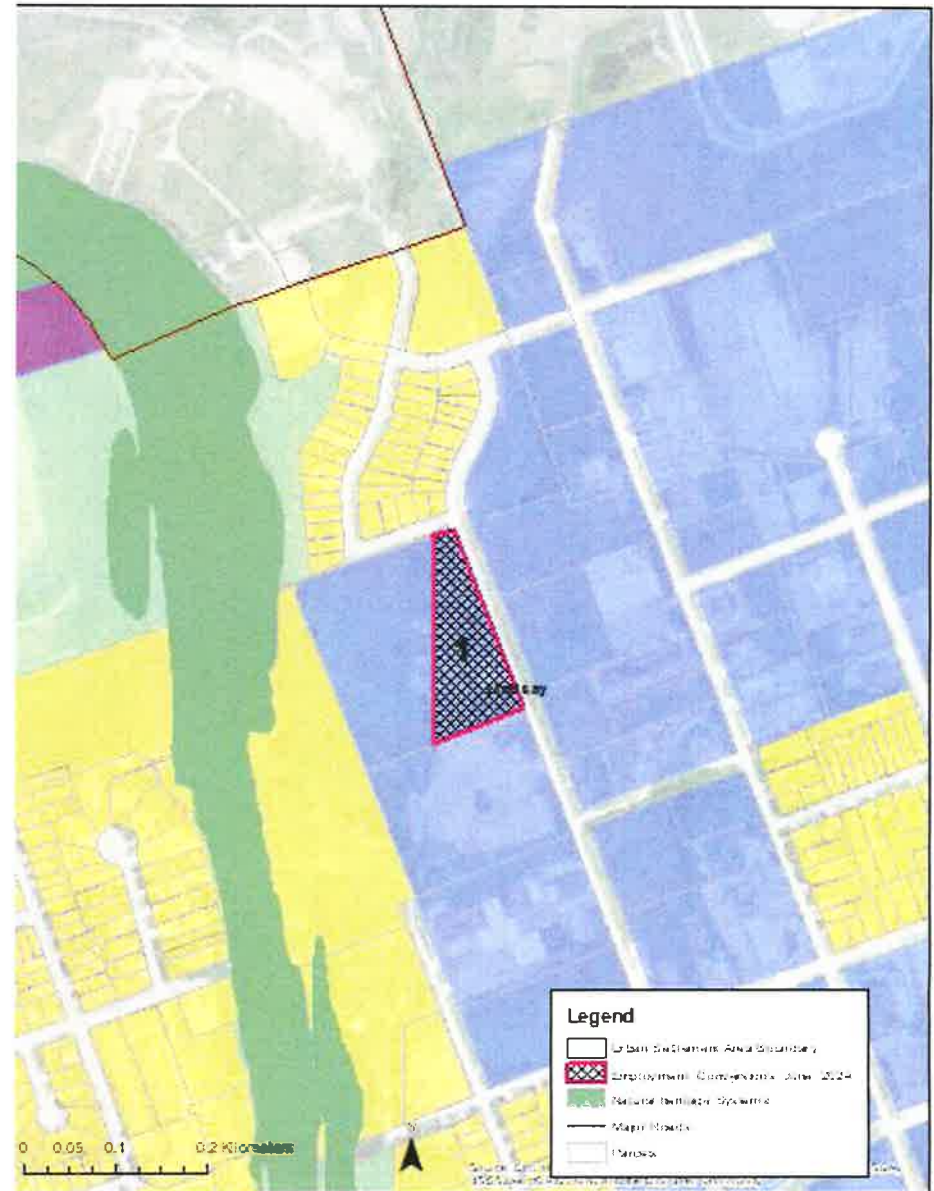
Total Land Need ~ 41 ha



Employment Conversions – Sites Analysis



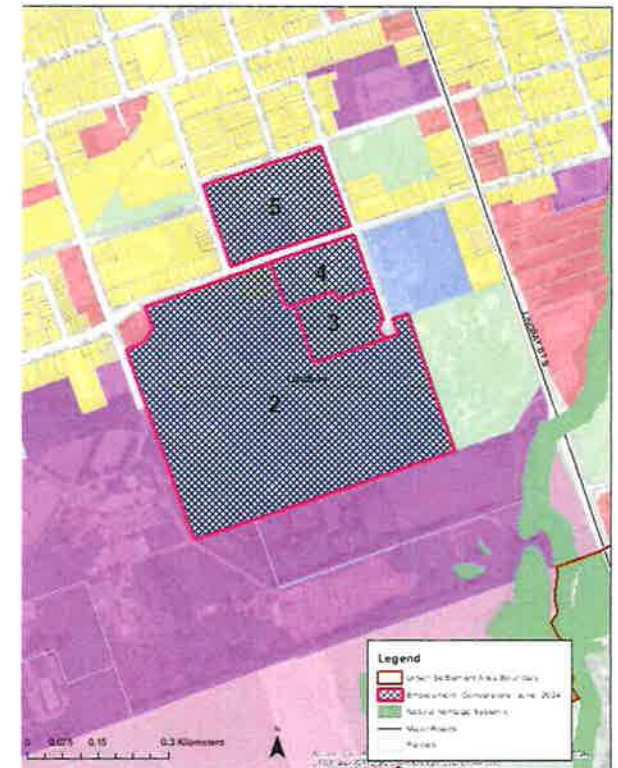
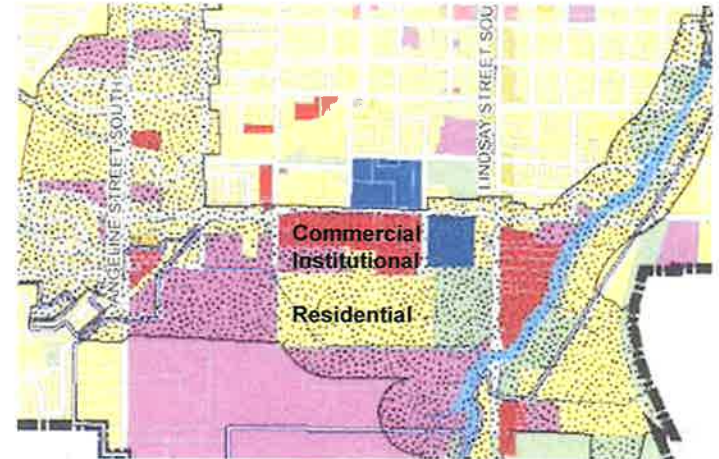
- Site 1 – Part of larger employment area with functioning industries
- The site has 2 buildings (does not look occupied / operational)
- Site has synergies with the existing industrial area and converting the parcel may lead to pressure for the surrounding areas to convert
- Not recommended for conversion



