



The Corporation of the
Township of Otonabee-South Monaghan

Sent via email to: jkennedy@peterborough.ca

October 29, 2021

Mr. John Kennedy
Clerk
City of Peterborough
500 George Street North
Peterborough, Ontario
K9H 3R9

Re: Draft Official Plan, City of Peterborough

Dear Mr. Kennedy:

Please find attached a copy of a Report to Council presented to the Council of the Township of Otonabee-South Monaghan with respect to the Draft Official Plan for the City of Peterborough.

The Council advises that the City of Peterborough be notified of the serious concerns of the Township of Otonabee-South Monaghan of proposed policies contained within the Draft Official Plan being considered by the Council of the City of Peterborough.

The Township of Otonabee-South Monaghan requests that the concerns as outlined in the attached report be considered by the Council of the City of Peterborough in the review of the Draft Official Plan and that they be registered on the record of the Statutory Public Meeting scheduled for Monday, November 1, 2021.

Should you have any questions, please do not hesitate to contact our office.

Yours truly,

G.J. (Greg) Borduas, CMO, Ec.D.(F)
Chief Administrative Officer

Cc: Mr. Joe Taylor, Mayor, Township of Otonabee-South Monaghan
Members of Council, Township of Otonabee-South Monaghan
Ms. Heather Scott, Clerk/Deputy CAO, Township of Otonabee-South Monaghan

From the Office of the CAO

Email: gborduas@osmtownship.ca Telephone: 705.295.6852 Facsimile 705.295.6405
P.O. Box 70 20 Third St Keene, ON K0L 2G0
Visit our website at www.osmtownship.ca or follow us on Twitter @OSMTownship



AGENDA ITEM REPORT

Meeting: Regular Council Meeting - 01 Nov 2021
To: Mayor Taylor and Members of Council
Cc: Ken Scullion
From: Greg Borduas, CAO
Department: Planning
Subject: Draft Official Plan Process – City of Peterborough

RECOMMENDATION:

THAT Council receive the information report from the Chief Administrative Officer (CAO) as presented and direct the CAO to forward the comments from the Township of Otonabee-South Monaghan to the City of Peterborough on their Draft Official Plan for the City of Peterborough.

BACKGROUND INFORMATION:

OSM Township received a notice via email on October 6, 2021 from the City of Peterborough advising that a new Draft Official Plan had been prepared and that an electronic virtual Public Open House and a Public Meeting to consider the Plan pursuant to Section 17 of the *Planning Act, R.S.O. 1990, c.P.13* would be held on Thursday, October 21, 2021 followed by a scheduled Public Meeting of the Council of the City of Peterborough on Monday, November 1, 2021. The Township had not been consulted in the preparation of the Draft Official Plan by the City of Peterborough during this planning process. A copy of the Notice issued by the City of Peterborough is attached to this report.

REPORT:

A requirement of the *Planning Act, R.S.O. 1990, c.P.13*, is that neighboring communities and upper tier jurisdictions must be formally consulted in the development process of a new Draft Official Plan (O.Reg 543/06). Until receipt of the notice on October 6, the Township of Otonabee-South Monaghan had not been approached by the City of Peterborough with respect to this process. We have been advised that none of the adjacent communities nor the County of Peterborough had been consulted in the policy development of the new Draft Official Plan by the City of Peterborough.

Beyond the “no notice” provision of the new Draft Official Plan, an example of two significant policies are contained within the new Draft Official Plan which have been arbitrarily detailed in the report which have specific negative implications to the Township of Otonabee-South Monaghan – they are as follows:

1. Cold Springs Special Study Area

Section 3.3.6 of the Draft Official Plan document sets out policies for previously annexed areas of the City from OSM Township. The policies as listed in this section **“are anticipated to accommodate growth to 2051”** in this **“approximately 80 hectares of developable land area will be designated as Prestige Employment and approximately 60 hectares of**

developable land area will be designated for other community uses". The land area is found in maps entitled "**Schedule A: Urban Structure**" and "**Schedule B: Land Use Plan**". Significant issues remain unresolved between OSM Township and the City of Peterborough from Annexation on the development conditions of these lands. A copy of the excerpt from the Draft Official Plan of the City of Peterborough – **Section 3.3.6 Cold Springs Special Study Area and Schedule A: Urban Structure** are attached to this report.

