THE CORPORATION OF THE CITY OF KAWARTHA LAKES

PLANNING COMMITTEE REPORT

Report PLAN2017-001

Date: January 11, 2017

Time: 2:00 p.m.

Place: Council Chambers

Ward/Community Identifier - All

Subject:

Bill 73, Smart Growth for our Communities Act, 2015

Author:

Chris Marshall, Director

Signature:

RECOMMENDATIONS:

RESOLVED THAT Report PLAN2017-001, Bill 73, Smart Growth for our Communities Act 2015, be received;

THAT the Planning Committee be renamed Planning Advisory Committee;

THAT the Planning Advisory Committee continue to function as outlined within the Procedural By-law;

THAT the Planning Advisory Committee be composed of 7 members of Council and two members of the public;

THAT staff bring forward any amendments to the Procedural Bylaw relating to the duties of the Committee in compliance with the amendments to the Planning Act;

THAT this provides notice of the intention to amend Procedural By-law to reflect these decisions at the next regular meeting of Council in accordance with Section 14.02 of By-law 2014-266; and

THAT once the procedural by-law has been amended, the City Clerk be authorized to invite applications from residents of the City who are interested in being appointed to two positions on the City of Kawartha Lakes Planning Advisory Committee.

Department Head:

Corporate Services Director / Other:

Chief Administrative Officer:

Wendy Ellis for Chris Marshall

BACKGROUND:

In 2013, the Province reviewed legislation relating to land use planning, the Ontario Municipal Board and Development Charges to determine whether they could be amended to better respond to the public's needs. The types of things that the Province heard from the public was that the Planning System was too difficult to understand and unpredictable. In order to make the legislation more responsive to the public, Bill 73, Smart Growth for Our Communities Act, 2015 was introduced in the house on March 5, 2015 and on July 1, 2016 the changes related to the Planning Act came into force.

This report will focus on the changes to the Planning Act which can be summarized under the following themes:

- Enhancing Citizen Engagement
- Certainty Stability and Costs
- Dispute Resolution
- Enhancing Municipal Transparency

Some of the changes required in Bill 73 have already been instituted by the City and others such as the requirement to appoint a Planning Advisory Committee with a member of the public on it still need to be undertaken. This report will: outline the key changes that have been made to the Planning Act; what the purpose of these changes are; and how the City will incorporate these changes into the development processes.

For a full list of the changes made to the Planning Act, a handout called "Highlights of Changes to the Planning Act" has been attached to this report for information purposes. This handout is from the Eastern Ontario Municipal Planners Forum held May 3, 2016 (Appendix A).

ANALYSIS:

Enhancing Citizen Engagement

1. It is now a requirement that notice of municipal planning decisions include an explanation of what impact the public input had on the decision. For instance, after Council adopts a bylaw to amend the Zoning Bylaw a Notice must be sent out telling the public that a decision on the application has been made. This notice will now have to include a statement that identifies how the oral and written submissions from the public affected Council's decision. This requirement ensures that the public input at public hearings is taken into account when decisions are being made.

The City has amended the wording of the recommendations from the Planning Committee and Notices of Decision to reflect this requirement

and all Notices going forward will reflect this wording. Below is an example of the kind of wording that can be used:

"The changes to the proposed concept plan and conditions of draft plan approval are a result of the written and oral submissions received from the public as contained in the meeting minutes and recommendation report from the December 14, 2015 Council Meeting."

- 2. The new legislation recommends making changes to the wording of Public Notices for development applications to ensure that the public understands how to reserve their right to appeal to the Ontario Municipal Board. This wording has been included in the Notices to the public.
- 3. There is a new requirement to ensure that public consultation policies are designed locally. This is to ensure that municiapalities don't just use cookie cutter public consultation processes but design the public consultation opportunities to suit the needs of the City's citizens.

Staff will be working on these new policies in early 2017.

4. The authority for municipalities to establish their own alternative notice procedures has been expanded. This is an important change as public notices for development applications can be very legalistic in the terminology and difficult for lay people to understand. It is important that there be more flexibility in the wording and way in which notice be given to the local citizens whether that be through email, letter, signs on the property etc.