Employment Conversions – Sites Analysis



- Site 2,3 – Vacant sites close to residential / institutional uses
- Site 4,5 – Additional developed commercial / institutional sites identified for conversion / removal from employment designation.
- Site close to Highway 7, however direct access is not available
- Site 3,4,5 identified in Updated Secondary Plan (adopted by City Council) as Residential + Employment; however, OLT reversed the decision at the time.
- Constraints (contamination) on northern part of Site 2 – recommendation will consider MoE remediation measures.



Employment Conversions – Sites Analysis



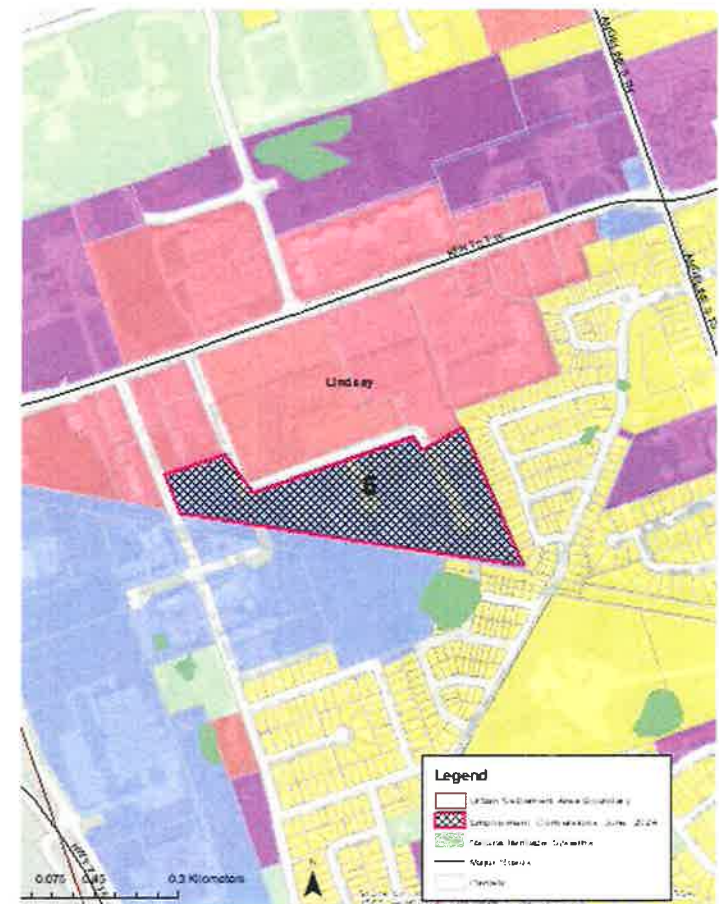
- Proposed commercial / residential uses compatible with surrounding residential / institutional lands
- Based on current O.P. policies, General employment designation allowed for general commercial, institutions and community facility uses.
- Number of jobs will remain on developed sites.
- Surrounding Crayola Site has light manufacturing, commercial and office uses.
- Policies to make sure the site is well integrated in the surrounding context, and transition policies for addressing the area in the longer term.