Furthermore, the Cold Springs Special Study Area had previously been identified for the development of (primarily) residential uses in the current City Official Plan. According to Section 3.3.6 of the Draft Official Plan, the lands have been re-designated to accommodate employment uses. This change in land use designation has serious implications for adjacent land uses within the OSM Township, particularly is it pertains to Section 1.2.6 of the Provincial Policy Statement (PPS), which requires adequate separation between major facilities (i.e. manufacturing uses) and sensitive land uses. There appears to have been no consideration on the City's behalf related to this potential land use conflict.

2.City of Peterborough Draft Official Plan Road Network

Section 6.2.6 Road Network item (j) reads: "**The City's Transportation Master Plan indicates the need to protect long-term future municipal roadway corridors in proximity to the City's boundaries to meet future needs for transportation and coordinated regional connectivity associated with growth beyond the population horizon of the plan. The general location of Long Term Corridor Protection Areas is identified on Schedule D: Road Network Plan**" One of these corridors is on the east side of Television Road from Old Norwood Road to Parkhill Road East in OSM Township continuing North to the Township of Douro-Dummer. These corridors also extend along the City's West boundary in the Township of Cavan Monaghan and along the North boundary with the Township of Selwyn. The City of Peterborough under the Planning Act cannot plan for areas outside of its political boundaries and these proposed corridors are currently built-up areas with residential subdivisions and schools. A copy of the excerpt from the Draft Official Plan of the City of Peterborough – **Section 6.2.6 Road Network and Schedule "D": Road Network Plan** are attached to this report.

OSM Township should seek to have these policies removed from the new Draft Official Plan of the City of Peterborough as they have no regulatory jurisdiction to designate lands not within their political boundaries.

FINANCIAL IMPACT:

The financial impact of the revised policies on the Township of Otonabee-South Monaghan as set out in the City of Peterborough, Draft Official Plan have significant negative long-term impacts on the Township from the proposed planning policies.

POLICY IMPLICATIONS:

The Report section describes the significant policy implications on the Township of Otonabee-South Monaghan as a result of the unilateral actions of the City of Peterborough.

ALTERNATIVES:

The Township of Otonabee-South Monaghan strongly requests that the City of Peterborough withdraw their policies from the Draft Official Plan. The Township of Otonabee-South Monaghan may

file an appeal with the Ministry of Municipal Affairs and Housing on the approval of the Draft Official Plan submitted by the City of Peterborough.

CONSULTATION:

The Township through the CAO, has consulted with the Clerk/Deputy CAO, Junior Planner, OSM Township Consulting Planner (EcoVue), County of Peterborough Planning Department, Township of Cavan Monaghan, Township of Douro Dummer and Township of Selwyn. The Township will be in contact with the Ministry of Municipal Affairs and Housing on this matter.

SUMMARY:

OSM Township received a notice via email on October 6, 2021 from the City of Peterborough advising that a new Draft Official Plan had been prepared and that an electronic virtual Public Open House and a Public Meeting to consider the Plan pursuant to Section 17 of the *Planning Act, R.S.O. 1990, c.P.13* would be held on Thursday, October 21, 2021 followed by a scheduled Public Meeting of the Council of the City of Peterborough on Monday, November 1, 2021. The Township had not been consulted in the preparation of the Draft Official Plan by the City of Peterborough during this planning process. A copy of the Notice issued by the City of Peterborough is attached to this report.

ATTACHMENTS:

[City of Peterborough OP Notice and Additional Information October 2021](#)

Prepared By:

Greg Borduas, CAO

Approved By:

Greg Borduas, CAO	None
Heather Scott, Clerk/Deputy-CAO	None



City of
Peterborough

Notice of Public Open House and Public Meeting

New Official Plan for the City of Peterborough

Take Notice that pursuant to the **Planning Act**, the City of Peterborough has prepared a Draft Official Plan and will hold a Public Open House and a Public Meeting electronically to consider the Plan pursuant to Section 17 of the of the **Planning Act**, R.S.O. 1990, c.P.13.

