

Development Approvals In Ontario:

The Applicant Journey

A Guide to Planning and Building Approvals



Getting Started

Hello potential Applicant!

Selwyn staff and Council want to help you through the development approvals process (DAP).

The *Rules*, *Players* and *Instruments* that are part of the "Planning World" and "Building World" approvals journey extend across multiple levels of governments and agencies. Applicants must immerse themselves in a series of applications, technical reviews, inspections, fees and decisions. Selwyn did not create this complex system of approvals, but we are committed to moving through it with you as your guide.

This primer will help you understand DAP - the journey to secure the Planning and Building approvals you need in order to get your land use permissions in place and get your construction project built safely according to Code. Our staff are here to provide you with necessary information and support. We think this big picture primer is a good place for you to start. This primer will give you the lay of the land when it comes to Planning World and Building World approvals. It will equip you to ask more informed detailed questions as you move forward.

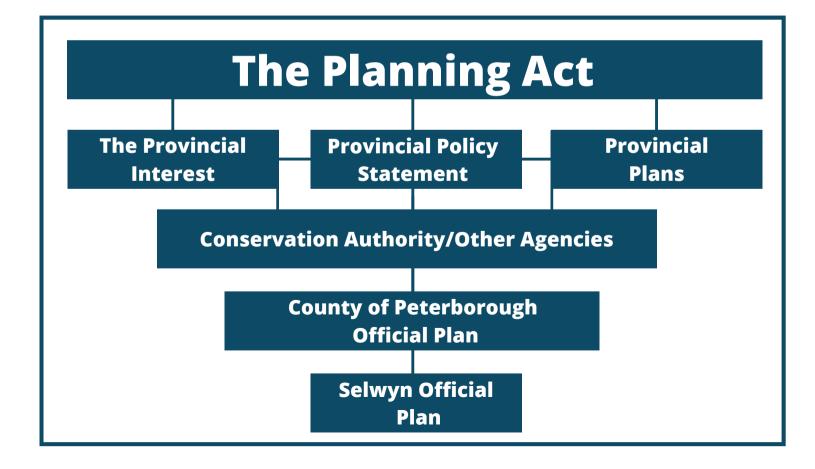
At Selwyn, we look forward to working with you on this DAP journey, so read-up and let's get you started. Our first destination is Planning World!





Planning World Approvals: Understanding the Rules

Similar to the rules of the road, Planning World comes with its own set of policies, rules, and regulations. Your development has to be consistent with these rules.





Provincial Level Rules:

The Planning Act

The Planning Act is a Provincial law that provides the legal authority for local governments (upper and lower tier) to plan and organize the land uses within their territory and to review and approve land development.

It establishes mandatory processes—including public consultation and opportunities for appeal of planning decisions to the Local Planning Appeal Tribunal (LPAT) - for local and regional municipalities when they formulate and approve Official Plans and Zoning By-Laws.

• The Provincial Interest

The Planning Act provides a long list of "Provincial interests" (e.g., protection of natural resources, agricultural lands, cultural heritage, financial and economic well being, etc.) that municipalities "must have regard to" when carrying out their planning responsibilities.





Provincial Level Rules:

• Provincial Policy Statement

The Planning Act provides for the approval by Provincial Cabinet of the Provincial Policy Statement (PPS).

- All planning decisions, comments and advice must be consistent with the Provincial Policy Statement.
- The PPS consists of policies that assist planners and decision-makers in identifying good planning practices such as managing and organizing land uses to prevent land use conflict.
- The PPS provides for the protection of resources such as natural heritage, water, agricultural lands, mineral aggregates and cultural heritage features.
- It provides policies to protect against natural hazards and threats to the environment and to public health.





Provincial Level Rules:

• Provincial Plans

The Planning Act provides for the approval by Cabinet of Provincial Plans for large geographic regions within the Province.

