
REPORT TITLE: Peel 2041 Regional Official Plan Review and Municipal Comprehensive Review – Technical Analysis, Draft Policies and Policy Directions Update

**FROM: Andrew Farr, Interim Commissioner of Public Works
Adrian Smith, Interim Chief Planner and Director, Regional Planning and Growth Management**

RECOMMENDATION

That further public consultations be undertaken on the draft technical analysis, draft policies, draft settlement area boundary technical inputs, and proposed policy directions as outlined in the report from the Interim Commissioner of Public Works and Interim Chief Planner and Director, Regional Planning and Growth Management, titled “Peel 2041 Regional Official Plan Review and Municipal Comprehensive Review – Technical Analysis, Draft Policies and Policy Directions Update”;

And further, that public consultation planned regarding the Peel 2041 Regional Official Plan Review and Municipal Comprehensive Review incorporate a variety of participation options including remote access active consultation, and that any in-person participation be managed appropriately based on professional health advice, including advice from Peel Public Health regarding physical distancing;

And further, that a copy of the draft Regional Official Plan policies be forwarded to the Ministry of Municipal Affairs and Housing, City of Brampton, Town of Caledon, City of Mississauga, Conservation Authorities and other municipalities adjacent to the Region of Peel, and to the appropriate agencies for their review and comment.

REPORT HIGHLIGHTS

- The Regional Official Plan is required to be reviewed periodically. On November 21, 2013, Regional Council endorsed a work program known as Peel 2041 Regional Official Plan Review, which has had further additions and changes between 2015 and 2019.
- This process is undertaken as a Municipal Comprehensive Review to ensure conformity to provincial plans, policies and legislation, and to address emerging planning issues affecting the Region of Peel.
- This Report recommends proceeding with informal public consultation on the next set of draft Regional Official Plan policies and other ongoing background work, through a variety of remote consultation options.
- New draft Regional Official Plan policies and mapping for this round of informal consultation are primarily related to the growth-themed focus areas including transportation, housing, greenlands system, major transit station areas, employment and other policies where conformity gaps have been identified including waste management.
- Growth management policy directions are provided, however more detailed policies will be developed in the coming months as a result of pending Schedule 3 Provincial Growth

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Plan Peel population and employment allocations and an updated land needs assessment methodology anticipated from the Province.

- Various discussion papers, direction reports and studies have been developed in consultation with local municipal staff, Provincial staff, stakeholders, Conservation Authorities, and the development industry.
- Several draft technical background studies required for the settlement area boundary expansion focus area have also been prepared for input. Subsequent consultation stages will provide specific proposed settlement area boundary locations and policies.
- Settlement area boundary expansion work remains flexible given additional population and employment growth expected to be allocated to Peel by the Province by July 2020, through an update to Schedule 3 to the Growth Plan.

DISCUSSION

1. Background

This Report provides an update on Peel 2041 work and recommends proceeding with the next stage of informal public consultation based on policy revisions to the Regional Official Plan (ROP), in accordance with the Peel 2041 Regional Official Plan Review and Municipal Comprehensive Review (Peel 2041) work plan (see Appendix I).

a) Peel 2041 Work Plan

The Regional Official Plan provides a long-term strategic policy framework for guiding growth and development in Peel, while protecting the environment, managing resources, and outlining a regional structure that supports complete communities. The ROP is reviewed every five years to align with provincial plans, legislation and policies, and to address emerging planning issues affecting the Region. Peel 2041 is being completed under section 26 of the *Planning Act*. This work is proceeding consistent with the *Growth Plan, 2019*.

Since the previous official plan review concluded in 2012, there have been shifts in policy direction from the Province, which require a comprehensive response. The Peel 2041 work plan has been developed to allow for effective public consultation (as noted in the next section), meet study timelines and deliverables, adapt to provincial changes, and harmonize the overall ROP look and feel. The Peel 2041 process will address policy reviews in 13 focus areas as shown in Appendix I.