Public Open House:

City of Peterborough Planning Division is hosting a Public Open House pursuant to Section 17(16) of the **Planning Act** for the Draft Official Plan. The Open House will begin with a presentation to summarize the Official Plan review process, public engagement, and the organization and content of the Draft Official Plan. The Open House will finish with time for questions.

Date: Thursday, October 21, 2021

Time: 6:30pm to 8:00pm

Location: On-line via Microsoft Teams

Any person may register to participate in or observe the Public Open House by emailing planit@peterborough.ca or by calling the Planning Division at 705-742-7777 ext. 1880. Once registered, a link to the online meeting will be sent to you by email. For those wishing to participate by telephone, dial-in details for the meeting will be provided at the time of registration.

Public Meeting:

The Council of the City of Peterborough sitting as General Committee will hold a Public Meeting electronically, through the City's website (www.peterborough.ca) to consider the Draft Official Plan under Section 17(15) of the **Planning Act**.

Date: Monday November 1, 2021

Time: 6:00pm

Any Person may observe the Public Meeting on the City's website:

<https://www.peterborough.ca/en/city-hall/livestreams.aspx>

Additionally, any person may make written or verbal representation to Council either in support of or in opposition to the proposed new Official Plan as follows:

- a) Register as a delegate to speak at the Public Meeting by telephone. Delegations must register by 11:00 a.m. on the day of the meeting by phone, 705-742-7777 ext. 1820, or by registering on the City website:

<https://forms.peterborough.ca/Clerks-Office/Request-for-Delegation>

- b) Written submissions must be received by 11:00 a.m. the day of the meeting either by mail, by dropping off to the City drop box located outside the main entrance to City Hall, 500 George Street North, or by email to Clerks@peterborough.ca (please quote "Draft Official Plan").

Due to the nature of the meeting, unregistered delegations are not permitted.

Purpose and Effect of the Proposed Official Plan:

The Draft Official Plan guides how and where the City of Peterborough will grow to the year 2051. It will replace the City's current Official Plan as well as two former township Official Plans that have remained in effect in those areas annexed between 1998 and 2013. The Draft Official Plan will apply to the entire City of Peterborough with new land use policy and schedules (maps). The Plan identifies where various land uses can be located, such as residential, commercial, institutional, employment and open space, plans for the city's infrastructure needs, identifies and protects the City's natural heritage system and water resources, and establishes a vision and policies for growing as a complete, vibrant, sustainable, resilient and equitable city. The Draft Official Plan will provide a framework for future zoning by-law regulations.

Upon approval, the Draft Official Plan will conclude the City's municipal comprehensive review exercise which has been built upon extensive community engagement. The Plan will conform with the Growth Plan for the Greater Golden Horseshoe, 2019, have regard for matters of provincial interest, and will be consistent with the Provincial Policy Statement, 2020 issued under the Planning Act.

Be Advised that under the Planning Act, all information and material submitted regarding planning matters is public information and, as such, will be made available to the public. The minutes of public information meetings and public hearings are also part of the public record. Anyone who attends a public information meeting and enters their name on the attendance list or speaks publicly at the meeting understands that their name, address (if provided), comments, and any document that they distribute will be collected and maintained for the purpose of creating a record that is available to the general public.

Additional information, including a copy of the Draft Official Plan, a Natural Heritage System Background Study, a Municipal Comprehensive Review Land Needs Assessment Report, and a public, stakeholder, agency and First Nation comment matrix is available online at:

<https://www.peterborough.ca/en/doing-business/official-plan-update.aspx>

For more information about this matter, including information about appeal rights, please contact the Planning Division, City Hall, (8:30 a.m. to 4:30 p.m.) at 705-742-7777 Ext. 1880 or Ken Hetherington, Chief Planner at Ext. 1781, Brad Appleby, Supervisor, Development Planning at Ext. 1886, or Milan Nguyen, Planner, Policy and Research at Ext. 1494, or by email at planit@peterborough.ca. A staff report with a recommendation to adopt the Draft Official Plan will be available on the City's website on Thursday, October 28, 2021.

