

DATE: January 28, 2015

REPORT TITLE: **PEEL 2041, REGIONAL OFFICIAL PLAN REVIEW -  
STATUS UPDATE AND PROPOSED ADDITIONS**

FROM: Lorraine Graham-Watson, Commissioner of Corporate Services

## RECOMMENDATION

**That the additions to the Official Plan Review process as set out in the report of the Commissioner of Corporate Services, titled “Peel 2041, Regional Official Plan Review (Peel 2041) – Status Update and Proposed Additions” be endorsed as the basis for the Peel 2041, Regional Official Plan Review (Peel 2041).**

## REPORT HIGHLIGHTS

- Peel 2041, the current Regional Official Plan Review process, is progressing with the work program which was developed in collaboration with area municipal staff and approved by Regional Council on December 12, 2013.
- A number of additions to the work program are proposed to address the new Provincial Policy Statement 2014, various Council resolutions, emerging work on growth management, and Age-friendly Planning.
- Draft Regional Official Plan Amendment 27 is planned to be brought to Regional Council in Q3/Q4 2015 to request a public meeting and open houses to consult on draft policies.
- Discussion papers are expected in 2015 to address specific issues outlined in the work program such as the Water Resources and Greenlands System Planning policy reviews.
- Staff is working with area municipal staff through involvement in focus area studies by providing input on scope of work, participation at working groups, and input on discussion papers and draft policies. Area municipal staff was consulted on this report.
- Staff is currently organizing various consultation events for stakeholders including a workshop on employment issues for March 5, 2015. Additional consultation sessions such as other workshops, public meetings, and open houses will be scheduled throughout 2015 and 2016 and Council will be advised of the dates.

## DISCUSSION

### 1. Background

On December 12, 2013 Regional Council approved a report titled “Peel 2041, Regional Official Plan Review (Peel 2041) – Work Program” (Council Resolution 2013-1151), which provided a work program as the basis of Peel 2041. The work program included nine focus areas for Peel 2041: Growth Management, Climate Change, Health and the Built

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Environment, Age-friendly Planning, Housing, Transportation, Water Resources, Agriculture, and Greenlands System Planning.

The Peel 2041 work program as approved by Council would achieve conformity with the following Provincial initiatives: Amendment 2 forecasts to the Places to Grow, Growth Plan for the Greater Golden Horseshoe 2006 (Growth Plan); *Clean Water Act* 2006; *Lake Simcoe Protection Act* 2008; *Strong Communities through Affordable Housing Act* 2011; and the draft Provincial Policy Statement (PPS).

Since the time of Council's approval there have been changes such as release of the PPS 2014, various Council resolutions as well as emerging work on growth management and age-friendly planning. As a result, additions to the original work program are being proposed.

The following section provides a status update on Peel 2041 and an outline of proposed work program additions for future Regional Official Plan Amendments (ROPA). Appendix I contains a high level schedule of upcoming ROPAs but may change if there are revised timelines to respond to circumstances such as extra consultation or further research.

### **ROPA 27 – Growth Management, Health and the Built Environment, Age-friendly Planning, Housing:**

#### **a) Growth Management**

Growth Management is a key component of Peel 2041 and will address greater population growth than originally forecasted to 2031 as well as extending the planning horizon for both population and employment forecasts to 2041. The new Regional forecasts were established by Amendment 2 to the Provincial Growth Plan. Consistent with normal practice, the forecasts are allocated to area municipalities through a consultative process.

In March 2014 there was staff level agreement between the Region and area municipalities on the draft forecasts to be included as a revised Table 3 in the Regional Official Plan and to ensure conformity with Amendment 2 to the Provincial Growth Plan. The draft forecasts, as shown in Table 1 of this report, were presented at the March 27, 2014 Peel Growth Management Committee. Each area municipality reported these to their respective councils with Caledon and Mississauga Councils supporting the allocation. Brampton Council supported the allocation for 2031 but requested that staff advise on whether the 2041 forecasts substantially impact the City's activity rate (the ratio of employment to population) prior to any approval. Brampton staff will address this issue prior to finalizing the allocations.