In correspondence dated November 12, 2019 the Minister of Municipal Affairs and Housing, advised that municipalities now have the choice of phasing their Municipal Comprehensive Review (MCR) through several Regional Official Plan Amendments (ROPA) or achieving conformity as part of one single new official plan or an official plan amendment. Since that time, the Region brought forward the Ninth Line Lands Amendment (ROPA 33) under the Peel 2041 work program which is awaiting Provincial approval. Policies on Health and the Built Environment, and Age Friendly Planning (ROPA 27) have also been approved and came into effect in 2017.

As the Region implements its consultation process, staff will continue to consider opportunities for phasing to potentially bring forward earlier amendments where work is

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sufficiently advanced and to address strategic priorities that support community building. It is anticipated that the work within Peel 2041 will be completed for Council adoption by the fourth quarter of 2021 to meet the Provincial deadline. This would provide 120 days for the Province to review and issue a decision before the July 1, 2022 conformity deadline.

b) Consultation

Consultation on Peel 2041 is being undertaken through an iterative process, where updates are being provided on all elements of the work plan as described below:

- Three **informal public consultations** are planned to provide progress updates and direction on all focus areas of Peel 2041. Draft policies, associated mapping and studies for each focus area will be presented for consultation in the following order:
 - First Informal Consultation – Environment Related Focus Areas: Climate Change and Wildland Fires, Water Resources, Provincial Greenbelt Plans (including Greenbelt Plan, Oak Ridges Moraine Conservation Plan and Niagara Escarpment Plan) and Agriculture (completed March 2020).
 - Second Informal Consultation – Growth Related Focus Areas and Settlement Area Boundary Expansion technical background studies: Growth Management, Transportation, Greenland System, Housing, Major Transit Station Areas, and Other (including Waste, Cultural Heritage and Indigenous Engagement) (September 2020).
 - Third Informal Consultation – Remaining Focus Areas: Settlement Area Boundary Expansion and Aggregates (2021).
- A final **formal statutory public consultation** on a recommended draft Regional Official Plan Amendment as per the *Planning Act* (open houses and public meeting) consolidating the proposed revisions developed in the three informal consultations (2021).

The first informal public consultations were held in early-March 2020. Public feedback was gathered on environment-related draft policies and an update was provided on all elements of Peel 2041. One event was held in each of the local municipalities and there was a total of 160 participants. A summary of feedback and staff responses are provided in Appendix II. Extensive material was also published on the Region's Peel 2041 webpage.

Each of the open houses were accompanied by local municipal staff who provided updates on their respective official plan reviews. Staff will continue to coordinate and align where possible with local municipal staff to provide updates on local official plan reviews which are now all underway.

Considering the COVID-19 State of Emergency, any further in-person consultations will be managed appropriately based on professional health advice, including advice from Peel Public Health, regarding physical distancing. Additionally, staff are investigating how to best utilize a variety of virtual engagement techniques. Consultation and

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engagement with local municipal staff, Indigenous communities, key stakeholders and public agencies will continue over the coming months, through online avenues.

The Peel 2041 website will be used to publish a variety of materials, as focus area work progresses. Public comments and questions can continue to be submitted throughout the Peel 2041 website. Staff will remain vigilant and responsive to the changing external conditions and modify the consultation approach as required.

The Region's settlement area boundary expansion work is also being informed by the ongoing Town of Caledon Official Plan Review. The technical background work and community engagement underway by the Town will provide useful input. Regional staff will continue to seek opportunity for collaboration with Town staff and Council through technical collaboration, workshops on draft analysis and coordinated engagement efforts.

2. Provincial Policy Context

The Peel 2041 process addresses several legislative and policy initiatives that have been introduced by the Province since the last ROP review was completed in 2012. Provincial policy and plans form a framework against which municipal policy must be assessed and to which they must conform. Provincial policies and plans relevant to the growth-related policies include:

- Provincial Policy Statement (2020)
- Growth Plan (2019)
- Metrolinx Regional Transportation Plan (2018)
- Greenbelt Plan (2017)
- Oak Ridges Moraine Conservation Plan (2017)
- Niagara Escarpment Plan (2017)

3. Proposed Growth Related, Major Transit Station Area, Housing, Transportation, Greenlands System and Other Policies

a) Discussion Papers, Studies and Reports for Informal Public Consultation

A number of discussion papers, background reports and technical studies have been prepared to set out the rationale for the draft policies being proposed. Appendix III provides a list of all the technical work and proposed schedule/figure mapping, all of which is made available on the Region's website. This work has been prepared through the Planning Technical Advisory Committee and other committees, stakeholder groups representing Regional and local municipal planning policy staff, stakeholders, Provincial staff and building industry representatives. Public and stakeholder consultations referred to in this report will provide further opportunities for input before final policies are recommended.