This will be included in the City's new Corporate Communications Strategy which is looking at how best to get information to the public.

5. There is a requirement to establish a Planning Advisory Committee and include at least one member of the public on the Committee. The intent of this change to the Act is to get the public more involved in Planning decisions. Having members of the public on the Planning Advisory Committee can be a great benefit to the City as often professionals such as architects, engineers, landscape architects, planners etc. can be appointed and can bring their expertise to the decision making process.

Currently, Council has a Planning Committee comprised of seven (7) members of Council. This Committee is responsible for holding all public meetings required by the Planning Act, in the processing of planning applications. As Council has not delegated decision-making authority to this Committee, it only makes recommendations to Council.

This Committee meets monthly to convene the statutory public meeting required in the processing of a planning applications such as zoning and Official Plan amendments.

The creation of a separate Planning Advisory Committee (PAC) to consider planning applications and all related public input would introduce another process/step in the review and consideration of planning applications. The functions of a PAC will likely duplicate many of the current functions of the Planning Committee.

In order to reduce duplication Staff are recommending that the City's Planning Committee be renamed the Planning Advisory Committee and the Planning Advisory Committee continue to function as a Committee of Council. It is also recommended that two members of the public be appointed to the PAC. The reason staff are recommending two members of the public is to keep the number of Committee members an odd number and also to increase the expertise the City can gain from public members.

Certainty Stability and Costs

- 1. Presently, the Provincial Policy Statement is reviewed every five years. This time frame has been increased to a review every 10 years. This increased time frame is more realistic as this review takes about 3 years to complete.
- 2. The requirement for Official Plan Reviews has been increased from 5 years to 10 years. This will reduce the municipality's costs of having to do this very expensive and time consuming process every 5 years.
- 3. No new privately initiated Zoning or Officical Plan amendments are permitted within 2 years of the OP being amended unless the municipality passes a resolution to allow applications during the two year period. The intent of this amendment is to provide some certainty and stability to land use after an OP has been recently reviewed.
- **4.** Municipalities must now submit a draft Official Plan update/amendment to the Ministry at least 90 days prior to the public meeting.

Dispute Resolution

In order to reduce the number of appeals to the Ontario Municipal Board (OMB) a number of changes were made including:

- 1. Removing the ability of people to appeal second unit residential policies in official plan updates;
- 2. When appealing a decision to the OMB, people are required to provide more detailed reasons and relate these reasons to the PPS and OP;
- 3. Remove the ability to appeal entire Official Plans;
- 4. Increase the opportunity for more mediation prior to going to the OMB.
- 5. No minor variances after site specific rezoning unless municipality passes a resolution allowing this; and
- 6. Allow municipalities to establish additional criteria for minor variances.

Transparency

In order to make some of the development requirements more transparent, municipalities are required to:

- 1. report what amenities are being taken for density bonusing and parkland fees:
- 2. Prepare park plans to identify where parks, greenspace and park facilities should be located
- 3. Identify capital projects that are being funded through Development Charges in a detailed report

FINANCIAL CONSIDERATIONS:

Council shall decide if the member of the public appointed to the PAC is to be paid and if so, should that payment be consistent with remuneration paid to a member of Council appointed to the PAC.

Changes to the Planning Act that help to reduce OMB appeals will save the municipality staff time and legal fees.

Changing the review of Official Plans from every 5 years to every 10 years will save the City money in consulting fees and expensive studies.

Relationship of Recommendations To Strategy Map:

The City's Strategic Plan outlines Council's Mission of providing responsible, efficient and effective services.

Implementing changes to the Planning Act and appointing a member of the public to the City's Planning Advisory Committee aligns with Council's Strategic Values of collaboration, continuous improvement, innovation and results.

CONSULTATIONS:

The matter of appointing a PAC has been discussed with the City Clerk, City Solicitor, Planning Directors of other single-tier and upper-tier municipalities and staff of the City's Planning Division.