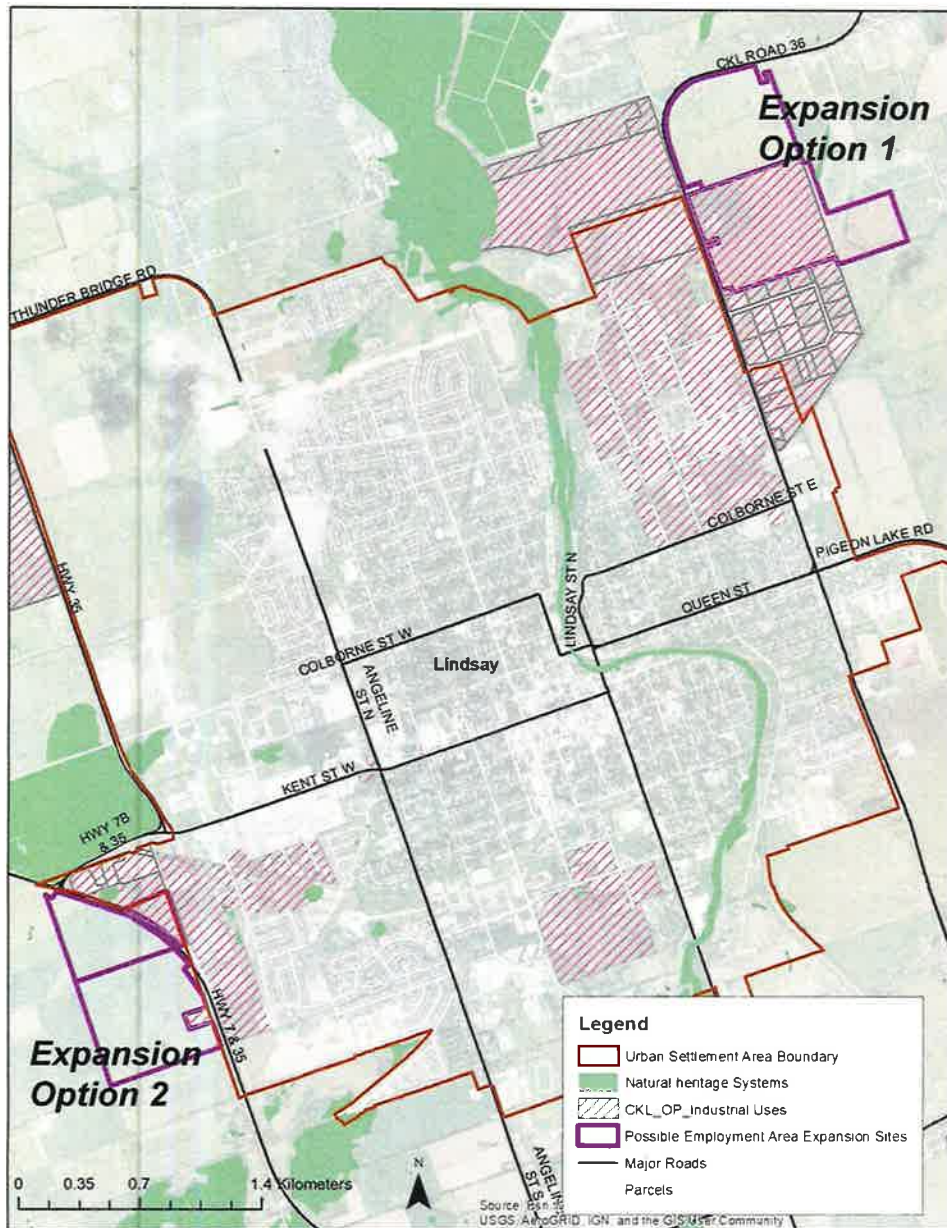
Employment Conversions – Sites Analysis



- Site 6 – Identified for conversion based on land use designation (Prestige Employment) vs. service commercial uses on site
- Existing uses include institutional, light industrial and service commercial (mainly electrical suppliers). Secondary Plan identifies the site as service commercial.
- Site close to Highway 7 and can have direct access through Kent Street
- Recommended that designation to be updated to service commercial based on the existing / proposed uses.



Draft Employment Area Expansion Sites



- Both sites have proximity and access to major transportation corridors.
- Contiguous with existing designated Employment Areas - ensures critical mass.
- Proximity to existing BUA boundaries - may be efficient to extend services to these areas.
- The areas (particularly sites along Highway 7) also have proximity to commercial uses.
- Availability of large parcels
- Partially designated rural employment.
- Option 1 identified as possible area that would transition into urban employment over time and Option 2 closer to commercial areas and may be more suitable for commercial / mix use uses (employment outside of employment areas)

Conclusions and Next Steps

Conclusions



- Settlement Area (including MZOs) of Lindsay has a surplus of Community Area land to 2051.
- Approximately 38 ha and 23 ha area required for future urban expansion in Fenelon Falls and Bobcaygeon respectively.
- There is a deficit of 41 ha of Employment Lands in Lindsay (after considering conversion of certain Employment Area sites to non-employment uses).

Next Steps



Phase 1 :

- Review and Completion of Technical Analysis (June 2024)
- Public Release of Memo / Summary of Key findings of Phase 1 Analysis (July 2024)

Phase 2 : Strategic Recommendations (July - August 2024)

- Strategic Recommendations (July - August 2024)

Phase 2 Consultation and Reporting (August to October 2024):

- Task Force Meeting (August 2024)
- Draft G.M.S. Report (September 2024)
- Presentation of final results to Council (October 2024)
- Study Report to be finalized in October 2024

Questions

The Corporation of the City of Kawartha Lakes
Minutes
Growth Management Strategy Task Force Meeting

GMSTF2024-01
Monday, January 29, 2024
3:00 P.M.
Electronic Participation Meeting

Members:
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Please contact AgendaItems@kawarthalakes.ca if you have an accessible accommodation request.

1. **Call to Order**

In attendance: Councillor Tracy Richardson, Chris Appleton, Gene Balfour, Paul Heeney, Anna Johnston.

Absent: David Webb

Staff in Attendance: Leah Barrie, Director of Development Services, Mark Jull, Policy Supervisor, Max Faulhammer, Planner II, Nancy Ord, Administrative Assistant.

Consultants in Attendance: Jamie Cook, Watson & Associates, Shaila Taku, Watson & Associates, Kelly Martel, Dillon Consulting

Observers: Jim Armstrong, Mike Barkwell, Allister Andrews of Digreen Homes

The meeting was called to order at 3:05 p.m. by L. Barrie with welcome, introduction of new Planning Staff Mark Jull, Policy Supervisor and Max Faulhammer, Planner II and a brief overview of the GMS project since the last Task Force meeting.

1.1 **Appointment of Chair**

L. Barrie called for nominations for Chair of the GMS Task Force after providing an overview of the details and responsibilities of the position.

Councillor Richardson nominated Chris Appleton and Gene Balfour seconded the nomination.

A call for second or third nominations heard none and saw none.

Chris Appleton accepted the nomination.

GMS2024.001

Moved By Councillor Richardson

Seconded By G. Balfour

That Chris Appleton be appointed as Chair of the GMS Task Force.

Carried

1.2 **Appointment of Vice Chair**

The meeting was turned over to Chair Appleton who extended congratulations to Leah Barrie on her new position as Director of Development Services and added positive comments on the contributions of retired Director Richard Holy.

Chair Appleton called for nominations for Vice Chair of the GMS Task Force.

G. Balfour nominated Councillor Richardson as Vice Chair and P. Heeney seconded the nomination.

A second and third call for nominations heard none and saw none.

Councillor Richardson accepted the nomination.

