

Clause No. 21 in Report No. 9 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on May 15, 2014.

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REGIONAL MUNICIPAL COMPREHENSIVE REVIEW WORK PLAN

Committee of the Whole recommends adoption of the following recommendation contained in the report dated May 1, 2014 from the Executive Director, Corporate and Strategic Planning:

1. RECOMMENDATION

It is recommended that this report be received for information.

2. PURPOSE

This report advises Council of the work plan components and anticipated timing of the next Regional Municipal Comprehensive Review (Regional MCR). The Regional MCR will update the *York Region Official Plan - 2010 (YROP-2010)* population and employment forecasts to conform with Amendment 2 to the Provincial *Growth Plan for the Greater Golden Horseshoe, 2006* (the *Growth Plan*) and will also examine potential *YROP-2010* policy updates. It will constitute the Region's five-year review of the *YROP-2010*.

3. BACKGROUND

Majority of the *York Region Official Plan - 2010* is in effect

The *YROP-2010* was adopted by Regional Council in December 2009 and approved by the Province in September 2010. The majority of the new Regional Official Plan (ROP) came into force and effect in mid-2012. There are a small number of policies that remain under appeal to the Ontario Municipal Board (OMB). Regional Official Plan Amendment 3, dealing with urban expansion in Markham, also remains under appeal. While the quantum of land for urban expansion in Markham has been approved through the Phase 1 OMB decision (see Memorandum to Regional Council of April 3, 2014), the geographic location of that growth remains under appeal as part of the Phase 3 OMB hearing process.

The current *YROP-2010* was the result of a comprehensive, multi-year review of the ROP and all of its policies. Under the *Planning Act*, municipalities are required to review their official plans at least every five years.

New 2041 forecasts in the *Growth Plan (Amendment 2)* of 1.79 million people and employment of 900,000 necessitate update of the ROP

The population and employment growth forecasts in the *Growth Plan* are to be used for planning and managing growth in the Greater Golden Horseshoe (GGH). Amendment 2 to the *Growth Plan*, which came into effect in June 2013, provides updated forecasts of population and employment for 2031 and introduces new population and employment forecasts for 2036 and 2041 for the GGH, including York Region and updates Schedule 3 of the *Growth Plan*. York Region is forecast to grow to a population of 1.79 million and employment of 900,000 by 2041. The ROP must be brought into conformity with Amendment 2 by June 17, 2018.

Table 1
Growth Plan Schedule 3 Forecasts

York Region	2031A	2031B	2036	2041
Population	1,500,000	1,590,000	1,700,000	1,790,000
Employment	780,000	790,000	840,000	900,000

Source: Schedule 3 of the Growth Plan for the Greater Golden Horseshoe

As shown in *Table 1* above, two sets of forecasts are included for 2031. The forecasts labelled “2031A” are the same forecasts that are in the approved *YROP-2010*. The forecasts in column “2031B” are updated forecasts for 2031. The “2031B” forecasts will be used in the Regional MCR. Consistent with the transition provisions in Amendment 2, the “2031A” forecasts shall continue to be applied until the *YROP-2010* is amended to conform with the updated forecasts.

The Regional MCR will update the Region’s Growth Forecasts and Land Budget and constitute the five-year review of the *York Region Official Plan - 2010*

A Regional MCR consists of a review of the Region’s population and employment forecasts and distribution by local municipality (Table 1 in the *YROP-2010*) and land budget which includes a Regional land supply/demand analysis. It also includes a review of Regional Official Plan policies. More specifically, the *YROP-2010* defines a Municipal Comprehensive Review as:

An official plan review, or an official plan amendment, that:

- a. is completed by the Region, or by a local municipality in consultation with the Region;
- b. is approved by the Region, or where applicable, by the Province;
- c. comprehensively applies the policies of this Plan and the Growth Plan for the Greater Golden Horseshoe; and,
- d. as determined by the Region, includes a land budget and analysis for the Region and, where applicable, the local municipality.

The MCR that is the subject of this report will be undertaken by the Region and approved by the Province. The Regional MCR will constitute the five-year review of the *YROP-2010*.

Updates to Regional Master Plans and the development charges by-law require input from the Regional MCR

Updates to the Regional Water and Wastewater Master Plan and the Transportation Master Plan are underway and planned to be completed by 2016. These updates must be based on updated population and employment forecasts in order to properly assess and plan for the Region's long-term infrastructure requirements and to determine where and when the infrastructure is required. In addition, the background work for the next development charges by-law will commence in 2016 and will also be based on updated growth forecasts. The timing of the Regional MCR is linked directly to the need to provide growth forecast inputs to the infrastructure master plan studies and the development charges background study.