This set of draft policies emphasize the importance of a strong policy framework for future growth and development to 2041 in sustaining the Region's social, economic and

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environmental well-being. Policy directions will help ensure the efficient use of infrastructure, protection of valuable resources from the impacts of growth and development and planning for the needs of Peel's diverse population. The draft policies align with the Region's vision of a 'Community for Life', the Region of Peel's Growth Management Strategy, Regional Housing Strategy and the Peel Housing and Homelessness Plan. Appendix IV provides a summary of more detailed draft policies/directions for each focus area and further background is available on the Region's planning website. The following is a high-level summary of key policies being considered for each of the growth-related focus areas for this round of consultation:

- **Growth Management:** Proposed growth management policy directions are provided in a Discussion Paper. Detailed policies are pending Provincial direction on Growth Plan Schedule 3 growth forecasts and an updated land needs assessment methodology. Once final allocations are determined, these policies will allocate population and employment growth to the local municipalities, update Regional population and employment growth forecasts that guide services and infrastructure, identify strategic growth areas and update mapping for the Regional Structure and Growth Plan policy areas.
- **Employment:** Draft policies are provided to respond to the changing nature of employment and reflect the strategies identified in the employment strategy work undertaken by the Region in collaboration with local municipalities and other stakeholders. Employment areas are proposed to be designated, as required by provincial policy, for long term protection to accommodate a range and mix of employment types, and policies are brought forward that would support criteria based flexibility in strategic areas.
- **Major Transit Station Areas (MTSAs):** MTSAs are proposed to be identified and protected, as required by provincial policy, and to accommodate transit-supportive land uses and better manage future growth. Minimum densities will be provided for MTSAs. The draft policies would prioritize and define the types of transit stations in Peel, considering when and how they may develop, including establishing a framework to guide implementation planning by the local municipalities. Mapping will delineate the various MTSA boundaries in Peel.
- **Housing:** Draft policies are proposed to encourage a range and mix of unit sizes in multi-unit residential developments, implement an affordable housing incentive program, protect rental developments from demolition and conversion, and support affordable housing on Regionally owned lands. Housing unit targets are proposed be updated, and draft policies are introduced to establish standards for engaging with the development community to encourage affordable housing. The draft policies would also establish the Region's supportive role for an affordable housing inclusionary zoning framework.
- **Transportation:** Draft policies focus on providing a network that balances the needs of all road users through a suite of interventions to achieve the 50 per cent sustainable transportation mode share by 2041. The intent is to offer viable inter- and intra-regional travel options by maximizing Regional infrastructure and programs. The GTA West Transportation Corridor policies will also be updated. Related

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Schedules and Figures are proposed to be updated to reflect new information and requirements.

- **Greenlands System:** Draft policies are proposed to ensure broad, strategic direction to protect the most significant features and functions, recognize the natural heritage system designations and overlays in provincial plans and mapping. Policies would help identify, restore and enhance the long-term ecological function and biodiversity of the Greenlands System and ensure that it is interrelated with the Water Resources System. Various requirements for environmental impact studies are proposed to be updated to incorporate a natural heritage systems approach, including requirements for the identification of buffers, linkages and enhancement areas where appropriate.
- **Waste Management:** Waste Management policies are proposed to be updated to better ensure new residential developments allow for waste material diversion through the development review process. Policies would consider circular economy practices in order to be consistent with provincial policy and the Regional vision for waste management. Policies would also be updated to ensure consistency with the Provincial Food and Organic Waste Policy Statement and the Province's Strategy for a Waste-Free Ontario and Made-in-Ontario Environment Plan. Updated mapping is proposed to reflect changes to Waste Management Sites.
- **Cultural Heritage and Indigenous Engagement:** Proposed policy directions and a Background paper will be further informed pending ongoing background work and additional consultations. This focus area work is underway to improve linkages and provide stronger direction on cultural heritage resources and archaeological resources, strengthen Indigenous engagement policies, and better acknowledge Indigenous communities' unique role, perspectives and traditional knowledge in the land use planning process.