GMS2024.002

Moved By G. Balfour

Seconded By P. Heeney

That Councillor Richardson be appointed as Vice Chair of the GMS Task Force.

Carried

2. Adoption of Agenda

GMS2024.003

Moved By Councillor Richardson

Seconded By P. Heeney

That the agenda for the January 29, 2024 GMS Task Force meeting be adopted.

Carried

3. Declaration of Pecuniary Interest

There were no declarations of pecuniary interest disclosed.

4. Adoption of Minutes from March 24, 2023 GMS Meeting

GMS2024.004

Moved By Councillor Richardson

Seconded By C. Appleton

That the minutes of the March 24, 2023 meeting of the GMS Task Force be adopted.

Carried

5. Deputations

There were no deputations.

6. Correspondence

There was no correspondence presented.

7. New Business**7.1 GMS Project Update**

The Task Force viewed the attached slide presentation as J. Cook and S. Taku of Watson & Associated highlighted the following:

- **Project Update and Work Plan**

The timeline summarized activities from January 2023 to April 2023 when the GMS study was paused due to Provincial Bill 97 and the 2023 Draft Provincial Planning Statement. A revised and expanded GMS recommenced in September 2023 to address a land needs phasing plan for Lindsay, urban expansion for Fenelon Falls and Bobcaygeon and expansion options for the urban Employment area.

- **City of Kawartha Lakes Growth Scenarios.**

A series of graphs and tables showed plausible low, medium and high growth scenarios for both population and employment to 2051 with the City's 1.6% population growth rate scenario higher than the Provincial wide forecast. Population from 2021 to "buildout" in about 2063 for Lindsay is estimated at 74,100 persons and 38,800 jobs with a balanced 52% employment activity rate.

- **Draft Designated Greenfield Area (DGA) and Employment Area land needs.**

A series of graphs concluded:

- The Settlement area of Lindsay has a surplus of DGA Community Area lands (including Minister's Zoning Orders lands (MZOs) to 2051.
- Approximate 38 ha and 23 ha areas are required for future urban expansion in Fenelon Falls and Bobcaygeon.

- A small deficit of Employment lands to 2051 and which could increase if existing vacant Employment Areas (EAs) sites are converted to residential or other non-employment uses.

- **Phasing criteria and preliminary observations.**

Provincial and Regional direction in developing the City's draft phasing plan required consideration that the development area:

- Is a logical extension to the current built-up area?
- Provides for the completion of an existing urban area of the City?
- Makes the most efficient use of existing and planned water and wastewater infrastructure?
- Makes the most efficient use of existing and planned provincial/local transportation networks?
- Minimize impacts on active agriculture?

A series of colour coded aerial photos showed:

- the DGA Supply Inventory (including Provincially approved MZOs)
- Lindsay's DGA by Land Use
- The draft phasing criteria for Short term (Phase 1 2023 – 2031), Medium term (2031 – 2041) and Long term (2041 – Buildout estimated in 2063)

- **Next steps.**

Next steps were listed and concluded with the preparation of a GMS Study report by June 2024.

Questions raised by GMS Task Force members included:

- On the requirement to change Urban Boundaries to meet future land needs in Fenelon Falls, J. Cook indicated there was not enough land to accommodate growth and the boundary would need to expand by 34 ha. Key functions are properly managing and phasing development and, while Lindsay is the focus of varying options for growth, smaller centres will need to expand.

- Energy security and increased demand for energy to accommodate residential and commercial growth is an essential piece in land need expansion analysis and why was this not part of the planning project. Staff indicated the GMS and the objectives for the Task Force are required to look at very specific land growth topics and that additional topics such as energy will affect the next implementation stages.
- Preparation of the phasing plan is a positive exercise but how will aggressive “me first” developers be dealt with? In response J. Cook and L. Barrie referred to:
 - the GMS analysis, its defensible scenarios and logical phasing of servicing and infrastructure to areas further from the built up area.
 - Coordination with infrastructure and transportation Master Plans which involve public consultation and vetting the desires of the development community through internal feedback loops.
 - The critical role of monitoring over time to judge the pace of growth and the City’s Housing Pledge.
 - The GMS as an important and powerful study forming the foundations for decision making.
 - The GMS is still the most defensible way to respond to challenges and provides a strong technical basis despite Provincial changes that may occur.

7.2 GMS Work Plan

J. Cook outlined next steps leading to the final GMS Study report by June 2024 and after ongoing work to review:

- land needs location options,
- employment conversion analyses,
- strategic recommendations, and
- holding additional Task Force meetings to present GMS study findings.

Questions of the Task Force included:

- The critical importance of phasing to ensure growth areas have proper infrastructure and amenities, the challenges to intensification and how

other municipalities such as North Durham, have dealt with such pressures.

- Request to circulate the Slide Presentation to enable more detailed review and additional discussion at the next Task Force meeting.
- Clarification on what happens after the GMS study is approved by Council and how close will its recommendations guide future activities in light of MZO's which were thrust upon the city and appeared to have "jumped the gun".

L. Barrie referred to Council as the approval authority through Official Plan, Amendment and draft plan of subdivision approval procedures and that the GMS and Engineering Master Plans will form the cornerstones for Council decision-making. An Official Plan review and update to implement these studies will be a multi-year comprehensive project involving significant public consultation and engagement.

- Task Force members may benefit from media reports on GMS studies by other municipalities such as Peterborough and Hamilton.
- It was clarified the initiative for the City to undertake a GMS responds to the requirements of the Province and satisfies "best management practices" for land needs assessment as required in the Growth Plan and the Schedule 3 forecast.
- Is our planning process more complicated than 20 years ago? J. Cook referred to experience over the past twenty-five years, changes over time that reflect different government priorities either in adding prescriptive procedures or in reducing complexity, and the need for a strategic and comprehensive approach to address housing needs to 2051.
- The future potential for Artificial Intelligence (AI) in addressing complexity was suggested.
- While the Province has created an urgency for municipalities to get the "job done" in addressing the need for housing, the Province needs to address the limitations to builders in constructing new housing due to staffing and construction materials scarcities.
- Staff emphasized the important role the Task Force has in endorsing the GMS final project for Council's consideration.
- The Task Force unanimously recommended additional public input through an Open House "Q & A" format to further educate residents and to

add credibility to the process beyond the current opportunity to view deliverables on line or to attend public Council meetings.