- All planning decisions, comments and advice must conform to (or not conflict with) Provincial Plans.
- Provincial Plans include the Niagara Escarpment Plan and the Greenbelt Plan, and of more specific interest to the Township of Selwyn, the Growth Plan for the Greater Golden Horseshoe (2017).
- The Growth Plan for the Greater Golden Horseshoe provides for areas where growth is expected and encouraged.
- The Growth Plan for the Greater Golden Horseshoe identifies policies for managing growth to create compact, complete communities and to make the most efficient use of limited resources such as land (directing increased intensification) and energy (coordinating infrastructure and transportation investment with development).





County & Selwyn Level Rules:

Official Plans & Official Plan Amendments

- An Official Plan is a document prepared by staff and adopted by Council. It expresses a vision for the growth and development of the municipality. It is prepared following a required process of agency consultation and citizen engagement.
- It consists of a series of policies to protect Provincial and local interests, to guide physical development and growth, to manage the resources of the municipality and to direct the provision of infrastructure and facilities for growth.
- Both upper tier (County of Peterborough) and lower tier (Township of Selwyn) municipalities prepare and adopt Official Plans.
- Key Decision-maker(s). The Official Plan for Selwyn is prepared by staff and adopted by Council after consultation with the public. The plan must be approved by the designated approval authority; which for Selwyn is the County of Peterborough. The Official Plan must be consistent with provincial policies. The County of Peterborough Official Plan includes local municipal components.
- In Peterborough County the Official Plans for four of its municipalities including the Township of Selwyn, have been incorporated into the County Official Plan as "local components" of the County Official Plan.





County & Selwyn Level Rules:

Official Plans & Official Plan Amendments Continued

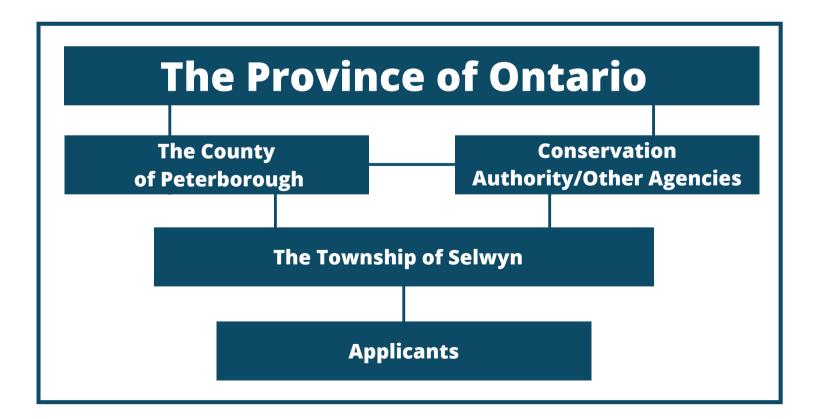
- An Official Plan is comprehensively reviewed after 10 years. Following such a review, the Plan can be amended or a new plan can be written.
- Official Plans and their policies can also be amended between comprehensive reviews, in some cases on a site specific basis, by the local Council and the County.
- A decision to approve or amend a local Official Plan is appealable to the Local Planning Appeal Tribunal (LPAT). County Plans are approved by the Province and cannot be appealed.
- Individuals can apply to amend the Official Plan for site specific amendments.
- Key Timeline: When a complete application is made to amend The Official Plan, Council, staff and the approval authority have 120 days in which to consider the amendment and approve it or deny its approval. If the application is turned down, or if no decision is made within the prescribed time period, the applicant can appeal to the Local Planning and Appeal Tribunal (LPAT).





Planning World Approvals: Identifying the Players

Various governments and a number of agencies are involved in approving your development. They exist in a hierarchy with the Province at the top and Selwyn at the bottom, closest to the applicant. Selwyn does NOT make all the decisions.





The Province of Ontario

Provincial Agencies

The Province of Ontario has the ultimate legal authority concerning municipal decisions regarding land use planning. It has delegated significant authority for planning through the Planning Act to upper and lower tier municipalities. Nevertheless, Provincial Ministry staff continue to play a role of advice, assistance and oversight of planning activities.