The Regional Land Budget which is a background document to the Official Plan, provides detailed allocation of the Regional forecasts in smaller geographies and provides allocations for greenfield areas and intensification. The Regional Land Budget prepared for ROPA 24 from the 2007-2010 Peel Region Official Plan Review will be updated to reflect a new 2011 base year and will include two planning horizons – 2031 and 2041.

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At the May 8, 2014 Regional Council meeting, Council provided direction for draft ROPA 27 which contains the Regional and area municipal forecasts to not proceed until Regional Council has approved a business plan (Council resolution 2014-402). The Region is also undertaking a study of the Costs/Benefits of Growth to 2041 to determine the capital and operating costs for Regional service requirements to support growth. It is anticipated that the Draft ROPA 27 and the Regional Land Budget will be brought forth to Regional Council in Q3/Q4 2015 to request a public meeting and open houses for consultation and then Q1 2016 for Council adoption.

Table 1 – Draft Regional and Area Municipal Forecasts

<b>Draft Table 3</b>						
<b>Municipality</b>	<b>2031</b>			<b>2041</b>		
	<b>Population</b>	<b>Households</b>	<b>Employment</b>	<b>Population</b>	<b>Households</b>	<b>Employment</b>
<b>Brampton</b>	833,000	231,000	296,000	919,000	256,000	329,000
<b>Caledon</b>	113,000	36,000	49,000	146,000	53,000	78,000
<b>Mississauga</b>	824,000	270,000	535,000	905,000	297,000	563,000
<b>Peel</b>	<b>1,770,000</b>	<b>537,000</b>	<b>880,000</b>	<b>1,970,000</b>	<b>606,000</b>	<b>970,000</b>

**Work Program Addition for the Growth Management Focus Area****i) Employment Corridor Protection**

The 2007-2010 Peel Region Official Plan Review introduced the Strategic Infrastructure Study Area (SISA) through ROPA 24 to plan for and protect the future GTA West Corridor and rights-of-way for transportation, transit facilities, and utilities uses. Since then the PPS 2014 introduced policies permitting municipalities to plan beyond 20 years for the long-term protection of employment areas provided the lands are not designated beyond a 20-year time horizon in official plans. Peel 2041 presents an opportunity to consider additional policies regarding the protection of employment corridors.

**b) Health and the Built Environment**

In October 2008, Regional Council directed Public Health and Planning staff to develop policies in the Regional Official Plan focussed on creating communities that promote healthier built environments. The initial action towards fulfilling Council's direction was to develop the Healthy Development Index (HDI) in 2009. This index is a quantitative, evidence-based evaluative tool to assess health impacts of land use planning and development proposals. Through refining the HDI, the Health Background Study Framework (HBSF) was created in 2011, which serves as a more user-friendly implementation tool. Hence, the proposed Health and Built Environment policies for ROPA 27 are based on achieving better and consistent implementation of the core principles of the HBSF through the land use planning and development process in Peel.

In the fall of 2013, Public Health commissioned a discussion paper on Health and the Built Environment and hosted a workshop on November 7, 2013 to inform stakeholders of the direction of the proposed amendments. Through this consultation, the proposed policies require Regional and area municipal planners to integrate the HBSF elements

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into planning policies and documents and require development applications to complete a health assessment checklist. Beginning in 2015, Public Health staff will evaluate all applicable development applications against the checklist. Proposed policy amendments will be included as part of ROPA 27.

**c) Age-friendly Planning**

The percent of Peel's population 65 years and older will increase from 10.5% in 2011 to 21% in 2031. The trend of an aging population has significant impacts on the delivery of Regional health and human services. This was recognized by Regional Council in creating Term of Council Priority 11 – "Assess Impacts of the Aging Population". By extending the work being done through ToCP 11 into the Regional Official Plan, there is an opportunity to strengthen existing aging policies currently dispersed throughout the Regional Official Plan.

A discussion paper has been prepared which outlines age-friendly planning approaches in different countries as well as the Federal and Provincial levels. As well, the document outlines age-friendly approaches that apply to existing policies in the Regional Official Plan by subject – housing, accessibility, health and human services as well as current policy gaps in the Regional Official Plan. The discussion paper is available on the Region's website and will be distributed at future public meetings and open houses <http://peelregion.ca/planning/officialplan/art/Age-FriendlyPlanningDiscussionPaper.pdf>.