L. Barrie indicated response and recommendations will be provided to the Task Force on this request after considering the very specific methodology required for the GMS, its technical nature, potential benefits to and results of additional public input. The importance of the Task Force in providing this feedback was emphasized and recent challenges by the pandemic and the GMS study pause had limited opportunities for open forum public input.

Councillor Richardson left the meeting a 4:36 p.m.

8. Other Business

No other business was presented.

9. Next Meeting

Options for the next meeting would be provided based on staff and consultant availability and after canvassing Task Force members.

10. Adjournment

GMS2024.005

Moved By P. Heeney

Seconded By A. Johnston

That the Growth Management Strategy Task Force meeting be adjourned at 5:05 p.m.

Carried

The Corporation of the City of Kawartha Lakes
Minutes
Growth Management Strategy Task Force Meeting

GMSTF2023-03
Friday, March 24, 2023
1:00 P.M.
Electronic Participation Meeting

Members:
Deputy Mayor Tracy Richardson
Chris Appleton
Gene Balfour
Paul Heeney
Anna Johnston
David Webb

Accessible formats and communication supports are available upon request. The City of Kawartha Lakes is committed to accessibility for persons with disabilities. Please contact AgendaItems@kawarthalakes.ca if you have an accessible accommodation request.

1. Call to Order

In attendance: Deputy Mayor Tracy Richardson, Chris Appleton, Gene Balfour, Paul Heeney, Anna Johnston, David Webb.

Absent: None

Staff in Attendance: Leah Barrie, Manager of Planning, Paul Pentikainen, Policy Supervisor, Nancy Ord, Administrative Assistant.

Absent: Richard Holy, Director of Development Services

Consultants in Attendance: Jamie Cook, Watson & Associates, Shaila Taku, Watson & Associates

Observers: Jim Armstrong

The meeting was called to order at 1:04 p.m. by Chair Appleton.

2. Adoption of Agenda

GMS2023.009

Moved By Deputy Mayor Richardson

Seconded By D. Webb

.**That** the agenda for the March 24, 2023 GMS Task Force meeting be adopted.

Carried

3. Declaration of Pecuniary Interest

There were no declarations of pecuniary interest disclosed.

4. Adoption of Minutes from February 17, 2023 GMS Task Force meeting.

GMS2023.010

Moved By Deputy Mayor Richardson

Seconded By D. Webb

That the minutes of the February 17, 2023 meeting of the GMS Task Force be adopted.

Carried

5. Deputations

There were no deputations.

6. Correspondence

There was no correspondence presented.

7. New Business

7.1 Discussion of Draft Growth Forecast and Draft Growth Options presented at February 17, 2023 GMS meeting.

J. Cook invited and received the following TF questions/discussion:

- The differences between 1.2% increase for the population forecast scenario and 1.3% increase for employment forecast scenarios reflect differing topics and population growth at a slower rate.
- Removal of the word “reference” for City of Kawartha Lakes – Population Growth Scenarios Annual Growth Rate Table (Slide 17) for clarity and consistency.
- The MZOs have been approved for higher density development and deterrents are apparent for creating 1.0 or 2.0 acre unserviced lots in lower density wooded and rural areas. Staff and the consultant referred to Provincial Policy Statement and Official Plan policy focus on development in settlement areas to meet the Province’s growth targets and to reflect rural character, protect agricultural uses, natural features and to enable development in hamlet and waterfront areas for efficient use and sustainability of services.
- The focus of the GMS to meet Provincial targets is not on rural growth but the success and vitality of hamlet and village areas is not to be impeded.
- How would the growth options change if the approved MZOs had not taken place and have the MZOs affected efforts at intensification? Cook referred to the GMS and the Province’s growth allocations as a “top down exercise” reflecting macro-economic factors with the MZOs a by-product of that pressure and a tool for the Province to expedite the approval of land and creation of housing.

7.1.1 Impacts and Opportunities from Growth Options on Bobcaygeon, Fenelon Falls and Omemee

Questions/comments of the TF included:

- Concern that the MZOs are disadvantaging Fenelon Falls and other smaller settlement areas and will focus growth on the built up settlement areas. The consultant provided a counter view and referred to the need to balance the macro-economic picture with policy and the importance of market forces indicating that even without the MZOs, the focus to meet the Province's growth allocations would be in Lindsay and would not fundamentally change the growth for Fenelon Falls.
- Question regarding how much land is available for infilling and under utilized lands for intensification, J. Cook and S. Taku referred to a series of maps on land supply, noting that the previously presented supply and land needs calculations have been refined:
 - Potential supply of 7,140 housing units in active development applications (approved, draft approved or in review) with 6,030 in the Urban Settlements areas) and the three year housing demand is 2,160 units.
 - By settlement areas, 74% of active applications (excluding MZOs) are in Lindsay, 12% in Bobcaygeon, Fenelon Falls and Omemee and 14% in the remaining rural areas. The share of units in active applications by Policy Area (Designated Growth Area (DGA) 75%, Built Up Area (BUA) 11% and Rural 14%).
 - The analysis has been reviewed to remove undevelopable lands and largely reflects servicing limitations/potential. Cook indicated a general statement can be added to indicate the supply is overstated if necessary.
 - 5,400 housing units are estimated on vacant lands (excluding MZOs, land designated residential with no active applications) with 58% in Lindsay, 16% in Bobcaygeon, 17% in Fenelon Falls and 9% in Omemee.
 - Kawartha Lakes BUA (Built Urban Area) has a total intensification potential of 4,800 housing units or 22% of the 2021 – 2051 forecast.
- The intensification supply has been analyzed with the input of the staff Technical Advisory Team; it is very speculative to quantify but includes

lands in urban nodes, redevelopment areas in the downtown, redevelopment of mixed retail/commercial areas, older retail areas.

