



Regular Council Meeting

To:	Mayor and Council
Date:	September 8, 2020
From:	Karen Ellis, Director of Planning
Report Number:	Planning 2020-28
Subject:	County Official Plan Project Status Report

Recommendation:

That Report Planning 2020-28 be received for information.

Overview:

In May of 2017, the County of Peterborough launched the County Official Plan project with a work plan and public consultation strategy approved by Council. In October of 2017, the Township of Cavan Monaghan joined the project.

Planning Staff have been participating in Technical Advisory Committee (TAC) meetings on a regular basis to help develop the content of the new Official Plan. Minutes from the Technical Advisory Committee meetings are regularly circulated to Council via the Township Clerk's Office. Copies of the Minutes are also found at <https://www.ptbocounty.ca/en/growing/new-county-op.aspx#>.

Regular status reports on the progress of the County Official Plan project have been prepared by Bryan Weir, Director of Planning for Peterborough County and provided to County Council and local Councils. The most recent reports are dated February 5, 2020 and August 26, 2020. Copies of these Update Reports are provided for information as Attachment Nos. 1 and 2 to this Report.

Financial Impact:

None at this time.

Attachments:

- Attachment No. 1: County Council Staff Report PLG 2020 002
- Attachment No. 2: County Council Staff Report PLG 2020 012

Respectfully Submitted by,

Karen Ellis
Director of Planning

Reviewed by,

Yvette Hurley
Chief Administrative Officer

Attachment No. 1: County Council Staff Report PLG 2020 002



Staff Report County Council

To: Warden and Members of Council
From: Bryan Weir, Director of Planning
Date: February 5, 2020

Subject: PLG 2020-002 County Official Plan Project Update
Recommendation: That County Council receive this report for information, and that this report be forwarded to all local Councils as an update on the County Official Plan Project.

Overview

This report is being provided to Council as an update on the County Official Plan process.

Background

In May 2017 the County Official Plan project was officially launched, and the Work Plan and Public Consultation Strategy approved by Council. This was followed by a series of Open Houses intended to make the public aware that this process was being undertaken, and to undertake a preliminary survey to determine which planning issues were of greatest concern to the community.

Since that time, the Official Plan (OP) project has been mentioned in several reports to Council either through comments on changing Provincial legislation and the impact of those changes to the project, or as a stand-alone update on the project to garner Council support for changes to the Technical Advisory Committee structure.

Analysis

Currently, all eight local Municipalities have opted into the new County Official Plan. This Plan will be one of only a few in the province which are structured in a way so as to serve both the upper and lower tier Municipalities. While this does mean a marginally higher workload in the development phase of the Official Plan, there are efficiencies once the Plan is in effect (e.g. only one Amendment for Provincial conformity exercises or County-wide policy changes, a consistent set of mapping standards across all Townships etc.).

The Technical Advisory Committee (TAC) is made up of staff from all eight local Municipalities and representatives from both Curve Lake and Hiawatha First Nations.



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recommendations titled 'Health in Official Plans: A Toolkit', which the TAC reviewed and developed policies based on the recommendations therein.

County and local Municipal staff continue to field questions and requests for information related to the Official Plan project, and local Municipal staff have also identified local interest groups and associations to be notified. To date our consultation database contains 34 individual comments and/or requests for notification from the general public and 27 interest groups/associations. Comments from members of the public are accepted at any time.

Identified Issues, Challenges and Key Interest Areas

During the initial public consultation phase, the County conducted a poll to determine which parts of the Official Plan were a priority for the community. The results indicate that almost every aspect of the Plan holds significance to the greater community, which means that County staff and the TAC are tasked with balancing not only the requirements of Provincial policy but also the protection of the natural environment, its resources and agricultural areas, with the increased desire for economic growth and development, and greater consideration for public health and safety.

In addition to the above 'balancing act', the County has heard from local Councils, local Municipal staff and members of the public that severances are a key area of interest and there is demand to see increased development by consent. This request poses another set of challenges, both trying to fit it in with the priorities of the community identified above, and within the greater Provincial policy context which requires that majority of development take place within existing settlement areas, for development to be allocated in accordance with the Land Needs Assessment and for excess lands (where no development may be permitted) to be identified.