- The Ministry of Municipal Affairs and Housing is responsible for the Planning Act and for establishing matters of Provincial Interest, the Provincial Policy Statement (PPS) and the Provincial Plans, especially the Greenbelt Plan (including the Oak Ridges Moraine Conservation Plan) and the Growth Plan for the Greater Golden Horseshoe.
- The Ministry of Natural Resources and Forestry (MNRF) is responsible for assisting in the identification of areas of natural heritage interest, including Provincially Significant Woodlots and Wetlands. MNRF also manages wildlife issues such as endangered species and species at risk. Some MNRF responsibilities under the Planning Act have been delegate to the Otonabee Region Conservation Authority.





The Province of Ontario

Provincial Agencies Cont'd

- The Ministry of Environment (MOE) issues Certificates of Approval for sewage treatment facilities with flows greater than 10,000 litres.
- The Ministry of Transportation (MTO) comments on development applications that are proximate to provincial highways.
- The Ministry of Culture has a role in the planning process through its responsibility for cultural heritage issues and archeological assessments especially with indigenous heritage issues that arise when land is disturbed or developed.
- Other provincial ministries or agencies may be involved, depending on the type of application.





The Province of Ontario

Local Planning Appeal Tribunal (LPAT)

Local Planning Appeal Tribunal (LPAT) is the appeal body for most planning decisions made under the Planning Act. It is a "tribunal" made up of one or two provincially appointed members (from a Tribunal of 25 members) who conduct a hearing much like a court, listening to evidence, often from experts and argument by lawyers.

Parties to a dispute can be appellants from the public, applicants who appeal from a planning decision (or a lack of decision) or government bodies such as a Provincial Ministry, a local municipality or the county, or another agency.





The Province of Ontario

Local Planning Appeal Tribunal (LPAT) Cont'd

The LPAT uses both adjudication (a hearing with a written decision) or mediation (discussions leading to an agreed settlement) to resolve planning disputes.

LPAT appeals can take months to resolve and although many hearings take only a day or two (such as variances or severances), some hearings (such as subdivisions or Official Plans) can be long and expensive.

All planning decisions have a key decision-maker for the initial decision, but because planning decisions can be appealed, the LPAT can make a different decision from the initial decision maker (such as the local municipality) and its decision is binding on all parties including the local municipality.





The County of Peterborough

The County of Peterborough is the Upper Tier municipality consisting of eight local municipalities, one of which is the Township of Selwyn. Counties do not have authority over separated cities; in the case of the County of Peterborough, the County does not include the City of Peterborough. Nevertheless, as an adjacent city, Peterborough does have an influence on land use planning in Selwyn.

The County of Peterborough is the approval authority for the Official Plan for the Township Selwyn. The County has adopted a County Official Plan and by Official Amendment Plan No. 3 (County OPA 3), it has included the local Official Plan for the Township of Selwyn as a component of the County Plan.





The County of Peterborough

The County has institued a mandatory pre-consultation process which must be undertaken for Official Plan Amendment and Draft Plan of Subdivision/Condominium applications to be accepted.

Applications to amend the Selwyn Official Plan (local component of the County Plan) are accepted and processed by the County of Peterborough. Township and County staff coordinate the required Notices and the required public meeting is held at the Township level. Township council's recommendation to approve or deny the amendment is forwarded to County Council who are tasked with making the final decision.

The County of Peterborough approves subdivision applications, but in the course of doing so, relies on Selwyn Township technical review and public consultation.

The County-appointed Land Division Committee reviews applications for Consents to Sever. The County Health Unit has been assigned responsibility for approving sewage systems on private lots under the Ontario Building Code. Township of Selwyn staff are consulted on these applications and provide technical advice to the County .





Conservation Authority

Otonabee Region Conservation Authority (ORCA)

Otonabee Region Conservation Authority (ORCA) is established under the Conservation Authorities Act, but has specific responsibilities in the planning process through a Partnership Memorandum between the Township and ORCA.