- Provided was an overview of intensification opportunities (aging population and housing affordability) and challenges (smaller settlement areas with lesser amenities, lower market demand for high density housing, limited supply of sites, competing Designated Greenfield Area (DGA)/MZOs).

7.1.2 Review of questions submitted prior to meeting

TF questions referred to the following:

- Is the City prepared to support servicing at these growth rates? Barrie provided an overview of the cost and budgeting options City Council must consider for new development proposals to ensure servicing.
- The lack of trades involved in the housing construction industry is an issue the GMS should acknowledge.
- Are areas that require a well and septic at a disadvantage in getting approvals and are they a preferred servicing method? Barrie provided an overview of the variety of issues for development in unserviced areas such as access to assumed municipal roads, zoning by-law requirements and standards for existing and new lots of record.
- Has the City taken any steps to incentivize intensification? Can the TF recommend options such as reduced service connection charges, reduced planning application fees? Staff were not aware of a specific City Council program but planning application procedures are designed with developers to prioritize projects, preconsult and encourage opportunities for higher intensification, apply to programs through Human Services/Housing, support for zoning and Official Plan amendments and waiving of fees for affordable housing projects that meet the provincial definition.
- A topic for TF discussion/review are options recommended for City Council to encourage intensification (e.g. reducing fees, reducing application processing times, reductions in zoning requirements to encourage infilling in existing neighbourhoods.)
- There is a need to change the mindset of developers coming to the City as they may not want to intensify and have a vision of Kawartha Lakes as low density rural environment.

S. Taku referred to a previously circulated series of maps illustrating the vacant Built Urban Areas and vacant Designated Greenfield Areas (DGA) for Lindsay, Bobcaygeon, Fenelon Falls and Omemee. The maps do not layer the MZO areas and refine the DGA land needs with the key changes including revisions in land areas and lower density assumptions for Bobcaygeon, Fenelon Falls and Omemee.

J. Cook referred to an overall surplus of DGA land needs for the City of 32 hectares and indicated follow up with the Province will attempt to tailor Kawartha Lakes' growth forecasts and ensure the surplus will not be a detriment to expanding DGA boundaries in Bobcaygeon or Fenelon Falls.

Task Force comments raised the following:

- Agreement that Kawartha Lakes is distinct and a “cookie cutter” approach from the Province does not reflect its size and the number of smaller settlement areas with servicing constraints.
- If discussions with the Province for a Kawartha Lakes specific approach are not possible, that City Council take a practical approach that acknowledges the MZOs take care of the lands needs for Lindsay and focus on Fenelon Falls and Bobcaygeon.
- Cook indicated the GMS reporting will be comprehensive and can be the basis for pointing to Kawartha Lakes' uniqueness.
- Compliments were extended to the consultant on the GMS work undertaken and the importance of the GMS in ensuring sustainable and responsible growth.

7.2 Task Force Work Product

L. Barrie provided an overview of the TF's role beyond the GMS Terms of Reference which will result in a memorandum prepared by the Chair with assistance from and submission to the Planning Division. The Chair's memorandum will identify TF recommendations on the final growth scenarios either supporting, endorsing or disagreeing if appropriate with the GMS deliverables. At this stage the GMS is an internal draft document.

7.3 Public Engagement

TF suggested that education be the primary focus for public engagement in the next stages of the GMS once conclusions and recommendations have been prepared.

Once the consultants have developed GMS recommendations and a more finalized product, outreach and public engagement be a topic for an upcoming TF meeting agenda.

The importance of TF recommendations to assist City Council were stressed.

8. Other Business

No other business was presented.

9. Next Meeting

Options for the next meeting to be provided based on staff and consultant availability.

10. Adjournment

GMS2023.011

Moved By D. Webb

Seconded By A. Johnston

That the Growth Management Strategy Task Force meeting be adjourned at 3:10 p.m.

Carried



 Watson
& Associates
ECONOMISTS LTD.



City of Kawartha Lakes G.M.S.

Task Force meeting
January 2024

Discussion Points



- Project update and workplan
- City of Kawartha Lakes growth scenarios
- Lindsay Settlement Area – buildout population and employment
- Draft DGA & Employment Area land needs
- Phasing criteria and preliminary observations
- Next Steps