Local Municipalities and members of the public have indicated a need for not only more affordable housing, but alternative forms of housing. The rising cost of homes is making it difficult for new home buyers to enter the market, and alternatives are being sought in order to bridge this gap. Homelessness is also on the rise and while most services are found within the City of Peterborough, those in need of a home may also want the option to return to their home community. As part of the development of the Official Plan, County staff and the TAC will be looking at options to provide a greater range of housing within the County.

The provision of employment lands has also been identified as a key interest area to be addressed through the new Official Plan. Currently there is very little employment land that remains available across the County, and the provision of additional employment



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lands is a way of promoting economic development and creating jobs within our communities. This will need to be carefully considered as the Official Plan project moves forward to ensure there are sufficient employment lands, in appropriate locations and for a variety of employment types across the County to accommodate Provincial employment forecasts. The amount of employment lands needed will be informed by the Land Needs Assessment as required by the Provincial Growth Plan.

Changing Provincial legislation has caused significant delays to the Official Plan project. Shortly after the project was launched, a new Growth Plan (2017) took effect. This policy change was drastic in comparison to the previous version of the Growth Plan (2006). The new legislation went into much greater detail, prohibited or restricted development in many areas of the County and implemented Natural Heritage and Agricultural Systems immediately. In addition, a series of Provincial guidance documents were referenced and expected to be implemented but these guidance documents were not released together with the 2017 Growth Plan, making it impossible to move forward with certain aspects of the new Official Plan (completing the Land Needs Assessment, for example). Due to the strict policy environment, and financial and technical burden of the studies needed to be completed to obtain conformity with the Growth Plan, County Council – together with the Councils of Northumberland County and City of Kawartha Lakes – formally requested to be removed from the Provincial Growth Plan. An amended Growth Plan took effect in May 2019, with the County still subject to its policies. Since this time, County staff and the TAC have been developing draft Official Plan policies within the Provincial policy limits.

Furthermore, in February 2019, heads of Council were provided a letter from the Ministry of Municipal Affairs and Housing stating that an interim pause on reviews of major planning documents be considered in light of the Provincial review of the Planning Act and Provincial Policy Statement and their potential impact on these types of projects. County staff and the TAC considered the content of the Minister's letter, but have continued with the development of the Official Plan where possible so as not to cause further delays. The Provincial Policy Statement (PPS) did undergo a review in 2019, and comments have been provided to the Province through County Council. To date, the proposed amendments to the PPS remain in draft format.

The changing Provincial policy has not only had direct impact on the process of the new Official Plan, but indirectly through use of staff time which was occupied in determining how changes would impact the OP project, reviewing and commenting on draft documents, guidelines and mapping, attending Provincial workshops and forums, and providing direction on other applications currently in process.



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Next Steps

TAC meetings have been scheduled throughout 2020 to continue with policy development, and mapping review and refinement.

The Technical Advisory Committee will also consult with local agencies for their input on policies that relate to their mandate (e.g. Conservation Authorities), and develop consultation policies and strategies with First Nations communities through the Community Economic Development Initiative (CEDI) Project.

County staff, in consultation with Council and the Technical Advisory Committee, will work towards the preparation of a Land Needs Assessment as required by the Provincial Growth Plan (to address both population and employment growth). Once completed, the results of the Land Needs Assessment will need to be implemented in the draft Official Plan and lands allocated to all local Municipalities to accommodate growth. It is expected that the growth allocation and deeming of 'excess lands' will be determined by County Council.

In 2020, County staff intend to meet with staff from Ministry of Municipal Affairs and Housing (MMAH) to discuss potential issues related to Provincial policy implementation, and determine how these issues can best be addressed. It is likely that County staff and/or a future consultant will work closely with the Ministry to ensure that the Land Needs Assessment is completed in accordance with Provincial requirements.

Prior to the official release of a draft Official Plan document, it will come before County Council together with a report outlining the intended means of public engagement. Although a Public Engagement Strategy has been previously approved by County Council, this will allow members of Council to carefully review the proposed engagement strategy and provide input on the public process. County staff will then attend local Councils for a review of the Official Plan document, and to ensure major local issues have not been overlooked. MMAH will also be provided with a draft of the new Official Plan for review and comment in accordance with the Planning Act and associated Regulations.

