



City of
Peterborough

To: **Members of the General Committee**

From: **David J. Potts, Commissioner, Legislative Services**
Richard Freymond, Commissioner, Finance & Corporate Support Services

Meeting Date: **October 20, 2025**

Report: **Real Property Management and Partnership for Affordable Residential Development Policy Report, LSRS25-015**

Subject

A report to recommend Council's adoption of policies to foster partnerships to develop housing through the Real Property Management Policy, including Real Property Inventory, and the City of Peterborough Partnership Policy for Affordable Residential Development.

Recommendations

That Council approve the recommendations outlined in Report LSRS25-015, dated October 20, 2025, of the Commissioner, Legislative Services and Commissioner, Finance and Corporate Support Services as follows:

- a) That the Real Property Management Policy attached as Appendix A to Report LSRS25-015 be approved.
- b) That the City of Peterborough Housing Partnership Policy for Affordable Residential Development attached as Appendix B to Report LSRS25-015 be approved.
- c) That Council repeal By-law 95-62 (By-Law to Establish Procedures Governing the Sale of Real Property) and that the Real Property Management Policy, as presented in Report LSRS25-015, be adopted in its place.

Executive Summary

- This report introduces a Real Property Management Policy which establishes a land management system, a transparent process for declaring land surplus, a disposition framework, and clear procedures and safeguards (valuations, covenants, reversion rights, security instruments) for transfers and direct land partnerships to accelerate affordable and accessible housing development.
- The report also introduces the City of Peterborough Housing Partnership Policy for Affordable Residential Development developed by SHS Consulting Inc.
- This report and the adoption of these Policies align with the City's commitments as part of the Housing Accelerator Fund 2 (HAF2) funding under Initiative 5 - Make City-owned land available and foster partnerships to develop housing.

Background

As detailed through Report IPGPL25-012, Housing Accelerator Fund 2 Program Update, dated March 10, 2025, an update was provided to Council on the City's commitments resulting from the successful Housing Accelerator Fund 2 (HAF2) application.

The City committed through its HAF2 agreement to carry out seven initiatives, one of which is to make City-owned land available and foster partnerships to develop housing. This initiative aims to leverage surplus and underused public land for housing redevelopment, establish a municipal land inventory and management policy for promoting the best and highest use or disposition of municipally owned land, prioritizing the development of affordable housing. The initiative will also establish a framework to undertake partnerships with developers to facilitate development. This initiative will enable residential development projects which would otherwise not proceed without the benefit of municipal lands and/or partnership, prioritizing affordable housing. Two milestones under this initiative are required to be fulfilled, including:

1. Approve a Partnership Policy; and
2. Council Adoption of City of Peterborough Real Property Management Policy, including City-Owned Real Property Inventory.

City of Peterborough Real Property Land Management Policy

The Real Property Management Policy, attached as Appendix A, was developed by the City's Realty Services Division to establish a single, consistent framework for the City's land inventory, acquisitions, holdings and dispositions. The Policy's purpose is to ensure compliance with the Municipal Act, 2001, protect municipal interests, and to manage City land strategically to deliver social, economic and environmental community benefits, as well as be a replacement to By-Law to 95-62 (Appendix D).

The Policy establishes a geo-referenced, auditable land inventory of all City-owned properties (Appendix C). Staff will update the inventory yearly without requiring a policy amendment. The Policy guides acquisitions, holdings and dispositions, prioritizes land for affordable and accessible housing, and ensures proactive management to meet municipal objectives, including infrastructure and strategic development.

The Policy centralizes implementation and oversight in Realty Services, with coordinated input from Planning, Development and Urban Design Infrastructure & Planning Services, Finance, Legal Services, Facilities & Property Management, and Social Services (Housing). It was developed in consultation with these Divisions and informed by a review of best practices from other municipalities. The Policy requires transparent reporting, quarterly briefings to senior leadership and an annual Council report on the land inventory and dispositions as approved by Council.