In surveying a number of single tier municipalities and Counties staff discovered that about half of the municipalities had completed the required changes outlined in Bill 73. The other half are in various stages of researching and implementing the required changes

Public Input:

A Letter was received on December 5, 2016 from Martyn Stollar (J. Stollar Construction) expressing concern that the City of Kawartha Lakes had not yet

implemented the changes outlined in Bill 73. He was particularly concerned with the requirement to appoint a Planning Advisory Committee with a member of the public (see attached Appendix B).

ATTACHMENTS:

Attachment A – Highlights of Changes to the Planning Act



Attachment B – Letter from Martyn Stollar dated December 16, 2016



Phone: (705) 324-9411 ext. 1239

E-Mail: cmarshall@city.kawarthalakes.on.ca

Department Head: Chris Marshall, Director

Department File: C10 Provincial Legislation

Smart Growth for Our Communities Act 2015













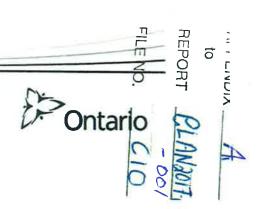


Strong Communities

A Better Land Use System

Highlights of Changes to the Planning Act

Eastern Ontario Municipal Planners Forum May 3, 2016



Overview

- 1. Context for Amendments
- 2. Key Areas of Change to Planning Act:
 - Citizen Engagement
 - · Certainty, Stability, Costs
 - Local Decision-Making & Accountability
 - Dispute Resolution
 - Transparency
- 3. Regulations / EBR Postings
- 4. Proposed Transition Regulation
- 5. Open Discussion and Q+A





Context for Amendments

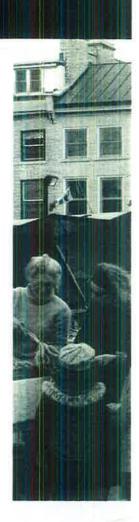
- > In Fall 2013, the government undertook a review of the land use planning and appeal system, and the development charges system to determine if they are responsive to the changing needs of Ontario's communities.
- > An 80-day consultation on the land use planning and appeal system, and the development charges system was launched on October 24, 2013 and concluded on January 10, 2014.
- > The government heard that the planning system is too complex and unpredictable while the development charges system needs to balance competing municipal and development interests in paying for growth.
- On March 5, 2015, Bill 73, the proposed Smart Growth for Our Communities Act, 2015, was introduced to amend the *Development Charges Act*, 1997 and the *Planning Act*.
- On December 3, 2015, Bill 73 received 3rd Reading and Royal Assent.





Context for Amendments

- While the changes to the Development Charges Act, 1997 are all now in force, the majority of the Planning Act changes remain to come into force on a day to be named by proclamation. The following provisions relating to the Planning Act have already come into force through Royal Assent.
 - Subsection 1(2) of the Planning Act has been amended to restrict the ability of ministries other than the Ministry of Municipal Affairs and Housing to be added as a party to an Ontario Municipal Board appeal
 - Subsection 3(10) of the Planning Act has been amended to extend the review cycle the Provincial Policy Statement from 5 to 10 years
 - Subsections 4(1) and 4(2) of the Planning Act has been amended to remove the references to "referral" as the Minister does not have delegation powers for site plan
 - Section 22.1 has been added to the Planning Act to provide certainty that when new policies or laws come into effect, applications for official plan amendments are subject to the previous policies or laws only if the required supporting material (i.e. complete application) has been submitted prior to the transition date.
- > The remainder of the reforms will support investment in growth-related infrastructure, enhance municipal transparency and accountability, and provide certainty and stability while reducing costs.