In the development review process ORCA has three main functions:

- **Issuing permits** under Ontario Regulation 167/06 (*Conservation Authorities Act*) for grading, site alteration, development or construction near wetlands, shorelines or watercourses.
- **Delegated Authority** by the Ministry of Natural Resources and Forestry and the Ministry of Municipal Affairs and Housing to review and comment on development in areas of natural hazard, in accordance with Section 3 of the Provincial Policy Statement.
- **Providing advice and peer review** for development proposals affecting natural heritage systems such as wetlands, woodlands, valley lands, fisheries and endangered or threatened species.

Until recently ORCA had certain responsibilities under the federal *Fisheries Act.* These have since been removed. However, ORCA continues to provide advice and comments to municipalities in the area of fisheries and fisheries habitat.





The Township of Selwyn

The Township of Selwyn is one of eight local municipalities within Peterborough County. It is the level of government closest to applicants.

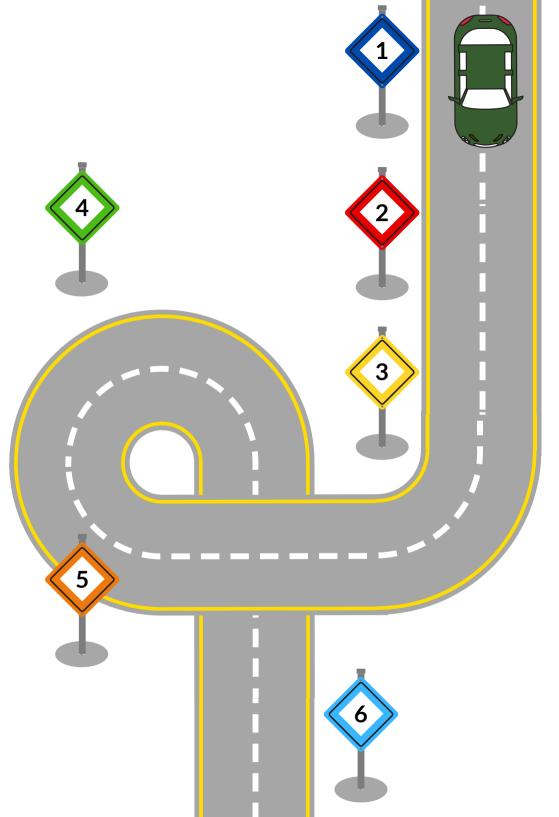
Selwyn Council and staff are charged with the administration of a number of core Planning World approval instruments; including re-zonings and site plan approvals.

Selwyn's Committee of Adjustment reviews/approves applications for Minor Variances. Currently, the Committee is composed entirely of Council members.

Selwyn staff interact with the following community agencies during the technical review process leading to an application approval decision:

- Otonabee Region Conservation Authority
- The County of Peterborough
- First Nations
- Provincial Ministries

Township of Sewyn



Planning World

OP/ZONING IN PLACE

MANDATORY PRE-CONSULTATION

2

SUBMIT APPLICATION & PAY FEES

APPLICATION DEEMED COMPLETE

TECHNICAL REVIEW BY SELWYN/COUNTY/CA

APPROVAL DECISION, LEGAL AGREEMENTS, & REGISTRATION





Planning World Approvals: Defining the Instruments

A set of approval *Instruments* are used by Planning World *Players* to regulate development projects and ensure they conform with Planning World *Rules*.

- Pre-consultation
- Site Specific Official Plan Amendments
- Zoning By-Laws & Zoning By-Law Amendments
- The Committee of Adjustment & Minor Variances
- Site Plan Approval
- The Division of Lands: Subdivisions/Condominium
- The Division of Lands: Severances
- Planning Act Fees



Mandatory Pre-Consultations

Both the County and Township have passed mandatory pre-consultation by-laws. Anyone contemplating the submission of any of the following Planning Act applications must first request and attend a pre-consultation meeting:

The County of Peterborough:

- Application to amend the Official Plan.
- Application for Draft Plan of Subdivision/Condominium.

The Township of Selwyn:

- Application to Rezone.
- Application for Site Plan Approval.