**d) Housing**

The housing component of Peel 2041 focuses on conformity with the *Planning Act* amendment made through the *Strong Communities Through Affordable Housing Act* 2011 (Bill 140). The amendment requires that Official Plans permit second units in single detached, semi-detached and row-house dwellings. As part of ROPA 27, policies have been drafted to conform to these recent changes to the *Planning Act* as well as support the area municipalities' second units policies.

**Work Program Addition for the Housing Focus Area**

**i) Land Dedication for Social Housing**

At the September 11, 2014 Regional Council meeting resolution 2014-721 was passed that requires developers, in the case of greenfield developments in the Region of Peel, to transfer a minimum of two acres of serviced land for the purposes of social housing and one acre of land for Habitat for Humanity. The resolution requested that staff investigate how this can be implemented depending on the size of development and that a policy be developed for urban areas.

Peel 2041 will include this resolution as an additional component of the housing policy focus area. Staff has been consulting with area municipal staff regarding a recommended approach. They are supportive of proceeding with development of a discussion paper to explore regulatory and non-regulatory policy options to implement this resolution. This research and consultation will outline the legislative authority and tools available to municipalities and assess the need for additional policy in the Regional Official Plan.

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**ROPA # TBD – Climate Change, Water Resources, Agriculture, Greenlands System Planning:**

**e) Climate Change**

With the adoption of the Climate Change Strategy in June 2011, Regional Council signaled its support for moving forward to prepare for the impacts of climate change, by better understanding how the Region and its partners would need to adapt to the changing climate, and by identifying actions to reduce our impact on the environment. Under the goal of “Proactive and Responsive Planning and Leadership”, the Strategy recommended that official plans be updated to reflect climate change adaptation considerations and strategies to achieve greenhouse gas reductions.

In addition, the PPS 2014 identifies climate change as a matter of provincial interest and municipalities are directed to address climate change in their policy documents. A discussion paper will be prepared in 2015 to be used as a stakeholder consultation tool.

**f) Water Resources**

The objective of this focus area is to ensure that the water resource policies and mapping in the Regional Official Plan conform to the policies in the PPS 2014, Oak Ridges Moraine Conservation Plan, the *Clean Water Act 2006*, the *Lake Simcoe Protection Act 2008* and potentially the *Great Lakes Protection Act 2014*. Further, it is an objective of this project to review Regional Official Plan policy regarding stormwater management.

Following the completion of extensive background research, a Terms of Reference and a Request for Proposals were prepared in order to hire a consultant to develop a discussion paper. The discussion paper will be used as a stakeholder consultation tool. It is anticipated that the consultation paper will be distributed in late Q2 to early Q3 2015.

**g) Agriculture**

As part of Peel 2041, agriculture policies and mapping are being reviewed and updated to ensure conformity to the direction provided for the protection of agricultural lands in the PPS 2014.

To identify prime agricultural lands the Region, in partnership with the Town of Caledon, is undertaking a Land Evaluation and Area Review (LEAR). Developed by the Ontario Ministry of Agriculture, Food and Rural Affairs, a LEAR is the Provincial technical standard for the identification of Prime Agricultural Areas by municipalities for land use planning purposes. A public information open house was held in April 2014 to present the ‘LEAR recommended Prime Agricultural Area’. Since then, further refinement work has been undertaken through a land use planning mapping exercise to complete a ‘Contiguous Areas Analysis’ of this identified area. A public information open house will be held in Q1 2015 to present this mapping.

Once the review is complete in Q3 2015, an amendment process and review will be undertaken as part of Peel 2041 to make recommended changes to Section 3.2 Agriculture and Schedule B Prime Agricultural Area of the Regional Official Plan.

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**h) Greenlands System Planning**

The review of the Greenlands System policies within the Region will consider the need for updated policy and identification of a natural heritage system for the Region. A connected natural system promotes clean water and air, habitat for plants and animals, as well as cultural, recreational and health benefits.

The review and updating is complementary to the natural heritage policy and mapping updates that were recently approved through the 2007-2010 Peel Region Official Plan Review (ROPA 21B). The update will ensure that the Region is consistent with recent changes to the PPS and current natural heritage system planning science.