Project Update

2

Project Update and Workplan Timeline



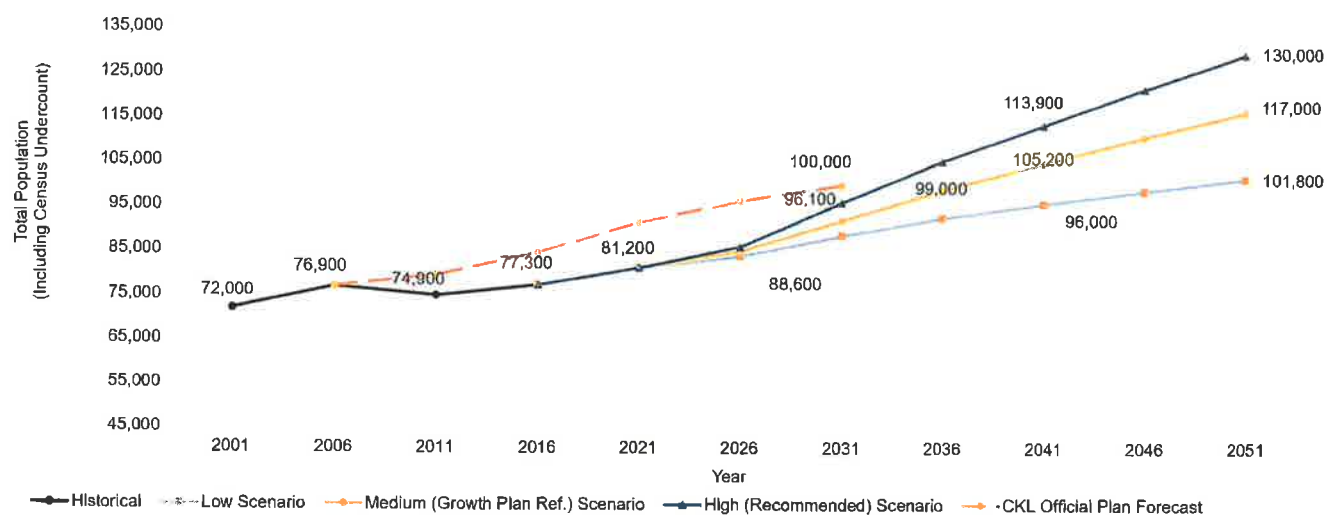
- January 2023 – Key G.M.S. findings to C.O.W.
- February 2023 – City of Kawartha Lakes Growth Scenarios
- February / March 2023 Task Force Meeting – Draft Land Needs Analysis
- April 2023 – Bill 97 and Provincial Planning Statement (2023) – **Project paused**
- September 2023 – Study re-commenced, and Scope of Work revised and expanded to include:
 - Phasing plan and buildout analysis for Lindsay
 - Urban expansion location analysis for Fenelon Falls and Bobcaygeon
 - Expansion options for urban Employment Areas

Growth Scenarios

4

City of Kawartha Lakes GMS

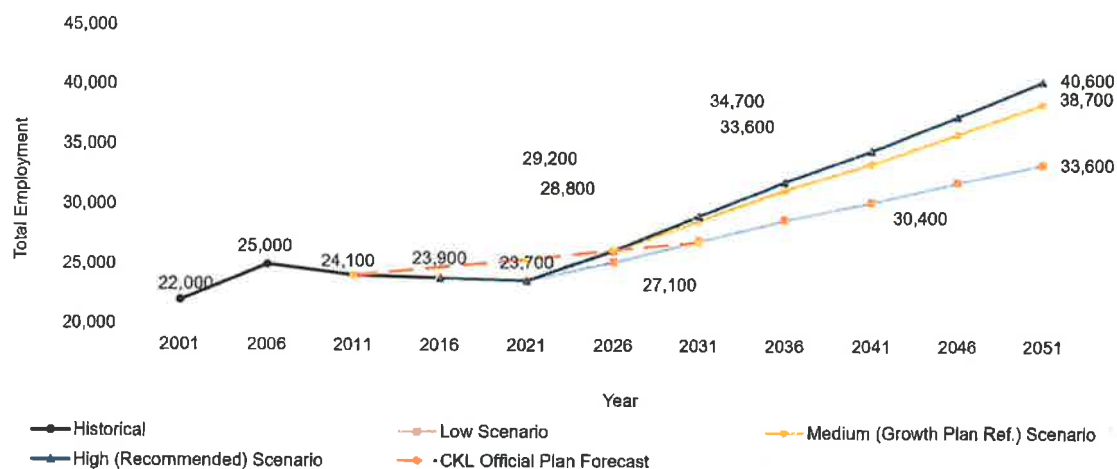
Population Growth Scenarios



Note: Population includes net Census undercount
 Source: Historical derived from Statistics Canada Census data. 2001 to 2021, Low, Medium and High Scenarios by Watson & Associates Economists Ltd

	Annual Growth Rate				
	2001-2016	2016-2021	2021-2031	2021-2041	2021-2051
Historical	0.47%	0.99%			
Low Scenario			0.88%	0.84%	0.8%
Medium (Growth Plan Reference) Scenario			1.26%	1.30%	1.2%
High (Recommended) Scenario			1.70%	1.71%	1.6%

City of Kawartha Lakes Employment Forecast Scenarios



Low
Scenario
Growth
Rate
1.3%

High
Scenario
Growth
Rate
1.9%

Note: Total employment includes no fixed place of work and work at home employment.
Source: Historical derived from Statistics Canada Census data, 2001 to 2021. Low, Reference and High Scenarios by Watson & Associates Economists Ltd.

Historical based on Statistics Canada Census Data and EMSI Estimate; Forecast by Watson & Associates Economists Ltd.
Based on Growth Plan Targets.

City of Kawartha Lakes GMS

Lindsay – High Scenario



Year	Lindsay Population (2021 - Buildout)	Lindsay Employment (2021 - Buildout)	Lindsay Employment Activity Rate (2021 - Buildout)
2021	23,600	15,800	68%
2026	27,200	18,100	67%
2031	35,100	20,900	60%
2036	42,600	23,400	55%
2041	48,500	26,100	54%
2046	53,900	29,100	54%
2051	59,700	31,400	53%
Buildout ~ 2063	74,100	38,800	52%

DGA and Employment Land Needs

8

City of Kawartha Lakes GMS

Overview of DGA Land Needs Scenarios



	Option 1	Option 2	Option 3 (Recommended Option)
DGA Density (People and Jobs / ha)	40	45	45
Intensification % (2021-2051)	30%	30%	20%