If you wish to be notified of the decision of City of Peterborough on the Draft Official Plan, you must make a written request to:

John Kennedy, City Clerk
City of Peterborough, City Hall
500 George Street North
Peterborough, Ontario K9H 3R9
jkennedy@peterborough.ca

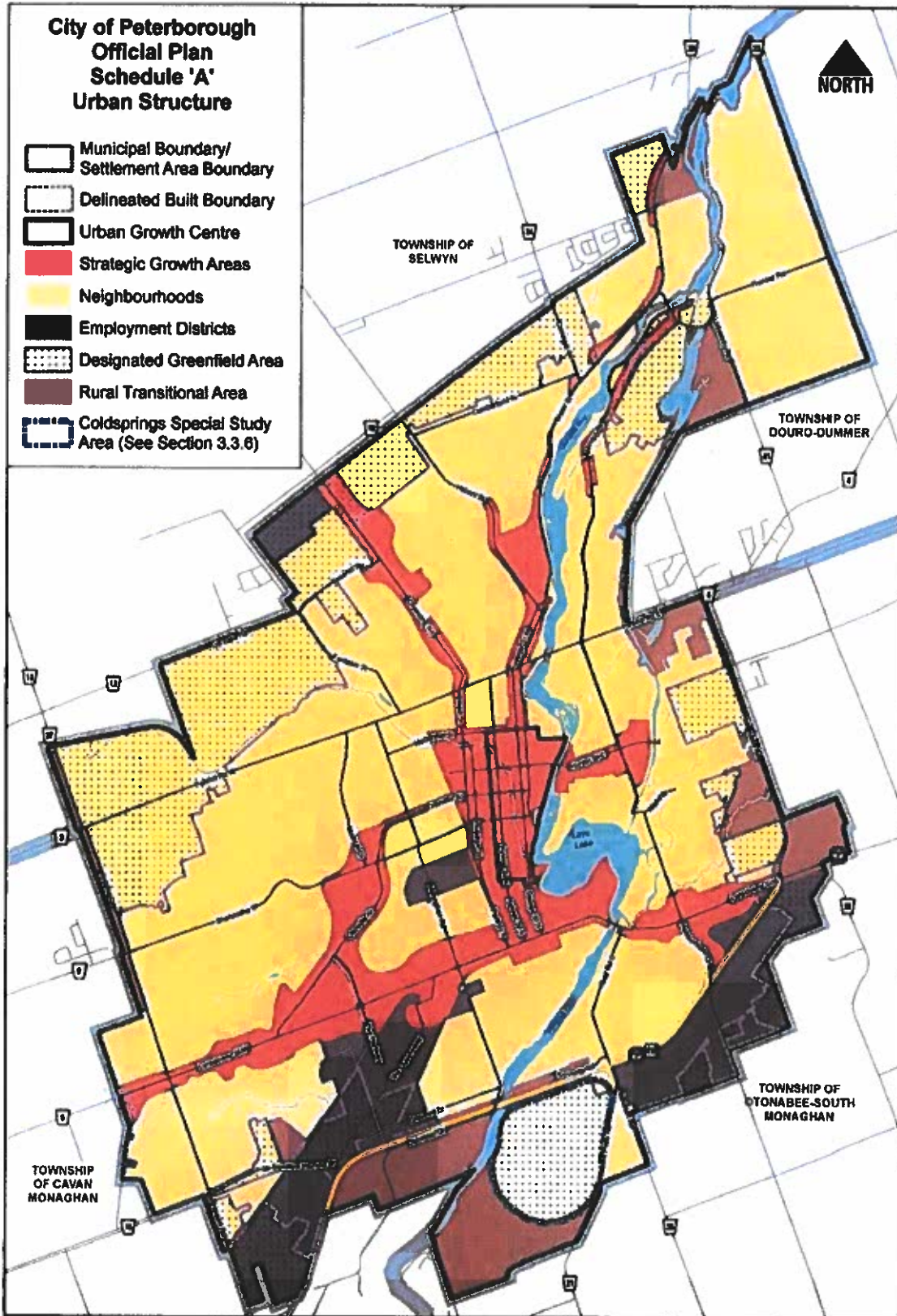
When Council adopts the Draft Official Plan, it will then be sent to the Province of Ontario for review and approval. The Minister of Municipal Affairs and Housing is the approval authority for the Draft Official Plan. Pursuant to Section 17(36.5) of the Planning Act, the Minister's decision will be final as there is no appeal in respect of a decision of the approval authority where the approval authority is the Minister.