Once Councils have had the opportunity to review and provide input on a draft of the new Official Plan, the revised document will be formally released to the community for review and comment in accordance with the engagement strategy endorsed by Council. Notification will be sent to everyone in the consultation database, to the identified associations and interest groups, and posted in local newspapers. At this point in time, County staff intend to utilize the County website and social media to spread the word with assistance from local Municipalities through their social media accounts.



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Financial Impact

None at this time.

Anticipated Impacts on Local and/or First Nations Communities

None at this time. Curve Lake and Hiawatha First Nations communities are represented on the Technical Advisory Committee and are collaboratively working on consultation policies and strategies to be included in the new Official Plan document.

Link to County of Peterborough Strategic Plan Priorities

To provide high quality services to residents, businesses and Townships.

- | | |
|--|---|
| <input checked="" type="checkbox"/> Communications | <input type="checkbox"/> Financial Responsibility |
| <input checked="" type="checkbox"/> Housing | <input checked="" type="checkbox"/> Industry & Business |
| <input type="checkbox"/> Infrastructure | <input type="checkbox"/> Organizational Development |

In consultation with:

1. CAO Troy Speck
2. Iain Mudd, Manager of Planning
3. Keziah Holden, Senior Planner

Communication Completed/required:

Report to be forwarded to all local Municipal Councils.

Attachments

None

Respectfully Submitted,

Original Signed by:
Bryan Weir
Director of Planning

For more information, please contact
Bryan Weir, Director of Planning
bweir@ptbocounty.ca
(705) 743-0380 ext. 2400

Attachment No. 2: County Council Staff Report PLG 2020 012



Staff Report County Council

To: Warden and Members of Council
From: Bryan Weir, Director of Planning
Date: August 26, 2020

Subject: PLG 2020 012 County Official Plan Project Update

Recommendation: That County Council receive for information the Director of Planning's report regarding an update on the County Official plan project,

And that this report be forwarded to all local Councils and First Nations in the County.

Overview

This report is being provided to Council as an update on the development of the new County Official Plan.

Background

As work continues on the development of a new County Official Plan, this update is provided since one has not been presented since the COVID-19 pandemic outbreak.

Analysis

On February 5, 2020, Council received report PLG 2020-002, being an update on the new County Official Plan project. Since that time, the COVID-19 pandemic emerged as one of the greatest general municipal challenges of all time. However, work on the County Official Plan did proceed, albeit in a different fashion.

The Technical Advisory Committee (TAC), made up of staff from all eight local Municipalities and representatives from both Curve Lake and Hiawatha First Nations, continued to meet using online technologies. With the exception of a month or two, the TAC have met regularly during the last 6 months to discuss and identify key issues, and work towards the development of the new Official Plan. To date the TAC has held 18 meetings, which does not include the former sub-committee of the TAC. Minutes from each of the TAC meetings can be found on the County website and are also provided directly to TAC members for their use thereby keeping all apprised on project progress.

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The TAC has conducted a review of all policy sections with the exception of those policies directly related to undertaking a Growth Analysis. This analysis hinges upon the release of the final version of the Provincial Land Needs Assessment methodology. A draft of the methodology was published on the Environmental Registry earlier this year with the commenting period closing on July 31, 2020. Draft Official Plan policies were also reviewed using the new Provincial Policy Statement that came into effect in the spring.

Releasing draft policy for public comment at this time would not benefit the project since many policies still remain unwritten with many of those related to the outcome of a Growth Analysis. It is intended that this work will start once the final Land Needs Assessment methodology has been released by the Province.

However, for information, the following general description of the Goals and Objectives have been reviewed and confirmed by the TAC. These are presented by Policy Section and represent the general framework and direction for policy development.