Key Areas of Change to Planning Act

- 1. Citizen Engagement
- 2. Certainty, Stability and Costs
- 3. Local Decision-Making and Accountability
- 4. Dispute Resolution
- 5. Transparency





CITIZEN ENGAGEMENT

Amendments	Leg. References
 Explain how public input affected a municipal decision 	Sections 17, 22, 34, 45, 51 and 53 of <i>Planning Act</i>
 Ensure consideration of public input at municipal level by approval authorities and OMB 	Section 2.1 of <i>Planning</i> Act
 Require locally designed public consultation poli 	Subsections 16(1) & (2) of Planning Act
 Increase use and ensure citizen membership on planning advisory committees 	Section 8 of Planning Act
 Expand authority for municipalities to establish to own alternative notice procedures 	their Sections 17, 34, 51 and 53 of <i>Planning Act</i>





CERTAINTY, STABILITY AND COSTS

Amendments		Leg. References	
	New official plans and, as a result, those implementing zoning by-laws, would benefit from 10-year review cycles	Subsections 26(1)-(1.2) and 26(7) of Planning Act	
	No privately-initiated applications to amend a new official plan or zoning by-law for 2 years unless municipally initiated or municipality passes a resolution to allow applications during the 2 year time-out	22(2.1)-(2.2) and 34(10.0.0.1)-(10.0.0.2) of Planning Act	
•	Limit approvals and appeals of lower-tier official plan, unless it conforms with upper-tier plan	Subsections 17(34.1)- (34.2), 17(40.2)-(40.4) and 21(2) of <i>Planning Act</i>	
	Remove requirement to update employment land policies	Subsection 26(1) of Planning Act	



CERTAINTY, STABILITY AND COSTS

Amendments	Leg. References
 Require municipality to submit draft OP/OPA upda to MMAH 90 days prior to the notice of public meeting 	ste Subsection 17(17.1) & (17.2) of Planning Act
 Identification of a new provincial interest to promote built form with specified desirable characteristics a requirement that built environment policies be included in official plans 	
 Extend PPS review time frame from 5 to 10 years 	Subsection 3(10) of Planning Act



LOCAL DECISION-MAKING & ACCOUNTABILITY

mendments	Leg. References
More time to resolve disputes prior to appeal (90-day "timeout")	Subsections 17(40)-(40.1) of <i>Planning Act</i>
Facilitate implementation of the renamed community planning permit system (CPPS) by limiting amendments for 5 years (will also require regulation) unless municipally initiated or municipality passes a resolution to allow applications during the 5 year time-out	Section 70.2.1 and subsection 70.2(2.1) of Planning Act
Provides regulation making authority to prescribe purposes for the establishment of the CPPS, based on which Minister or an approval authority could require. Municipalities would have discretion to determine the specific locations.	Section 70.2.2 of Planning Act
Provide clarity for when applications for official plan amendments are subject to the previous policies or laws (i.e. required supporting material - complete application)	Section 22.1 of Planning Act

DISPUTE RESOLUTION

Amendments

- No appeal of implementation of specific provinciallyapproved matters in official plans (e.g. MOE approved source water protection boundaries)
- Remove appeal of second unit residential policies in official plan updates
- Require more detailed reasons for appeals in relation to provincial/local policy
- Remove ability to appeal entire new official plan

Leg. References

Subsections 17(24.4)-(24.5) and 17(36.4) of *Planning Act*

Subsections 17(24.2) & (36.2) of *Planning Act*

Subsections 17(25.1), 17(37.1) & 17(45)(c.1) and 34(19.0.1) & 34(25)(b.1) of Planning Act

Subsections 17(24.2)-(24.3), 17(25)(a), 17(36.2)-(36.3), 17(37)(a) and 21(1) of *Planning Act*





DISPUTE RESOLUTION

Amendments

- Provide enhanced opportunities for alternative dispute resolution – 60 days before OMB
- No minor variances for 2 years after site specific rezoning unless municipality passes a resolution to allow applications during the 2 year time-out
- Provide regulation making authority to clarify what constitutes a minor variance and empower municipalities to establish additional criteria for minor variances
- Limit open ended appeal window for non-decisions of official plans/official plan amendments, by establishing optional new notice that would create a time limit for these appeals

