



City of
Peterborough

To: Members of the General Committee

From: Blair Nelson, Commissioner, Infrastructure, Planning and Growth Management

Meeting Date: March 10, 2025

Report: Strategic Growth Areas Project Update and Expansion of Community Planning Permit By-law Scope, Report IPGPL25-011

Subject

A report to provide a project update on the Secondary Plan and Community Planning Permit (CPP) By-law for the Strategic Growth Areas and to recommend implementation options for the remaining areas of the city.

Recommendations

That Council approve the recommendations outlined in Report IPGPL25-011, dated March 10, 2025 of the Commissioner of Infrastructure, Planning and Growth Management as follows:

- a) That the update presentation on the Secondary Plan and Community Planning Permit By-law project for the City's Strategic Growth Areas by Dillon Consulting Ltd., and Report IPGPL25-011 be received; and
- b) That Staff be directed to proceed with Option 2 described Report IPGPL25-011 and expand the scope of work for the CPP By-law to implement a city-wide CPP By-law.

Executive Summary

- The **Planning Act** requires the City to implement the new Official Plan with a Zoning By-law update and/or a Community Planning Permit By-law within three years of the new Official Plan coming into effect (i.e., April 11, 2026).

- The implementation of a CPP By-law is one of the seven initiatives identified in the City's Action Plan for Round Two of the Housing Accelerator Fund (HAF2).
- A city-wide Community Planning Permit By-law offers the highest opportunity for efficiencies in the development approvals process and ability to leverage community benefits on a greater scale.
- Council direction to proceed with a city-wide Community Planning Permit By-law can be implemented in a timely manner and can be accommodated within the uncommitted balance of the 2024 Capital Budget.
- Regardless of whether the ongoing Community Planning Permit By-law is extended city-wide, the City is required by legislation to implement the new Official Plan by April, 2026 coinciding with the timing of the presentation of the final version of the Community Planning Permit By-law for Council's consideration.

Background

On December 9, 2024, Council requested staff to report further to General Committee as the Secondary Plan and Community Planning Permit (CPP) By-law project advances through the next Phase of the project, including summaries of Round 2 engagement activities.

The Project Team is currently in the process of completing Phase 3 of the project, which focuses on illustrating what growth and intensification could look like in the Strategic Growth Areas. The project lead, Dillon Consulting, has prepared a presentation to provide Council with an understanding of the project purpose, a summary of community consultation, the proposed classes of approval authority, land uses and maximum building heights and project timelines. Additionally, a preliminary Secondary Plan concept and draft Secondary Plan and CPP By-law framework will be presented, together with an outline of the next steps in the process.

Implementation Options for Areas Outside of Strategic Growth Areas

A CPP By-law may apply to specific geographic areas or to the entire city, replacing the City's existing Zoning By-law in its entirety. The **Planning Act** requires that the Official Plan be implemented with a new Zoning By-law or Community Planning Permit By-law within three years of the Official Plan coming into effect (i.e., April 11, 2026).

Through the Streamline Development Approvals Fund, the City completed a Community Planning Permit System (CPPS) Background Review and Strategic Directions Report (Report IPGPL23-005) to recommend geographic options for implementing the CPPS and respective cost/benefit analysis for each option relating to financial impacts, resources and implementation. More specifically, the Report explored three geographic

options for the implementation of a CPPS: 1) City-wide; 2) the Strategic Growth Areas; and, 3) the Central Area.

The implementation of a CPP By-law is also an initiative under the City's Action Plan for HAF2. In order to leverage timing and resource efficiencies and meet HAF2 deadlines, the City now also needs to determine the preferred implementation option for the remaining areas of the city located outside the Strategic Growth Areas. Implementation options for the remaining areas of the city are as follows:

Option 1: Initiate Zoning By-law Review outside of Strategic Growth Areas

For Option 1, staff will need to initiate the Procurement Process and issue a Request for Proposals for consulting services to update the City's Comprehensive Zoning By-law to implement the new Official Plan. In addition, given that it would be independent of the ongoing Strategic Growth Areas CPP By-law project, additional capital funding (approx. \$200,000 to \$300,000.00) would be required to be pre-committed from the 2026 Capital budget to facilitate the review. Considering the timeline required for the City to complete the procurement process and onboard the consultant, the City would have approximately one year to complete a comprehensive update to its Zoning By-Law for those areas outside the City's Strategic Growth Areas.