Regional staff will continue to work with the area municipalities, the province, conservation authorities and other organizations on this review and update of the Regional Official Plan. A discussion paper will be prepared and used as a stakeholder consultation tool. It is anticipated that the consultation paper will be distributed in late Q2 to early Q3 2015.

**Future ROPAs for the Following Focus Areas:**

**i) Transportation**

Key deliverables for the transportation focus area of Peel 2041 include a revised set of transportation policies, Schedules and Figures for the Regional Official Plan, and an updated Long Range Transportation Plan.

Transportation staff is currently finalizing an initial set of draft transportation policies addressing various Regional interests including active transportation, Provincial and Regional road networks, goods movement, etc. External consultation on these draft policies is scheduled to begin Q2 2015. The timing of this ROPA and how it will tie-in with the Long Range Transportation Plan work program, and other subject areas of the Regional Official Plan is currently being reviewed.

Another component of the transportation section involves the update of the Long Range Transportation Plan (LRTP). The LRTP is the transportation master plan for the Region providing a comprehensive multimodal transportation strategy to support population and employment growth to 2041. Transportation staff, working with area municipal staff and other stakeholders, will assess the impacts of growth against the transportation system efficiency and other transportation-related matters such as, environment, economy, and health. It is the expectation that the transportation strategy will identify road improvements (i.e. capacity expansion and system optimization) and promote sustainable modes of transportation (i.e. encouraging transit, carpooling, walking/cycling). The development of the LRTP Update has started, and is planned to be completed by the end of 2017.

**Work Program Addition for the Transportation Focus Area**

**i) Electricity Generation and Transmission Systems Along Corridors**

The Ministry of Transportation (MTO) and Hydro One are each pursuing separate but coordinated Environmental Assessment studies. Stage 2 of the GTA West Corridor EA started in 2014, while Hydro One will be starting their EA process in 2015. These

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studies are separated because each has specific needs, issues, processes, consultation requirements and schedules. Although, the MTO will be seeking opportunities to coordinate with Hydro One, it is expected that the GTA West Corridor EA will only seek to protect property required for the construction of the transportation corridor.

In anticipation of this, transportation staff is currently having discussions with Hydro One and the Ministry of Municipal Affairs and Housing regarding the need to include policy direction as part of Peel 2041, in order to plan for and protect corridors and rights-of-way for infrastructure, including electricity generation facilities and transmission systems to meet current and projected needs.

### **j) Wildland Fires – Work Program Addition**

The PPS 2014 has a new policy which directs municipalities to direct development to areas outside of lands that are unsafe for development due to the presence of hazardous forest types susceptible to wildland fire. Development in these hazardous areas may be permitted when mitigation measures, in accordance with wildland fire assessment and mitigation standards, have been completed. The purpose of these policies is to reduce the risks to residents from natural and human-made hazards. The Province has confirmed the Region is required to conform to the wildland fire policies of the PPS 2014.

The work program for this topic area has not yet been developed. To implement this policy staff will need to undertake a wildland fire assessment to evaluate the risk of fire in a site/area. This assessment will determine if hazardous forest types are present and to inform the selection of environmentally appropriate policy measures to mitigate the determined risks. An update to the mapping in the Regional Official Plan may also be required.

The Province is in the process of developing guidance for municipalities in order to identify the areas of high to extreme risk. Further, the province, through the Ministry of Natural Resources and Forestry, will be producing wildland fire hazards mapping and making this mapping available through Land Information Ontario (LIO). Staff is awaiting the finalization of the guidance materials and mapping prior to finalizing the work program for this topic area.

### **k) Mineral Aggregates – Work Program Addition**

The mineral aggregate policies in the PPS 2014 have been amended to further protect and conserve the resource and to promote recycling and comprehensive rehabilitation.

The Region will be required to update Regional Official Plan policies which govern mineral aggregate resource conservation, comprehensive rehabilitation planning and identification of mineral aggregate resources. The mapping of high potential mineral aggregate resource areas in the Regional Official Plan will need to incorporate new bedrock resource mapping provided by the Province. Staff is meeting with Town of Caledon staff regarding the scope of this work program and opportunities for collaboration and the results of this work will inform further development of this work program.