The proposed amendments to the ROP along with the accompanying discussion papers/studies and mapping can be found on the Peel 2041 website at www.peelregion.ca/officialplan/review/focus-areas/. All focus area work continues to be refined, including the draft policies from the environment-themed focus areas (provided to Council on December 12, 2019, Resolution 2019-1087). The latest draft office consolidation of the ROP provides a comprehensive version of all draft policies considered to date and is also available on the website.

b) Update on Remaining Focus Areas

The Settlement Area Boundary Expansion (SABE) study is proceeding through Phase 2 of the four-phase work plan illustrated as Figure 1 below which includes preparation of the necessary technical studies required to support this work under the Growth Plan, 2019. An update on this focus area will be provided at the September consultations. Appendix V provides a status update on the project and an overview of the draft results of the technical studies.

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Figure 1: Settlement Area Boundary Expansion Study



Draft technical studies are available for public review and comments on the Peel 2041 website. Staff will continue to consult with the local municipalities and other stakeholders to incorporate changes to the draft technical studies as required, prior to finalizing the studies by the end of the year. Along with the stakeholder input and further technical work, these studies will be used to identify the settlement boundary expansion areas to accommodate residential and employment growth to the year 2041 and the accompanying policies.

Staff continue to target reporting to Council in December 2020 on Phase 3 of the study that includes a draft SABE ROPA for the purpose of obtaining Council’s direction to proceed with public consultation (including the statutory public meeting) in early 2021.

The Aggregates Resources focus area will be undertaken by retaining a consultant in the coming months to conduct the necessary research on best practices, constraints analysis to identify where extraction is not appropriate, inform updates to aggregates mapping, and consider goods movement as it related to aggregates.

RISK CONSIDERATIONS

Early consultation on draft policies and mapping provides more opportunities for public input and supports timely implementation of the Peel 2041 work plan, in order to meet the Provincial conformity deadline of July 1, 2022. There would be a risk in not proceeding with the next stage of public consultation and achieving the planned Peel 2041 work plan, as Peel 2041 work must conclude by Q4 2021 in order to meet the Provincial deadline. It is important this work continue as it enables other Regional work to continue, informs local municipal official plan reviews and aligns with unchanged Provincial timelines.

As noted, staff are investigating how to best utilize a variety of virtual engagement techniques considering the COVID-19 State of Emergency. Any post-COVID-19 in-person consultations will be managed appropriately based on the current professional health advice, including advice from Peel Public Health, regarding physical distancing. Consultation and engagement with local municipal staff, Indigenous communities, and stakeholders will continue through online avenues over the coming months.

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FINANCIAL IMPLICATIONS

Peel 2041 has costs associated with producing meaningful engagements however, there is sufficient funding available for the public consultation work in the 2020 approved capital budget.

CONCLUSION

This report outlines the planned next steps of public consultations on draft Regional Official Plan policies including further circulation of draft policies to the public, Cities of Brampton and Mississauga and the Town of Caledon, the Province, adjacent municipalities, Indigenous communities, the conservation authorities, the agricultural community and the building industry for their review and comments.

Following informal consultations, Regional staff will report back to Regional Council on a draft ROPA and seek Council's permission to hold a formal statutory public meeting and open house.

APPENDICES

Appendix I – Peel 2041 Work Plan and Consultation Schedule

Appendix II – Summary of March 2020 Consultations

Appendix III – List of Discussion Papers, Technical Studies, Draft Schedules and Figures (all documents, studies and draft office consolidation available on <https://www.peelregion.ca/officialplan/review/>)

Appendix IV – High-Level Summary of Key Draft Policy and Mapping Changes

Appendix V – Settlement Area Boundary Expansion Technical Studies Summary

For further information regarding this report, please contact Adrian Smith, Interim Chief Planner and Director of Regional Planning and Growth Management, Ext. 4047, Adrian.smith@peelregion.ca.

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Reviewed and/or approved in workflow by:

Department Commissioner, Division Director, Financial Support Unit and Legal Services.

Final approval is by the Chief Administrative Officer.



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