The end result would mean the creation of a dual system in which a Zoning By-law and CPP By-law would be in force for different geographic areas of the city. This introduces the potential for uncertainty and confusion for applicants regarding the applicable development approval process.

While this option does not preclude the future implementation of a CPP by-law for the remaining areas of the city, this phased-in approach has cost and change management implications where the City will incur both the cost of updating the comprehensive zoning by-law and implementing a CPP By-law as well as changes to the development approvals process and systems (e.g., AMANDA). Examples of municipalities that have implemented an area-specific CPP By-law which then later considered the implementation of a municipality-wide CPP By-law include the Township of Lake of Bays (Township-wide CPP By-law currently in effect) and Town of Innisfil (town-wide CPP By-law currently in progress).

Option 2: Implement a City-wide CPP By-law

For Option 2, the City included a provisional work scope (Part B) within the RFP that was tendered for the current Secondary Plan and CPP By-law project related to the Strategic Growth Areas. All proponents were asked to include costing and proposed work plans for the potential of expansion of the CPP By-law component to the balance of the City and evaluated accordingly. Subject to Council direction, the City will initiate Part B of the contract and the scope of work with Dillon Consulting to expand the CPP By-law to the balance of the city, in accordance with the approval and award of the project in June 2024 (Report IPGPL24-018).

Through their work to date on the Secondary Plan and CPP By-law for the Strategic Growth Areas, Dillon Consulting is familiar with the City's Official Plan, recent studies, Master Plans, and other relevant data and information in order to implement the Official Plan policy framework for the areas outside the Strategic Growth Areas. While this option would involve additional up-front implementation work to replace the entirety of the City's Zoning By-law, the expected completion date for the city-wide CPP By-law aligns with the milestones and deadlines in the City's HAF2 application.

A city-wide CPP By-law provides the City with an opportunity to plan for growth in a comprehensive manner using one land use regulation tool system and can leverage that tool's ability to require "facilities, services and matters" (i.e., community benefits) on a city-wide basis. Since Option 2 was contemplated within the procurement process and builds on the ongoing work, the cost of the additional work at this point in the process is much less than what staff would expect for an independent process contemplated in Option 1. The uncommitted budget from 2024 is sufficient to support the work contemplated in Option 2, and no further budget is required.

Option 2 also offers the highest opportunity for efficiencies in timing and resources. A city-wide CPP by-law would avoid potential process confusion and would remove the need to administer two distinct land use approval processes. A city-wide CPP by-law would replace the need for the Committee of Adjustment to deal with minor variances which today make up over 80% of the City's planning application volume. Lastly, Option 2 will also reduce the administrative burden of provincial data reporting requirements under O.Reg. 73/23 by eliminating zoning by-law amendments, site plan and minor variance applications. Community Planning Permit applications are not subject to the Province's quarterly reporting requirements.

The specific topic of the potential implementation of a city-wide CPP By-law was discussed with the Business and Property Owners Group on October 29, 2024. The Business and Property Owners Group, which includes members of the development community, Downtown Business Improvement Association (DBIA), Trent University, architects and planners, expressed support for a city-wide Community Planning Permit By-law.

Strategic Plan

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| Strategic Pillar: | Growth & Economic Development |
| Strategic Priority: | Plan for mid-density and high-density mixed-use neighbourhoods to make the most efficient use of land and municipal services and provide affordable options for residents. |
| Strategic Pillar: | Governance & Fiscal Sustainability |
| Strategic Priority: | Support review/update of City's by-laws to make them effective and efficient, meeting the needs of our growing City. |

The implementation of a city-wide CPP By-law will streamline the development approvals process with a 45-day legislated timeframe for approvals in contrast to the minimum 150-day cumulative timeframe for the current development approvals process. The CPP By-law also enables the City to consider increased height and density in exchange for services, facilities and matters (e.g., affordable housing).

Engagement and Consultation

A Community and Indigenous Engagement Plan was developed to outline the approach for conducting engagement throughout the current Strategic Growth Areas' project and capturing feedback and input from the public, Indigenous Rights Holders, and other interested and impacted parties. In accordance with the Engagement Plan, three engagement groups have been established to collaborate with the Project Team through the various phases of the project, namely:

- City and Agency Working Group comprised of staff from various City departments, school boards, Conservation Authority, and utilities;
- Community Advisory Group comprised of members from community organizations, representatives of City Advisory Committees and community-at-large members; and,
- Business and Property Owners Group comprised of members of the development and business community.