Zoning By-Law & By-Law Amendments

- Comprehensive Zoning By-laws are detailed land use regulations enacted by the Council of a local municipality following a process required by the Planning Act. Zoning By-Law content is based on staff advice and a prescribed process of public consultation.
- Key Decision-maker. The Township of Selwyn has adopted a comprehensive Zoning By-Law that regulates, in detail, land uses and land development for all lands within the municipality. Council can amend the By-Law as needed on a site specific basis.
- Zoning By-laws permit categories of land uses (residential, commercial, employment etc.) and similarly prohibit land uses in certain locations. The Zoning By-Law also sets development standards for each use (e.g. height, bulk, building setbacks, parking requirements, floor area and other matters affecting the character and use of the land) which are applied at the site plan and building permit stages.
- Zoning By-laws must conform to the Official Plan of the local municipality and to the Official Plan of the County. When an Official Plan is reviewed and amended, Council must update its Zoning By-Law to conform to the new or amended Official Plan within three years.





Zoning By-Law & By-Law Amendments

- All decisions relating to Zoning By-Laws and any amendment must be consistent with the Provincial Policy Statement (PPS) and must conform to Provincial Plans.
- A decision to adopt or amend a Zoning By-Law or any part of it, can be appealed to the Local Planning Appeal Tribunal (LPAT).
- Any person or public body can apply for an amendment to the Zoning By-Law by submitting a complete application.
- Key Timeline: following the submission of a complete application, Council has 90 days in which to make a decision on the application. If Council denies the application or if it does not make a decision within this time, the applicant can appeal to the Local Plan Appeal Tribunal.





The Committee of Adjustment & Minor Variances

- Key Decision-maker. The Committee of Adjustment for the Township of Selwyn has the responsibility for authorizing "minor variances" to the Comprehensive Zoning By-Law along with some other powers associated with the administration of the By-Law.
- A Committee of Adjustment is appointed by Township Council at the beginning of each new Council term. Selwyn's Committee currently consists entirely of Township Council members.
- Variances from the Zoning By-Law are permitted when they are deemed to pass four tests. They must be minor in their effect, "desirable for the appropriate development or use" of the land, and must maintain the intent of the Zoning By-Law and the Official Plan.





The Committee of Adjustment & Minor Variances Cont'd

- Approval of a variance can be authorized for a specific time period or can be made on any condition that the Committee of Adjustment deems "advisable".
- A decision of the Committee of Adjustment is appealable to the Local Planning and Appeal Tribunal (LPAT) who will consider the merits of the appeal on the basis of the same four tests that the committee used.
- However, unlike other planning instruments there is no provision for an appeal where the Committee fails to make a decision within a specified period of time. In the absence of a key time line that can lead to potential appeal, the main consideration in the administration of Minor Variance applications is the desire to maintain a good customer service standard.





Site Plan Approval

- A local council can by by-law, identify an area within the municipality where Site Plan Control applies. Like most other municipalities, the Township of Selwyn has identified the entire Township where site plan approval is mandatory, with exceptions for certain uses such as single detached houses.
- Site plan approval applies to all development and construction (other than exempted uses) and is meant to ensure that buildings and land uses occupy a parcel of land (a "site") in a way that is well organized and functional.
- Site plan approval is not an alternative to the zoning regulation and cannot control things that zoning controls, such as height or density. It controls the details of site design while complying with the development standards in the by-law.
- Key Decision-maker. Following an application to the Township by the land owner, the proposal is circulated to adjoining land owners, relevant provincial agencies, ORCA, the County, PPH, First Nations, and Accessibility Commitee etc. for comment. Once the submission is deemed to be satisfactory, approval is granted by staff for minor applications (structures under 5000 square feet in building area). Major applications are approved by Township Council.