A key map is not attached to this notice as the proposed new Official Plan will apply to the entire municipality.

Dated at the City of Peterborough this 6th day of October, 2021.

**City of Peterborough
Official Plan
Schedule 'A'
Urban Structure**

-  Municipal Boundary/
Settlement Area Boundary
-  Delineated Built Boundary
-  Urban Growth Centre
-  Strategic Growth Areas
-  Neighbourhoods
-  Employment Districts
-  Designated Greenfield Area
-  Rural Transitional Area
-  Coldsprings Special Study
Area (See Section 3.3.6)



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3.3.5 The Rural Transitional Area

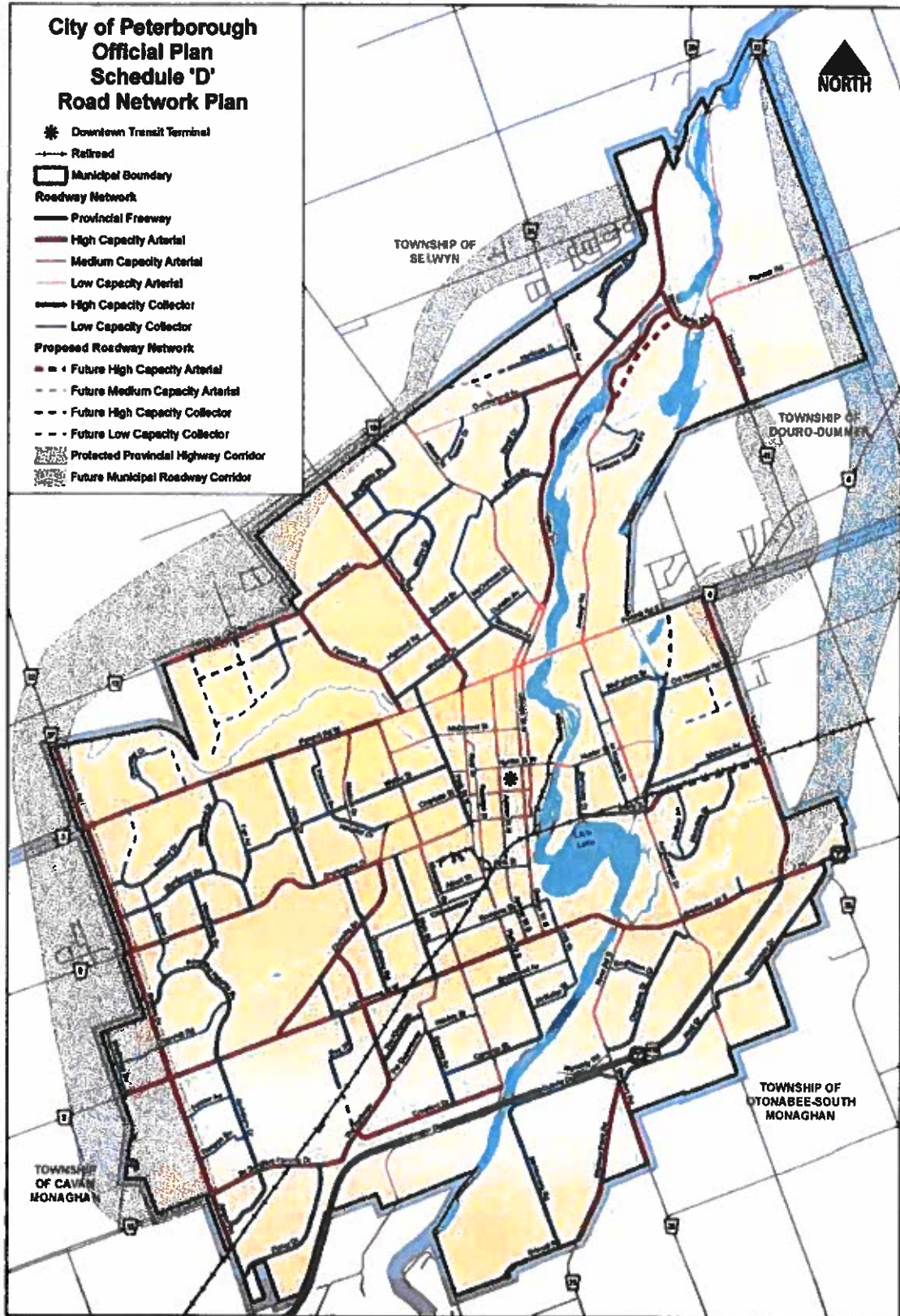
- a. The Rural Transitional Area is identified on **Schedule A: Urban Structure**. Rural Transitional Area lands, as they are located within the Settlement Area, are anticipated to accommodate urban land uses at some point in the future beyond the 2051 planning horizon of this Plan. Typical rural/agricultural land uses are expected to continue until lands within the Rural Transitional Area are determined to be needed to accommodate urban growth. Lands within the Rural Transitional Area are intended to represent **excess lands**, which are not expected to accommodate any significant portions of the City's projected growth to 2051. Development decisions within Rural Transitional Area must consider, and must not preclude, the future orderly expansion of the City's urban development.