County Official Plan – Goals and Objectives

Implementation

- Provide direction for implementing the Official Plan, including specific criteria for assessing development applications – will also address First Nations consultation
- Allow for the use of a number of planning tools by local Municipalities
- Manage transportation and infrastructure for new development
- Encourage development of healthy communities and opportunities to address climate change

Settlement Areas and Growth Management

*much of this section still needs to be addressed through Growth Management Study; only a small portion has been reviewed by TAC

- Promote development patterns which minimize land consumption and servicing costs
- Identify settlement areas that can accommodate future growth based on population forecasts and allocations
- Establish a hierarchy of settlement areas based on provincial criteria
- Provide direction for intensification and greenfield development
- Address housing and promote a variety of housing options

Natural Heritage Features and Natural Hazards

- Identify and protect natural heritage features and key hydrologic features
- Recognize linkages between and among natural heritage features
- Direct development away from natural hazard areas
- Implement the provincial Natural Heritage System overlay

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Mineral Mining and Aggregate Resources

- Protect known significant deposits of aggregates for future extraction
- Identify lands that are currently licensed for aggregate extraction or have potential for future extraction
- Prevent land use conflicts with legally existing operations and those uses that could hinder future extraction of aggregate resources
- Mitigate extraction in a manner which minimizes social, economic and environmental impacts

Water Resources

- Protect existing and future sources of drinking water from incompatible land uses in accordance with provincial legislation
- Protect 'at capacity' lakes from further development
- Establish a minimum shoreline setback to protect the quality of water and hydrologic functions of our lake systems
- Manage growth in waterfront areas

Countryside Area

- Protect the agricultural system for the long-term use for agriculture
- Manage development in the countryside that is consistent with maintaining the rural and cultural landscape
- Encourage rural economic activity that does not adversely impact agricultural uses

Employment, Industry and Economy

*additional work following Growth Management Study will likely be necessary

- Balance the natural and cultural resources in the County with development in the tourism and recreation sector
- Ensure available lands, services and policies are in place to attract a wide range of investment and businesses
- Encourage a diverse economy while recognizing and promoting existing economies in agriculture, tourism, aggregate extraction and forestry

The production of new Land Use Schedules and mapping has commenced. Using mapping from current local municipal Official Plans, internal staff have collaborated with municipal staff to produce mapping that will achieve the following:

- Create larger, more readable maps
- Increase the number of maps for each municipality
- Present a more understandable mapping scheme/legend
- Incorporate Amendments to local Official Plan schedules
- Create consistency across all municipalities



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- Contain possible change in boundaries of, and within, Settlement Area boundaries based on the Growth Analysis.

The creation of new mapping will be an ongoing task over the next number of months. We will be working with each local municipality and also with the Province as we strive to gain insights regarding how certain natural heritage features will be identified.

As mentioned above, one of the outstanding tasks relates to determining how and where growth will be accommodated. This is achieved by undertaking a Growth Analysis. Composed of both a Land Needs Assessment and a Land Availability Analysis, this work will likely be performed through the engagement of a consulting firm. Once the Province releases the final Land Needs Assessment methodology, the County will then be in a position to issue a Request for Proposal for this work.

Public consultation is a key component of the Official Plan project but its approach has been impacted by COVID-19. Staff will be providing consultation considerations that adhere to COVID-19 protocols in a later report. With a project of this magnitude, the public will want to review text and maps in a way that is easy, understandable and safe. In addition, it will be important to provide the public with the opportunity to comment on the Growth Analysis. As staff develop such a strategy, input from County Councillors and local municipal staff regarding consultation expectations would be appreciated. The consultation strategy will be developed through the TAC and presented to Council later this year, subject to the timing of the release of the final Land Needs Assessment methodology by the Province.

Financial Impact

None at this time.

Anticipated Impacts on Local and/or First Nations Communities

None at this time. All 8 municipalities as well as Curve Lake and Hiawatha First Nations communities are represented on the Technical Advisory Committee and are collaboratively working on consultation policies and strategies for inclusion in the new Official Plan.

Link to County of Peterborough Strategic Plan Priorities

To provide high quality services to residents, businesses and Townships.

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In consultation with:

1. Acting CAO, Sheridan Graham
2. Iain Mudd, Manager of Planning
3. Keziah Holden, Senior Planner

Communication Completed/required: Report to be forwarded to all local Municipal Councils and First Nations in Peterborough County.

Attachments: None.

Respectfully Submitted,

Original Signed by:

Bryan Weir
Director of Planning

For more information, please contact
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