City of Peterborough Housing Partnership Policy for Affordable Residential Development

The Facilities and Property Management Division led the initiative for The City of Peterborough Housing Partnership Policy for Affordable Residential Development, attached as Appendix B.

This initiative aims to leverage surplus and underused public land for housing redevelopment, establish a municipal land inventory and management policy for promoting the best and highest use or disposition of municipally owned land, prioritizing the development of affordable housing. The initiative will also establish a framework to undertake partnerships with developers to facilitate development. This initiative will enable residential development projects which would otherwise not proceed without the benefit of municipal lands and/or partnership, prioritizing affordable housing.

SHS Consulting Inc. (SHS) was engaged to develop a Partnership Policy with the primary purpose of outlining the City's approach in evaluating and pursuing a public-private partnership for the development of affordable residential housing. The goal of this Policy is to increase the supply of affordable housing in Peterborough by leveraging municipal land and incentives, in collaboration with private sector and non-profit organizations.

Through the process of developing the Partnership Policy, SHS conducted a series of meetings with key stakeholders in addition to background research and legislative context. The work undertaken through the policy development process can be summarized as follows:

- Feedback and input were received by SHS through several meetings and discussions with City of Peterborough staff, Peterborough Housing Corporation staff and the development industry.
- Background research was conducted on other municipal partnership frameworks in Ontario and Canada with a focus on Public-Private Partnership frameworks. The organizations with partnership policies that were examined were: Infrastructure Ontario, Canadian Council for Public-Private Partnerships (CCPPP), City of Ottawa, City of Calgary and City of Edmonton. From these partnership frameworks, key components of partnership policies were identified, and best practices for each component are compiled and included in the new policy.
- An environmental scan and best practices research was completed to assess the success and effectiveness of outcomes for existing policies.

Strategic Plan

Strategic Pillar: Governance & Fiscal Sustainability

Strategic Priority: Pursue service excellence in governance to support long-term fiscal sustainability of the city while respecting the impact of decisions on taxpayers.

Strategic Pillar: Growth and Economic Development

Strategic Initiative: Plan for mid-density and high-density mixed-use neighborhoods to make the most efficient use of land and municipal services and provide affordable options for residents.

Strategic Pillar: Community and Well-Being

Strategic Initiative: Encourage our neighbourhoods to be safe, diverse, accessible, and affordable at all ages, incomes, and abilities.

The Housing Partnership Policy and the Real Property Management Policy work together to unlock and steward municipal land for housing while protecting public value.

Engagement and Consultation

The City's Director, Planning, Development and Urban Design, the Manager, Policy Planning, the Director, Legal Services, the Director, Facilities and Property Management, the Manager, Financial Analysis and the Manager, Social Services (Housing) were consulted on the drafting of these policies. In addition, local developers, the Peterborough and Kawartha Home Builders Association and the Peterborough Housing Corporation attended virtual meetings, lead by the consultant, and provided feedback for the Housing Partnership Policy for Affordable Residential Development.

Budget and Financial Implications

There are no financial implications directly associated with adopting the recommendations.

Conclusion

With approval of the recommendations in this report, staff will proceed to implement and explore opportunities of partnership on city-owned land to maximize affordable residential housing.

Attachments

Appendix A: City of Peterborough Real Property Management Policy

Appendix B: City of Peterborough Housing Partnership Policy for Affordable Residential Development

Appendix C: City-owned Real Property Inventory

Appendix D: City of Peterborough Housing Partnership Policy for Affordable Residential Development, Policy 0058

Submitted by,

David J. Potts, B.A., LL.B., C.S.
Commissioner, Legislative Services and City Solicitor

Richard Freymond,
Commissioner, Finance and Corporate Support Services

Contact Name:

Greg Falkner
Manager Realty Services
Phone: 705-742-7777 Ext. 1612
Toll Free: 1-855-738-3755
Email: gfalkner@peterborough.ca

Gillian Barnes
Director, Facilities and Property Management Division
Phone: 705-742-7777 Ext. 1828
Toll Free: 1-855-738-3755
Email: gbarnes@peterborough.ca