3.3.6 Coldsprings Special Study Area

- a. The Coldsprings Special Study Area is identified on **Schedule A: Urban Structure** and **Schedule B: Land Use Plan**. The lands identified as Coldsprings Special Study Area are approximate and does not constitute as a land use designation.
- b. The lands within the Coldsprings Special Study Area are anticipated to accommodate growth to 2051. Unless determined otherwise by a city-wide land needs assessment, it is intended that approximately 80 hectares of developable land area will be designated as Prestige Employment and approximately 60 hectares of developable land area will be designated for other community uses.
- c. The completion of a Secondary Plan for the Coldsprings Special Study Area is a priority of the City. The City will complete a Secondary Plan and an Official Plan Amendment to establish the appropriate urban structure, delineate land use boundaries, and provide urban design guidelines and development policies that will support of the establishment of employment land and **compatible development**.
- d. Until such time that a Secondary Plan and an Official Plan Amendment are approved for the Coldsprings Special Study Area, the policies of the Rural Transitional Area Designation shall apply.




**City of Peterborough
Official Plan
Schedule 'D'
Road Network Plan**

- Downtown Transit Terminal
- Retired
- Municipal Boundary
- Roadway Network**
- Provincial Freeway
- High Capacity Arterial
- Medium Capacity Arterial
- Low Capacity Arterial
- High Capacity Collector
- Low Capacity Collector
- Proposed Roadway Network**
- Future High Capacity Arterial
- Future Medium Capacity Arterial
- Future High Capacity Collector
- Future Low Capacity Collector
- Protected Provincial Highway Corridor
- Future Municipal Roadway Corridor



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- g. The City will work in association with local school boards to minimize any duplication of service between the boards and Peterborough Transit, and to determine where greater overall efficiencies can be achieved through coordination of services.
 - h. The City will continue to upgrade regular transit service to full accessibility, and maintain a parallel, specialized service for those persons unable to utilize the regular service.
 - i. The City shall work with Peterborough County, the Province, adjacent municipalities and any other applicable agencies to support transit service integration within and across municipal boundaries and between transit and other modes of travel beyond the City's boundaries.

6.2.6 Road Network

- a. The road network within Peterborough is illustrated on **Schedule D: Road Network Plan** and shall be classified as follows:
 - i. Provincial Highway - to serve the free flow of large volumes of inter-urban, intra-urban and regional traffic through the City at high speeds and to interconnect with controlled access to the Arterial Road network.
 - ii. High Capacity Arterial - to serve intra-municipal and inter-regional traffic between major land use areas at medium speeds through the City, with controlled access primarily from Arterial and Collector Roads, except where existing land use development makes this impractical. The High Capacity Arterial can be expected to accommodate up to 800 vehicles per hour per lane with a potential cross-section of up to 6 travel lanes plus turning lanes and separated bikeways within a 36 metre right-of-way. High Capacity Arterials shall include sidewalks on both sides.
 - iii. Medium Capacity Arterial - to serve intra-municipal and inter-regional traffic between major land use areas at medium speeds through the City, with controlled access primarily from Collector Roads, except where existing land use development makes this impractical. Medium Capacity Arterials can be expected to accommodate up to 700 vehicles per hour per lane with a potential cross-section of up to 4 travel lanes plus turning lanes and on-street bike lanes in a 30 metre right-of-way. Medium Capacity Arterials shall include sidewalks on both sides.