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As well, the review of the North West Brampton Policy Area for shale may be included in the Peel 2041 ROP Review or it may be advanced independently in accordance with the policies of the Regional Official Plan.

**I) Work Program Additions for the Growth Management Focus Area**

**i) Servicing and Finance**

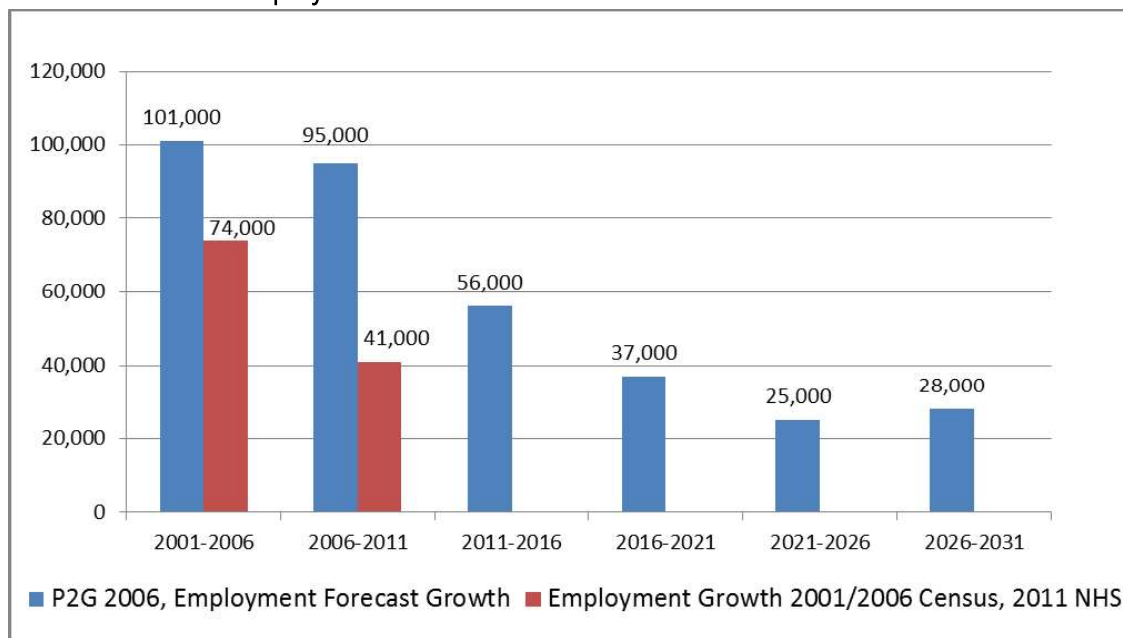
Regional staff is researching and analyzing options for financing infrastructure for growth and several presentations have been provided to the Peel Growth Management Committee and at the September 5, 2014 Growth Management Workshop. It is anticipated that any financing strategies that Council may choose to adopt will be implemented to address planning for growth from 2031 to 2041 and future DC By-law Updates beyond 2015.

Regional Official Plan policies on servicing and finance will need to be introduced and existing policies updated.

**ii) Employment Analysis**

In more recent years, Peel employment growth has been below the Provincial Growth Plan 2006 forecasts and those contained in ROPA 24 (Table 2). As a result, the amount of non-residential development gross floor area and revenue has also been lower than forecasted (Table 3). The employment forecasts are translated into non-residential floor space requirements to inform infrastructure planning as well as DC By-law updates.