Leg. References

Sections 17, 22, 34, 51 and 53 of *Planning Act*

Subsections 45(1.2)-(1.4) of *Planning Act*

Subsection 45(1.0.1)-(1.0.4) of *Planning Act*

Subsection 17(41.1) of Planning Act





TRANSPARENCY

Amendments

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Leg. References

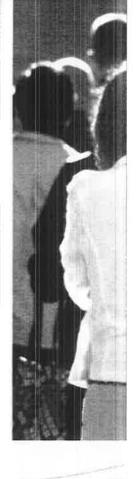
 Require detailed reporting for municipal collection of density bonusing (s.37) and parkland fees

Subsections 37(5)-(10) and 42(17)-(20) of *Planning Act*

 Change the alternative parkland dedication rate for cash-in-lieu payments to incent the acquisition of physical parkland

Subsections 42(6.0.1) and 51.1(3.1) of *Planning Act*

 Require municipalities to prepare parks plan, in consultation with school boards and, as appropriate, the public, before adopting alternative parkland dedication rate policies Subsections 42(4.1)-(4.3) and 51.1(2.1)-(2.3) of Planning Act





Proposed Regulations & EBR Posting

Number of proposed regulations are also required to implement *Planning Act* changes made through Bill 73:

Minister's Regulations

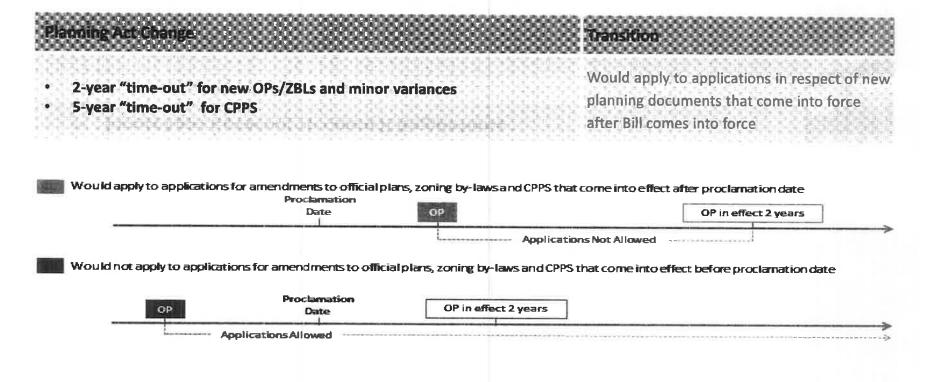
- enhanced notice (impacts 5 regulations)
- enhanced complete application (impacts 5 regulations)
- o enhanced OMB record for minor variance
- o transition
- Lieutenant Governor in Council Regulations
 - o renaming of DPS
 - o DPS 5-year "time-out"

Proposed regulations posted on EBR February 29, 2016 – 45-day comment period ends April 14, 2016



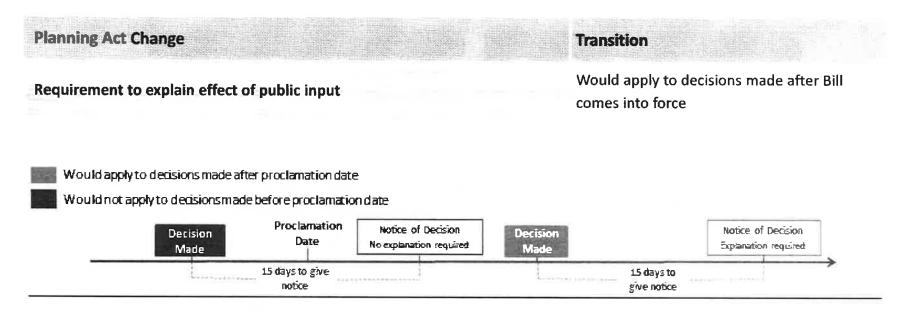


Proposed that application of Bill 73 Planning Act changes be transitioned as follows:





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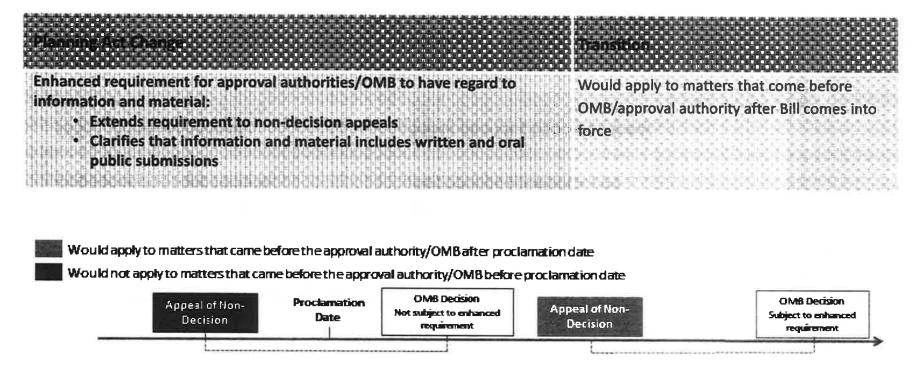
Identified provisions do not apply

Planning Act change No appeal of specific provincial approvals No appeal re: second units in s, 26 OP/A No ability to appeal entire new official plan Enhanced reasons for appeals	Would apply to appeals made during appeal periods that begin after Bill comes into force
Alternative Dispute Resolution - authority to extend time period for sending record to OMB after a decision is made	Would apply to appeals made during appeal periods that begin after Bill comes into force
Would apply to appeals made during appeal periods that begin after prodomation date Would not apply to appeals made during appeal periods that begin before prodomation date Proclamation Date 20-day appeal period	te 20-day appeal period



Identified provisions apply

Proposed that application of Bill 73 Planning Act changes be transitioned as follows:





Where to Find Resources - Planning Act

Education materials are available: www.mah.gov.on.ca/Page11014.aspx

MMAH Municipal Services Offices (MSOs)

MSO Central (Toronto)

(416) 585-6226 or 1-800-668-0230

MSO West (London)

(519) 873-4020 or 1-800-265-4736

MSO East (Kingston)

(613) 545-2100 or 1-800-267-9438

MSO North (Sudbury)

(705) 564-0120 or 1-800-461-1193

MSO North (Thunder Bay)

(807) 475-1651 or 1-800-465-5027



Where to Find Resources – Development Charges Act

E-mail to DCAConsultation@ontario.ca

Ruchi Parkash, Policy Supervisor
Municipal Finance Policy Branch
Ministry of Municipal Affairs and Housing
(416) 585-6234
Ruchi.Parkash@ontario.ca





Questions?



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05-December-2016

APPENDIX B

To: The Members of Council appointed to "The Planning Committee"

REPORT PLANSOIT-OOL

I had heretofore taken it for granted that Members of Council would have been fully aware that the last of the amendments to the *Planning Act* introduced by Bill 73 in 2015 came into effect on July 1st of this year.

I had further taken it for granted that either the City's solicitor or the Director of Development Services would have already provided Council Members with a full briefing on those amendments ... and likewise on their implications for Council's procedures and decision-making.

Accordingly I had in no way anticipated that I would find myself having to assume the burden of drawing one of those amendments to your attention. But that is indeed the position in which I now find myself after reviewing the Agenda for your Committee's December 7th meeting (as posted on the City's website)

In looking over that Agenda, what I happened to notice is that all of the identified Committee members are also Members of Council.

As you know, prior to Bill 73 both the establishment and the makeup of a planning advisory committee had been entirely discretionary under the *Planning Act*: Council was not obliged to appoint such a committee; and in the event that it did elect to appoint one, Council had equally unfettered discretion in determining its composition. The latitude accorded to Council in this regard had been specifically set out in Subsection 8(1) of the *Planning Act*, which previously read as follows:

Planning advisory committee

8. (1) The council of a municipality <u>may appoint</u> a planning advisory committee <u>composed of such persons as the council may determine</u>.