- iv. **Low Capacity Arterial** - to serve intra-municipal and inter-regional traffic at medium speeds through the City, with controlled access except where existing land use development makes this impractical. Low Capacity Arterials can be expected to accommodate up to 600 vehicles per hour per lane with a potential cross-section of up to 4 travel lanes plus turning lanes, in a 30 metre right-of-way. Low Capacity Arterials shall include sidewalks on both sides and may accommodate some on-street parking and/or on-street bike lanes.
 - v. **High Capacity Collector** - to serve intra-municipal traffic for medium distances between Arterials and Local streets, with access to adjacent properties. High Capacity Collectors can be expected to accommodate up to 500 vehicles per hour per lane with a potential cross-section of up to 4 travel lanes in a 26 metre right of way. Private driveways and on-street parking and bikeways may be accommodated along such streets and sidewalks shall be included on both sides.
 - vi. **Low Capacity Collector** - to serve intra-neighborhood traffic for short distances between Arterial and Local streets, with access to adjacent properties. Low Capacity Collectors can be expected to accommodate a capacity of up to 400 vehicles per hour per lane with a potential cross-section of up to 2 travel lanes in a 23 metre right-of-way. Low Capacity Collectors pass through areas with fronting properties, driveways, on-street parking and possible on-street bikeways.
 - vii. **Local Roads** – to serve traffic from abutting properties to Collector Roads within a right-of-way of 20 metres. On-street parking may be expected and through traffic is usually discouraged. On-street bikeways maybe established to ensure a continuous, logically linked network, and sidewalks shall be included on both sides, except on culs-de-sac with fewer than 30 residential units and no through pedestrian connection.
- b. The preceding roadway classifications describe maximum roadway capacities and base widths for the road rights-of-way that may be expected. **Schedule I: Road Allowance Widths** provides a more specific description of the width of rights-of-way required by the City to implement the Transportation Master Plan.



- c. Where a property is the subject of an application for planning approval, including Site Plan Approval, and abuts a road right-of-way that does not meet the expected width as described in **Schedule I: Road Allowance Widths**, it is intended that the developer provide sufficient land to meet the width, at no cost to the City, as a condition of approval.

Land for road widenings shall generally be taken equally from both sides of the road right-of-way unless topographic features or other unique conditions necessitate taking a larger widening or total widening on one side of an existing right-of-way. Additional land for widening roads and intersections to improve sight lines at intersections, provide off-street bicycle lanes, accommodate landscaped medians, accommodate transit amenities, provide turning lanes and provide grade separations may also be required. The length of each side of the sight triangle abutting the road shall be in accordance with City standards.

- d. Notwithstanding Policy c., the required right-of-way allowance widths and/or sight triangle requirements may be waived or adjusted on a case-by-case basis by the City where:
 - i. An application for development and/or site alteration is of a minor nature;
 - ii. It is determined through the development review process that it is not feasible or desirable to widen an existing right-of-way width to the prescribed width in consideration of, but not limited to, the existing streetscape, natural heritage features, **cultural heritage resources**, built form and public need; or,
 - iii. An environmental assessment, Secondary Plan study, or other transportation or planning study approved by Council has deemed an alternative right-of-way width as appropriate.
- e. Where a proposed development that results in increased vehicular traffic which cannot be effectively or safely accommodated within the expected right-of-way is approved, the City may re-evaluate the road classification or require additional lands along the entire road frontage to provide for potential turning lanes and public transit, bicycle and pedestrian facilities.
- f. For newly created Arterial Roads, direct access to adjacent properties will normally be prohibited by the establishment of 0.3-metre reserves or be designated by By-Law as controlled access streets.