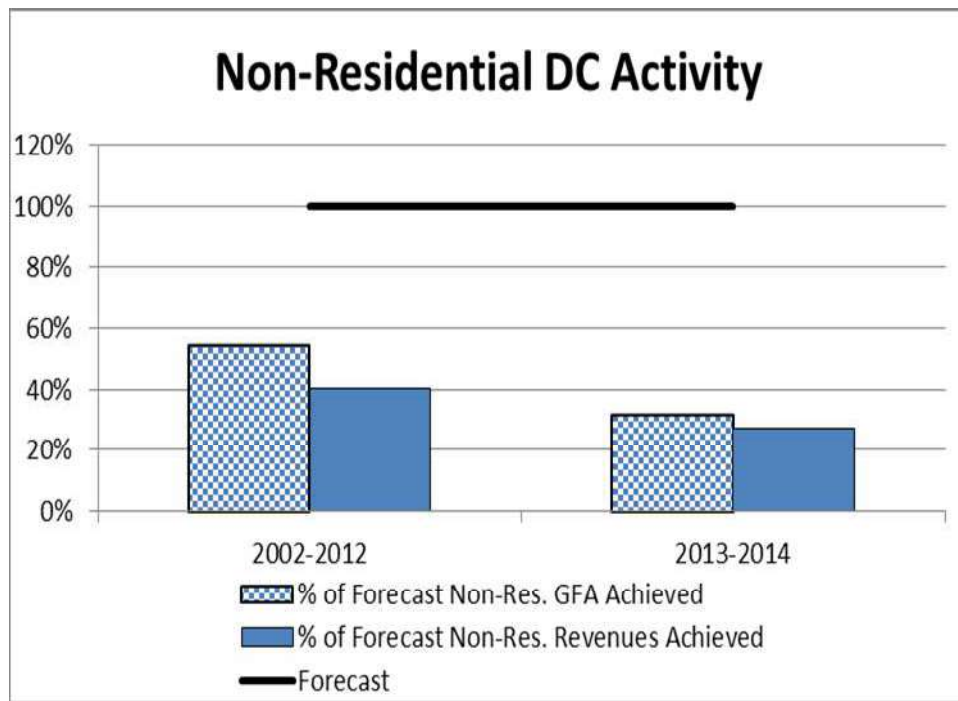
Table 2 – Actual Employment Growth in Peel





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Table 3 – Non-Residential Development Charges Activity Summary 2002-2012 and 2013-2014



To better understand some of the factors impacting employment in Peel, a study is currently underway to examine areas such as floor space, vacancy rates, and ceiling heights of industrial and office developments. Also, a presentation will be prepared in early 2015 to provide an overview of the economic challenges and opportunities in the Greater Toronto Area and opportunities in Peel Region. These will be presented at an Employment Workshop hosted by the Region in March 2015.

**2. Communications, Consultation, and Engagement**

An important component of Peel 2041 is engagement with stakeholders. The feedback and input received from stakeholder consultation will inform policies and planning decisions during the development of Peel 2041. The dialogue and consultations that take place throughout the planning process helps shape the discussion on community needs and planning challenges the Region faces. The importance of public engagement is embedded in the *Planning Act* requiring municipalities to fulfill public consultations during specific stages.

Through the Regional Official Plan Review, stakeholders and residents have opportunities to provide feedback at open houses, public meetings, workshops, and directly to Regional staff. Feedback can also be provided on discussion papers, background reports, and draft ROPAs.

As well, staff works closely with area municipal staff through the Planning Technical Advisory Committee to share ideas and provide advice on various planning matters. Area

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municipal staff has helped to define the scope of Peel 2041 and provided input to the proposed work program additions.

Information on Peel 2041 is distributed through the Peel 2041 web pages, consultation notifications, public meetings, open houses, and newsletters - <http://peelregion.ca/planning/officialplan/2013offplan-review.htm>. ROPA 27 open houses and public meetings are expected to occur in Q4 2015.

**FINANCIAL IMPLICATIONS**

The Peel 2041 work program including the additions outlined in this report will be funded through existing approved operating and capital budgets.

**CONCLUSION**

Regional staff has received input from the area municipalities on the work program additions to Peel 2041. Peel 2041 will now achieve conformity with Provincial plans, legislation and policy through eleven focus areas: Growth Management, Climate Change, Health and the Built Environment, Age-friendly Planning, Housing, Transportation, Water Resources, Agriculture, Greenlands System Planning, Wildland Fires, and Mineral Aggregates.



Lorraine Graham-Watson, Commissioner of Corporate Services

**Approved for Submission:**



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D. Szwarc, Chief Administrative Officer

**APPENDICES**

1. Appendix I – Peel 2041 Regional Official Plan Amendment Schedule

*For further information regarding this report, please contact Arvin Prasad, Director Integrated Planning, extension 4251, [arvin.prasad@peelregion.ca](mailto:arvin.prasad@peelregion.ca).*

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