As of July 1st, however, Bill 73 replaced that prior version of Subsection 8(1) with the following:

Planning advisory committee

Mandatory for certain municipalities

8. (1) The council of every upper-tier municipality and the council of every single-tier municipality that is not in a territorial district, except the council of the Township of Pelee, shall appoint a planning advisory committee in accordance with this section. 2015, c. 26, s. 16.

Membership

8. (4) The members of a planning advisory committee shall be chosen by the council and shall include at least one resident of the municipality who is neither a member of a municipal council nor an employee of the municipality. 2015, c. 26, s. 16.

As of July 1st, therefore:

- The appointment of a planning advisory committee became mandatory for the City of Kawartha Lakes.
- More to the point: In order to comply with the Planning Act, that committee must include at least one City resident who is neither a Member of Council nor a City employee.

Given that this requirement has now been in effect for some five (5) months – and given that notice of this impending change had been given to municipalities a year ago – it would accordingly appear that Council has, for reasons that escape my understanding, elected to not bring the City's procedures into compliance with Section 8 of the *Planning Act*.

Let me respectfully suggest, therefore, that Council would presumably be well-advised to reconsider that decision.

Let me suggest that, until it does so, there remains the question of whether Council's failure to have complied with Section 8 impairs the Planning Committee's ability to conduct the business being assigned to it (this being a question, of course, on which Members of Council would presumably be well-advised to obtain legal guidance).

In the meantime, I remain

Sincerely yours,

Marty Stollar

Martyn Stollar Managing Director

P.S.: For your ease of reference I have appended the corresponding extract taken from the transitional version of the *Planning Act* that identifies both the new provisions that came into effect on July 1st and the ones they are replacing.

(2) A ministry, before carrying out or authorizing any undertaking that the ministry considers will directly affect any municipality, shall consult with, and have regard for, the established planning policies of the municipality. R.S.O. 1990, c. P.13, s. 6 (2).

Grants

7. The Minister may, out of the money appropriated therefor by the Legislature, make grants of money to assist in the performing of any duty or function of a planning nature. R.S.O. 1990, c. P.13, s. 7.

PART II LOCAL PLANNING ADMINISTRATION

Planning advisory committee

8. (1) The council of a municipality may appoint a planning advisory committee composed of such persons as the council may determine.

Joint planning by agreement

(2) The councils of two or more municipalities may enter into agreement to provide for the joint undertaking of such matters of a planning nature as may be agreed upon and may appoint a joint planning advisory committee composed of such persons as they may determine.

Remuneration

(3) Persons appointed to a committee under this section may be paid such remuneration and expenses as the council or councils may determine, and where a joint committee is appointed, the councils may by agreement provide for apportioning to their respective municipalities the costs of the payments. R.S.O. 1990, c. R.13, c. 8

Note: On a day to be named by proclamation of the Lieutenant Governor, section 8 of the Act is repealed and the following substituted: (See: 2015, c. 26, s. 16)

Planning advisory committee

Mandatory for certain municipalities

8. (1) The council of every upper-tier municipality and the council of every single-tier municipality that is not in a territorial district, except the council of the Township of Pelee, shall appoint a planning advisory committee in accordance with this section. 2015, c. 26, s. 16.

Optional for other municipalities

(2) The council of a lower-tier municipality, the council of a single-tier municipality that is in a territorial district or the council of the Township of Pelee may appoint a planning advisory committee in accordance with this section. 2015, c. 26, s. 16.

Joint planning by agreement

(3) The councils of two or more municipalities described in subsection (2) may enter into an agreement to provide for the joint undertaking of such matters of a planning nature as may be agreed upon and may appoint a joint planning advisory committee in accordance with this section. 2015, c. 26, s. 16.

Membership

(4) The members of a planning advisory committee shall be chosen by the council and shall include at least one resident of the municipality who is neither a member of a municipal council nor an employee of the municipality. 2015, c. 26, s. 16.

Same

(5) Subsection (4) applies with respect to a joint planning advisory committee, with necessary modifications. 2015, c. 26, s. 16.

Remuneration