The Division of Lands

- The division of land into lots for development can be done by application for Consent to Sever (one or two lots) or by Subdivision which usually involves numerous lots, internal roads, engineering issues such as grading and servicing, and potentially land for parks and schools.
- The Planning Act provides a comprehensive list of matters to be considered when land is divided by either severance or subdivision. These include technical matters such as lot sizes, access and servicing, as well as compliance with Official Plan policies and Zoning regulations governing lot creation





Subdivisions

- Key Decision-maker: Appliations for approval of plans of Subdivision/Condominium are approve by the County. The Township plays a central role in the process ensuring that the development is consistent with relevant design standards. The required public meeting which provides the public with an opportunity to voice their opinion is held at the Township level. Following the public meeting and in consideration of the input received. Township Council provides the County with its recommendation, which typically includes a list of conditions.
- Although the same list of criteria is used for severances and subdivisions, subdivisions tend to be much more complicated due to the number of lots created, the issues of internal roads, prescribed facilities such as parks and schools sites, servicing and the integration of the additional land uses into the existing community fabric.
- Subdivision approval can be granted based on conditions, including the condition to enter into a detailed Subdivision Agreement governing many aspects of the plans. Both the decision by County Council or the conditions of approval can be appealed to the Local Planning Appeal Tribunal (LPAT) by the applicant or by the public.
- Key Timeline. Following a complete application for Subdivision, County Council has 120 days in which to make a decision. If no decision is made within this time, the applicant can appeal to the Local Planning Appeal Tribunal (LPAT)





Severances

- Key decision-maker. Severances are decided by the County of Peterborough Land Division Committee with technical input from Selwyn and County planning staff; as well as the County Health Unit, which is authorized to review the proposed method of sewage disposal.
- The Land Division Committee is appointed by County Council and the County Health Unit has been delegated responsibility by the Province for regulating public health issues.
- The Township is a commenting agency and provides the County with a formal response for each Consent application.
- Severance decisions can be made with conditions, and both the decision and the conditions can be appealed to the Local Planning Appeal Tribunal (LPAT) by the applicant or by a member of the public. The conditions to a severance must be fulfilled within one year or the severance approval will lapse.
- Key Timeline. Where the Committee fails to make a decision within 90 days, the applicant may appeal to the Local Plan Appeal Tribunal (LPAT).





Planning Act Fees

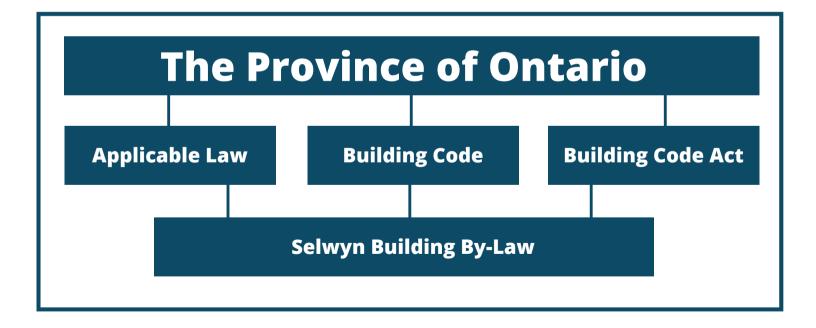
- Section 69 of the Planning Act permits Selwyn and County Council to establish a tariff of fees to be paid by applicants for the processing of applications made for planning approvals.
- Planning fees must be designed to meet the anticipated average cost to the municipality (or other agency) for processing applications in a given category. Fees can also be charged by other approval or commenting agencies such as the Conservation Authority.
- Upon payment, an applicant can appeal the amount of a planning fee to the Local Planning Appeal Tribunal.
- In practice, planning fees (unlike building permit fees) do not capture the municipality's entire cost of processing applications. The reality of partial cost recovery reflects the fact that reviewing planning and development applications is in the public interest, and some portion of the review cost should be funded through property taxes. A reasonable/typical recovery rate is 50-75 percent of the total cost to the municipality of its planning and development applications review effort.





Building World Approvals: Understanding the Rules

Similar to Planning World, Building World has its own legislated rules. Your construction project has to comply with these rules. Selwyn does not make the rules, however Selwyn is required to enforce them.





Building World: The Rules

The Building Code Act

The Building Code Act provides the fundamental permitting process for construction in the Province of Ontario and thus is the gatekeeper for a large proportion of development that involves the construction of building or structures.