6.0 Infrastructure Policies



- g. New direct access to Arterial Roads in developing areas will be avoided for new residential development, except where it facilitates residential intensification in accordance with the policies of this Plan. Where redevelopment and/or intensification occurs, the development of shared access will be encouraged to reduce the number of driveways accessing Arterial Roads. Existing private access associated with redevelopment may be further regulated or eliminated where possible and a 0.3-metre reserve may be taken to restrict access to the Arterial Road.**
- h. For Arterial Roads in established urbanized areas, development and redevelopment will consider the appropriateness of relocating access to other streets, satisfactory spacing and design of access locations. New development or redevelopment that would require backing a motor vehicle onto an Arterial Road will not be permitted.**
- i. Where permitted by the Zoning By-Law, low-rise residential uses that are located adjacent to Provincial Highways and Arterial Roads will be required, wherever possible, to develop in a manner that will minimize direct access to such highways or roads, but which avoids back lotting on Arterial Roads.**

- j. The City's Transportation Master Plan indicates the need to protect long-term future municipal roadway corridors in proximity to the City's boundaries to meet future needs for transportation and coordinated regional connectivity associated with growth beyond the population horizon of this Plan. The general location of Long Term Corridor Protection Areas is identified on **Schedule D: Road Network Plan** as opportunities for maximum, long-term route planning. Final alignments will be determined on the basis of corridor protection studies and Class Environmental Assessments in partnership with the County of Peterborough.

To ensure that the City and area's long term transportation needs can be met, the City will cooperate with the County to protect these corridors through negotiation in the review of area plans, plans of subdivision and Official Plan and/or Zoning By-Law Amendments. Where the ultimate alignment and right-of-way of a long-term corridor has been determined, the required road allowance will be reserved either as part of, or independent from such planning approvals. Where such allowances have not been determined, proposals to develop land where an allowance may be required will be subject to a corridor study to determine which portion of the subject land should be reserved for the future road allowance.

In addition to all applicable municipal requirements, all development proposals adjacent to and in the vicinity of Provincial Highways will be subject to Provincial review and approval. Early consultation with the Province is encouraged to ensure the integration of municipal planning initiatives with Provincial transportation planning. Areas identified for future development that are located adjacent to or in the vicinity of a Provincial Highway or an interchange/intersection will be subject to the Province's policies and standards.

- k. Traffic management strategies, signals and management techniques shall be considered where they would provide for the safe and efficient use of existing transportation facilities and minimize the potential impacts of traffic. Such measures may include the diversion of non-local traffic to peripheral Arterial Roads, use of traffic calming measures, on-street parking and inclusion of enhanced cycling and walking facilities.
- l. The City will designate and manage truck routes to provide for safe and efficient truck movement through and within the City, considering access to industrial and commercial locations. This same approach to truck route management will be used by the City to discourage truck traffic on Local and Collector Roads in predominantly residential areas.



- m. Future transportation master plans will consider the role, impact and accommodation of emerging technologies, such as car shares, ride sharing, online shopping deliveries, electric vehicles and autonomous vehicles.
- n. Culs-de-sac, crescent streets, and loop streets will be discouraged unless they are located adjacent to or nearby, and provide **active transportation** connections to, significant infrastructure, or are abutting the **Natural Heritage System**. Where culs-de-sac, crescent streets, and loop streets are deemed necessary, every effort will be made to minimize their impact on the connectivity and walkability of the street network. Further, back lotting or reverse lot frontages shall be avoided where feasible and not considered unless demonstrated to be the only alternative.

6.2.7 Parking

- a. Adequate and accessible off-street parking and loading areas shall be provided for all permitted uses. Specific requirements for vehicular and bicycle parking shall be articulated in the Zoning By-Law.
- b. The City may consider the payment of **cash-in-lieu** of parking for all or part of the off-street parking required by a proposed development located with **Strategic Growth Areas** or a proposed development for **affordable and/or accessible housing**.
- c. The City may enter into partnerships and/or develop a system for the provision of adequate off-street parking in defined parts of the City. Development of shared parking spaces between public service facilities and municipal parks is encouraged where the facilities are within walking distance.
- d. The City shall provide bicycle parking facilities at all municipally owned and operated facilities to promote the use of bicycles as an alternative to motor vehicles. Site Plan approval will require consideration of bicycle parking facilities for all new development.