Intensification - Housing Growth in Built Up Area boundary

DGA Community Area - Area outside of Built-Up Area & excluding Employment Areas

**Option 3 recommended (Task Force Meeting –
January / February 2023)**

Draft DGA Land Needs



DGA Density - 2051 : 20 % Intensification ; 45 People & Jobs / ha (Reference / High Scenario)					
	Lindsay	Fenelon Falls	Bobcaygeon	Omeme	City of Kawartha Lakes
DGA Population in 2051	33,530	3,610	4,550	810	42,500
Number of DGA Jobs in 2051	3,690	250	320	50	4,310
Population and Jobs in 2051	37,220	3,860	4,870	860	46,810
Total DGA Area in ha (Including MZO's)	1,105	64	106	75	1,349
Density Target (people & jobs / ha)	48	38	38	30	45
DGA Land Demand to achieve 45 people & Jobs / ha (ha)	776	102	128	29	1034
DGA Land Needs (ha)	329	-38	-23	46	315

Area required for future urban expansion –

- Fenelon Falls ~ 38 ha

- Bobcaygeon ~ 23 ha

Draft DGA Land Needs – Lindsay (Excluding MZOs)

		Lindsay
DGA Population in 2051	A	33,530
Number of DGA Jobs in 2051	B	3,690
Population and Jobs in 2051	C = A+B	37,220
Total DGA Area in ha (Excluding MZOs)	D	541
Density Target (people & jobs / ha)		48
DGA Land Demand to achieve 45 people & Jobs / ha (ha)		776
DGA Land Needs (ha)		-235
Additional area under MZOs outside of Settlement Area		564
Surplus DGA Land Needs including MZOs		329

Draft Employment Land Needs to 2051 – High Scenario



		Lindsay	Bobcaygeon	Fenelon Falls	Omemmee
Employment Growth On Emp Lands	A	1480	20	130	20
Growth Accommodated through Intensification (5%)	$B = 0.05 * A$	74	1	7	1
Employment Growth Adjusted for Intensification	$C = A - B$	1406	19	123	19
Density Assumption (jobs/net ha)	D	22	12	12	7
Land Required (ha)	$E = C / D$	64	2	10	3
Vacant Employment Land (ha)	F	73	0	9	4
Gross Vacant Employment Land adjusted for land Vacancy (ha)	$G = 0.85 * F$	62	0	8	3
Vacant Employment Area Land Need, Net Ha	$H = G - F$	-2	-1	-3	1

Empl Land Deficit **

6 Net ha (8 gross ha)

*** The deficit will increase if the vacant Employment Areas are converted to residential or other non employment uses*

Urban Land Needs Conclusions



- The Settlement Area of Lindsay has a surplus of DGA Community Area (including MZOs) to 2051
- Approximately 38 ha and 23 ha area required for future urban expansion in Fenelon Falls and Bobcaygeon respectively
- There is a small deficit of Employment Lands to 2051 and deficit can increase if existing vacant EA sites are converted

Phasing Criteria

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Provincial and Regional Directions –



Phasing Plan Should be Designed to:

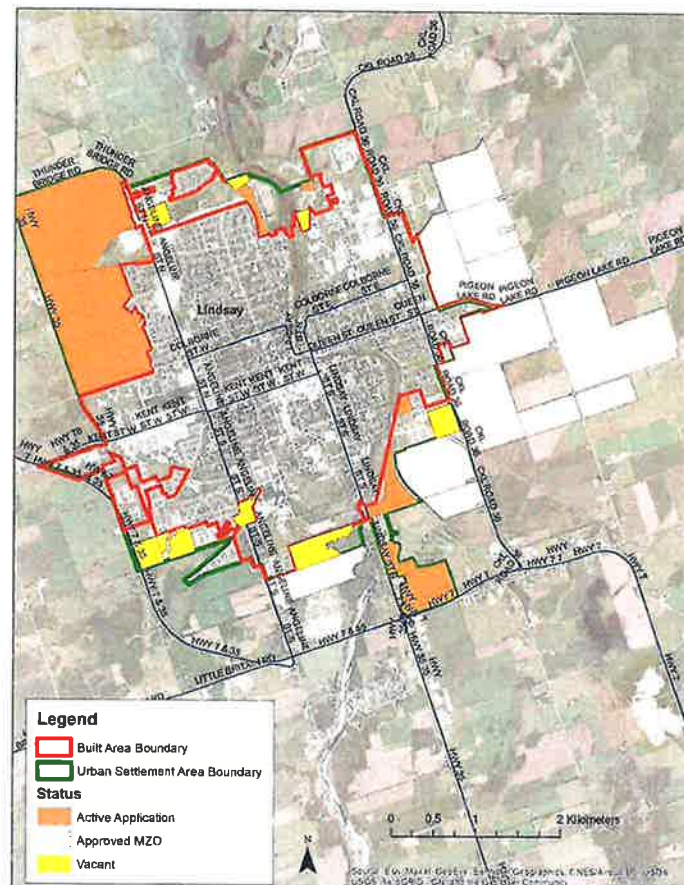
1. Achieve complete communities;
2. Support new development adjacent to existing built up areas;
3. Optimize existing infrastructure;
4. Support the introduction of transportation links; and
5. Prolong agricultural uses as long as feasible.

Draft Phasing Criteria



- **Is the development area a logical extension to the current built-up area?**
Lands close to already developed lands – lands under development considered.
- **Will the selection of the development area provide for the completion of an existing urban area in the City?**
Complete communities has been a long-standing planning principle
- **Will the selection of the development area make the most efficient use of existing and planned water and wastewater infrastructure?**
- **Will the selection of the development area make the most efficient use of the existing and planned Provincial / Local transportation network?**
- **Does the location of the expansion area minimize impacts on active agriculture?**

Summary of DGA Supply Inventory including MZO lands





-

Next Steps



- Location Options – Draft Criteria / Potential Sites (Early Feb 2024)
- Draft Findings on Employment conversion analysis (Early Feb 2024)
- Task Force Meeting / TAT / SMT with Preliminary Phase 2 Findings (February / Early March 2024)
- Strategic Recommendations (April 2024)
- Draft Report (April 2024)
- Task Force Meeting - Study Findings (May 2024)
- Study Report (June 2024)

Questions

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