The Building Code

The Building Code Act (BCA) provides for the review, permitting and inspection of construction through a regulation passed under the Act called "The Ontario Building Code" (OBC). The OBC is applicable throughout the Province but is administered by municipalities, almost exclusively by local municipalities such as the Township of Selwyn.

In Peterborough County, private sewage systems associated with new construction are typically reviewed under the Ontario Building Code by the County Health Unit.





Building World: The Rules

"Applicable Law"

Development requiring a building permit under the *Building Code Act* can only proceed when the requirements of the *Act* are satisfied, including compliance with the *Code* itself and with **"any appliable law"**.

Applicable law is defined by a lengthy schedule of other statutes in the *Building Code Act*, including certain *Planning Act* instruments (approved site plans and compliance with Zoning) and other laws such as the *Heritage Act* and the *Conservation Authorities Act*.

As a vital part of the planning and development process, compliance with applicable law ensures that all development involving construction:

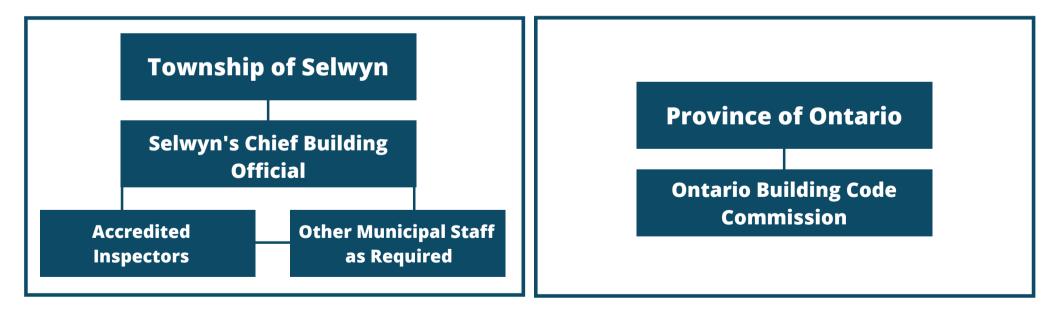
- Complies with local zoning (or has received a variance),
- Has received site plan approval where necessary,
- Has been properly permitted by the Conservation Authority as required, and
- Where demolition may be necessary or where a heritage asset may be involved, complies with the requirements of the *Ontario Heritage Act*.





Building World Approvals: Identifying the Players

Building World Players set the rules (Province) and then Selwyn approves plans for your construction project, issues a building permit, inspects construction, and grants occupancy.





Building World: Player Profiles

Selwyn Cheif Building Official

- The Act provides for the mandatory appointment by the local municipality of a Chief Building Official (CBO). The CBO is a "statutory" position with responsibilities defined by the Building Code Act.
- Although the CBO is appointed and paid by the municipality, the CBO's responsibilities when applying the Code and those of building staff are not subject to direction by Township Council, but are defined through the Building Code Act and the Code.

Selwyn Accredited Inspectors

• Inspectors are accredited to review plans and conduct inspections after passing provincially mandated courses. Selwyn inspectors are currently qualified for all Part 9 and Part 3 building permit and inspection categories.