4. ANALYSIS AND OPTIONS

The Regional MCR will involve a number of studies to be undertaken in 2014 and 2015

The Regional MCR will consist of the following two main tasks:

- Updating of the Region's population and employment forecasts by local municipality to 2041 and a Regional land budget
- Review of ROP policies

The Regional MCR will involve undertaking a number of studies over the next two years with many of these studies supporting the generation of new population and employment forecasts to 2041. The forecast will receive input from the following key projects which are discussed in more detail below:

- Employment land and major office inventories
- Residential inventory and intensification analysis
- Regional land budget and associated studies including a Retail Trends Study and a Cemetery Land Needs Study
- ROP policy review
- Long-term fiscal impact analysis

The Regional MCR will update the Region's population and employment forecasts

The previous update to the ROP through the *Planning for Tomorrow* initiative took place over a number of years starting in 2005. It was a comprehensive, full review of all chapters of the ROP. That review brought the ROP into conformity with all the 2006 *Growth Plan* policies, including the population and employment forecasts. Regional staff will prepare updated population, housing and employment forecasts for the Region's nine local municipalities. These forecasts will be consistent with the updated forecasts in the *Growth Plan*. The forecasts will be based on a comprehensive update of the Region's demographic forecast model with updated data from the 2011 Census, National Household Survey, York Region Employment Survey and other sources and will take into account *Growth Plan* and Provincial Policy Statement, 2014 policies including policies related to the provision of affordable housing. The forecasts will also require input from the other studies listed above that are being undertaken as part of the Regional MCR. In addition, the background work for the next development charges by-law will commence in 2016 and will also be based on updated growth forecasts as well as input from the Regional master plan updates.

Regional MCR will involve an extensive stakeholder consultation process

Stakeholder consultation will be a key part of the Regional MCR process. It is anticipated that there will be numerous stakeholder consultations which could include town hall meetings, presentations to municipal Councils, meetings with special interest groups and Provincial and municipal staff technical meetings. Local municipal staff will be consulted on the proposed growth forecasts through a Technical Advisory Committee. A formal stakeholder consultation plan will be developed and presented to Regional Council in early 2015 that will provide further details and timing. An initial public consultation is planned for late Fall 2014 to introduce the Regional MCR and to identify potential issues from stakeholders and members of the public. It is anticipated that Regional staff will soon be contacting local municipal staff as part of undertaking the residential inventory analysis component of the Regional MCR. The public consultation process for the

Regional MCR will be coordinated with the consultation for the water and wastewater and transportation master plan update studies. The public consultation program for the Regional MCR will meet the statutory requirements under the *Planning Act*.

Through the updated forecasts, growth scenarios will be developed, evaluated and presented

Various forecast scenarios will be developed and evaluated. These scenarios will be based on different assumptions regarding levels of future intensification. Through regular reports to Committee of the Whole, Regional staff will present these options and an analysis of each. Additional work will be undertaken as background to the employment forecast in order to better understand the changing nature of employment in the Region and associated land needs. Conclusions resulting from this work will also be incorporated into the scenario options. In addition, each forecast scenario will be evaluated as part of the water and wastewater and transportation master plan work and also as part of the fiscal impact analysis.

Employment Land and Major Office inventories are underway

Regional staff are currently preparing an update of the supply of employment lands in the Region. This update will directly inform the employment forecast by type (employment land, major office and population-related employment) for the Region and local municipalities. The Employment Lands Inventory is anticipated to be completed this quarter.

As a separate analysis, Regional staff are also preparing an updated inventory of the Region's major office buildings which will directly inform the major office employment forecast in the Region. Major office buildings are defined as free standing office buildings that are 20,000 square feet or more. The major office analysis is anticipated to be completed this quarter and will be reported on as part of the employment forecast report.

Residential Inventory and Intensification Analysis will be key inputs to the population forecast

The Residential Inventory and Intensification studies will consist of an update of the assessment of the Region's residential land supply and capacity to accommodate future residential growth within existing Urban Areas. The information and data will be discussed and confirmed with the local municipalities. An intensification analysis will also be undertaken which will assess the Region's intensification opportunities (e.g. Regional Centres and Corridors, Key Development Areas, Local Centres, and infill opportunities) in order to satisfy ROP and *Growth Plan* requirements. The result of these

studies will be an estimate of the Region's existing capacity to accommodate forecasted residential growth.

Regional Land Budget and associated studies will determine future urban expansion land needs (if required) in the Region

The land budget analysis determines how much land will be required to accommodate projected growth in population and employment to 2041, and if any urban expansion lands are required. The analysis will take into account the need for a variety of housing types as well as a variety of employment types and to the extent possible, the changing nature of employment areas. The Regional land budget and overall Regional population and employment forecast involves an iterative process whereby scenarios and assumptions are tested to determine potential impacts. The Regional land budget is required to conform with the *Growth Plan's* minimum 40% intensification within the existing Built-up Area and a minimum of 50 people and jobs per hectare requirement for the Designated Greenfield Area. Similar to the forecast work outlined above, the Regional land budget analysis will involve consultation with local municipal staff, Councils and interest groups such as environmental groups and BILD.