To date, the Project Team has held two meetings with each of three engagement groups to introduce the project, establish the guiding principles for the secondary plan, identify issues and opportunities for the Strategic Growth Areas and discuss the preliminary secondary plan concepts.

Indigenous outreach has been initiated with Alderville First Nation, Curve Lake First Nation, Hiawatha First Nation, Mississaugas of Scugog Island First Nation, Nogojiwanong Friendship Centre, Peterborough and District Wapiti Metis Council and Williams Treaty First Nations.

Expanding the Community Planning Permit System to the balance of the City, as recommended in Option 2, will result in an expanded engagement plan. Additional communication and community engagement will be needed to consider classes of development and regulations for neighbourhoods and employment areas that are not captured within the Strategic Growth Areas. This engagement will inform part of the CPP by-law, with guidance provided by the existing Official Plan policies.

Table 1 describes the community outreach completed to date:

Table 1: Summary of Community Engagement

Date	Description	Participation Rate
October 29, 2024	Coffee Conversation Drop-in Session at the McDonnell Activity Centre regarding project introduction, guiding principles, issues and opportunities	30+ attendees
October 28 to November 22, 2024	Online survey and mapping poll on Connect Peterborough regarding project introduction, guiding principles, issues and opportunities	250 survey responses and 190+ mapping pins
November 13, 2024	Pop-up booth at the Peterborough Regional Farmer's Market regarding project introduction, guiding principles, issues and opportunities	40 attendees
February 6, 2025	Community meeting at the Healthy Planet Arena regarding secondary plan concepts (land uses, building heights, transportation, parks and open space)	130+ attendees
February 6 to March, 2025	Online survey and mapping poll on Connect Peterborough regarding secondary plan concepts	Not available - in progress
On-going	Email updates to project subscribers	1,200 subscribers

Several common themes and recurring comments have been raised from the community engagement sessions and meetings, including:

- Need for the tool to be flexible recognizing that in the fullness of time, community priorities/needs may change;
- Providing certainty in development approvals processes and improved timelines;
- Need for affordable housing, housing for those with accessibility needs, green space and improvements to transit and active transportation facilities;
- Ensuring growth pays for growth and that growth is sustainable in the context of the pace of infrastructure improvements;

- Utilizing a climate lens with new development and redevelopment (e.g., net-zero development, electric vehicles infrastructure, green roofs, energy efficiency, protection of tree canopy);
- General support for additional building height in exchange for community benefits (e.g., affordable housing); however, some sensitivity around building heights and adjacent low density residential neighbourhoods was expressed; and,
- Need for public education on the trade-offs associated with development and encourage the use of 3D images and interactive tools to facilitate discussions regarding building height and community benefits.

Budget and Financial Implications

The establishment of a CPPS for the City's Strategic Growth Areas is one of the seven initiatives identified in the City's Action Plan for HAF2. Through HAF2, the City is eligible for \$10.69M, which will be disbursed in four instalments (\$2.67M per instalment) over three years contingent on the City meeting the milestones and timelines described in all seven initiatives.

Should Council decide to proceed with the implementation of a city-wide CPP By-law, a provisional item is included in the contract with Dillon Consulting to expand the CPP By-law to the balance of the city subject to this direction. A provisional amount of \$162,500.00 plus 10% contingency is to be funded through the 2024 Capital Budget uncommitted balance, as identified in the Award Report to Administrative Staff Committee in June, 2024 (Report IPGPL24-018). This expanded scope of work and its anticipated completion date meet the milestone and timeline commitments of the HAF2 initiative.

Should Council decide not to proceed with the implementation of a city-wide CPP By-law, staff anticipate that \$500,000 will be required to complete a Comprehensive Zoning By-law Review. Currently, the CPPS project is being jointly funded by two capital projects, the Zoning By-law Update (Questica Reference 19-101) and Secondary Plans (Questica Reference 19-102). The additional required budget will need to be pre-committed in the 2026 budget to the Zoning By-law Update project to allow the work to commence immediately and meet legislative requirements. This can be achieved by pre-committing an additional \$300,000 from the 2026 capital levy to the project.

Conclusion

The implementation of a CPP By-law is a key initiative identified in the City's Action Plan for HAF2. The City has explored the use of the CPPS through a best practices review and a comparative analysis of three geographic options. Based on the work completed to date and City commitments through HAF2, expanding the scope of work to include

the creation of a city-wide CPP By-law will better leverage opportunities for efficiency and community benefits while maintaining the milestone deadlines defined in the City's HAF2 application.

Submitted by,

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