Building World: Player Profiles

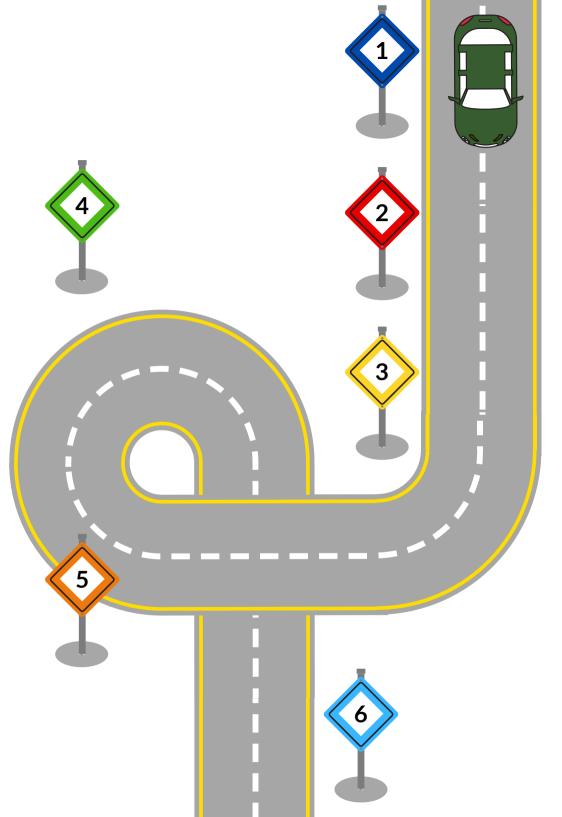
Other Municipal Staff

• Other Selwyn staff may be involved in a technical review of grading and/or life safety system reviews and approvals.

Ontario Building Code Commission

• An appeal against some decisions of the Chief Building Official is possible to the provincial Building Code Commission. This is a tribunal that resolves disputes between applicants and the CBO. The Commission can permit alternative solutions to a Building Code issue in place of the CBO.





Building World

- **COMPLETE APPLICATION & PAY FEES**
- PLANS EXAMINATION BY SELWYN



- PERMIT DECISION BY SELWYN
- CONSTRUCTION INSPECTIONS REQUESTED & EXECUTED



OCCUPANCY GRANTED











Complete Permit Application

An application for a building permit usually begins with a pre-consultation between the applicant or designer and the municipality to discuss the permit requirements.

A permit application is submitted to Selwyn (including fees, drawings and other information) by the applicant or designer. The application is checked for completeness by Township staff. If it is complete, a legislated timeframe clock starts and a permit decision must be arrived at within the specific timeline set by the Act (see Key Timelines below).

Building Permit Decision

The application is reviewed to ensure compliance with applicable law (zoning, site plan and other required permits) and is reviewed by a building permit specialist for compliance with the Building Code. If the application is satisfactory and all requirements are met, a permit (or a series of permits depending on the complexity of the project) is issued.

If the application is incomplete or not satisfactory, a "deficiency letter" is issued by the Township outlining what is missing or required to meet the Code. When the deficiency has been addressed by the applicant, the review continues and a permit must be issued within the timelines once all requirements have been satisfied.

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Key Timelines

Key timelines for arriving at a permit decision/issuing a permit for a complete application:

- Residential houses/additions/renovations 10 business days
- Building up to three storeys 15 business days
- Building greater than three storeys 20 business days
- Complex buildings 30 business days

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Madatory Construction Inspections

Site inspections are conducted by qualified inspections staff at prescribed times during construction, depending on the complexity of the project. Work is inspected to ensure conformity with the Code and with the approved construction drawings. Site inspections are scheduled by Selwyn admin staff and then conducted by qualified inspectors.

Occupancy Permit & Final Inspections

A final inspection is conducted and when appropriate, occupancy is permitted by a letter or by an occupancy permit. When all inspections are completed, the permit is "closed".

Building Permit Fees

The Building Code Act provides that municipalities and other agencies can set and collect a Building Permit fee prior to issuing a permit.

• The purpose of the fee is to allow the municipality and agencies to recover 100 percent of all costs associated with the review of the application and any inspections or any other administrative activities that are done to ensure compliance with the Ontario Building Code and applicable law.





Building Permit Fees Cont'd

- Under amendments to the Building Code Act (Bill 124, 2003), Building Permit fees cannot generate more revenue than the amount required to fund the activities of permit review and inspections (plus some reserves for contingencies).
- The fee structure ensures that municipal property tax revenues are not used to administer the Building Code, but also that Building Permit fees are not used to support other activities not related to the administration of the Building Code.
- Building Permit fees vary from one municipality to another and can be charged using a flat rate, or they can be based on the square footage or the cost of construction.
- The fee schedule for various types of permits are calculated based on a combination of cost estimates associated with processing applications and inspecting construction ("activity based costing") and comparative fees charged by other municipalities