Additional studies related to the land budget are also planned. A cemetery land needs study will project future cemetery land needs and where they can be accommodated in the Region. The Retail Trends Study which commenced in February 2014 and focuses on how to encourage mixed-use, compact, transit-supportive and pedestrian-oriented retail development will include a component on examining alternative methods for estimating retail land needs for land budget purposes.

York Region Official Plan – 2010 policies will be reviewed and updated as necessary and in response to updated Provincial planning documents

The new population and employment forecasts and land budget may also result in proposed amendments to other parts of the *YROP-2010*, such as *Table 2* which contains the local municipal residential intensification targets. There may be the need for a number of amendments to the *YROP-2010* policies as required to operationalize the technical aspects of the Regional MCR. All ROP policies will be reviewed in the context of the recently released Provincial Policy Statement, 2014, other Provincial plans and any relevant emerging land use planning issues that need to be addressed in the ROP.

Upcoming Provincial Plan review processes will also be addressed through the Regional MCR, as necessary

Additional policy updates may be required to respond to updates and changes to Provincial planning documents. The Province will soon be commencing the 10-year review of both the *Greenbelt Plan* and the *Oak Ridges Moraine Conservation Plan*. The 10-year review of the Provincial *Growth Plan* is also anticipated to be initiated in the

near future. The Region, in consultation with the local municipalities and key stakeholders, will be providing input to the Province as part of these reviews. While Regional Plans are required to conform with these Provincial Plans, it would be premature at this time for the Regional MCR work plan to anticipate additional related requirements resulting from the reviews. Regional staff will report back to Council on the results of the Provincial Plan reviews, and any next steps required by the Region to ensure conformity.

Fiscal Impact Study will examine cost of growth

Part of the Regional MCR will include a detailed long-term fiscal impact study which will assess the transportation, water and wastewater costs associated with forecast growth. The analysis will include an evaluation of long-range capital expenditures and revenues, operating costs, tax levy impacts, reserve fund and debt requirements of the new growth forecast. It is anticipated that the fiscal impact analysis will examine the full life cycle costs associated with the forecast scenarios and the relative costs associated with development through intensification in comparison to greenfield development. In this regard, the analysis will take into account policy 1.6.1 of the Provincial Policy Statement, 2014 which states that planning for infrastructure shall be coordinated and integrated with land use planning so that they are financially viable over their life cycle which may be demonstrated through asset management planning. The results of the fiscal impact analysis will inform the 2017 development charges by-law update.

Regional MCR will be undertaken over the next 3 years and will lead to a Regional Official Plan Amendment

It is anticipated that the Regional MCR process will take place over the course of 2014 to 2016 with most of the studies being completed in 2014 and 2015. *Attachment 1* shows the approximate estimated time and schedule for completing all work associated with the Regional MCR. A draft Regional Official Plan Amendment containing the results of the Regional MCR is anticipated for the second quarter of 2016 with adoption to follow in the fourth quarter of 2016 and Provincial approval shortly thereafter.

It should be noted, however, that there are a number of factors that could affect the timing of the completion of the Regional MCR including:

- Timing and results of the Phase 3 ROP Ontario Municipal Board process and the extent of Regional staff involvement in this phase of the OMB hearing.
- A review of the employment forecast methodology, as the Ministry of Infrastructure committed to, through the recent Amendment 2 to the *Growth Plan*. This review of employment forecast methods used by GGH municipalities may affect how the York Region employment forecast is prepared.
- Upcoming Provincial reviews of the *Greenbelt*, *Oak Ridges Moraine Conservation Plan* and the *Growth Plan* may impact the forecast and Regional land budget analysis and may trigger other policy amendments.

Link to key Council-approved plans

The Regional MCR will result in an amendment to the *YROP-2010* to update the Regional and local municipal population and employment forecasts and associated policies. In addition, the Regional MCR supports a number of *2011 to 2015 Strategic Plan* Priority Areas including – Continue to Deliver and Sustain Critical Infrastructure, Increase the Economic Vitality of the Region, Focus Growth along Regional Centres and Corridors and Manage the Region's Finances Prudently – by updating the Region's growth forecasts which will support more effective infrastructure delivery and provide input to the development charges by-law update. The Regional MCR work will also support *Vision 2051*'s goal area of creating Liveable Cities and Complete Communities through the preparation of updated growth forecasts and land budget that will provide the framework for the future growth and development of communities in the Region.

5. FINANCIAL IMPLICATIONS

The majority of the Regional MCR process proposed in this report will be undertaken by existing Regional staff in the Long Range Planning branch, with support from staff in other Regional branches and departments. Three studies – the Cemetery Land Needs Study, the Retail Trends Study and the Fiscal Impact Study will be undertaken using outside consulting resources. There are sufficient funds within existing budget allocation resources to undertake these studies. There may also be the need to retain outside consulting resources to undertake specific components of the project.

The new growth forecasts that will be developed as part of the Regional MCR will form the basis for the growth forecast for the next development charges by-law update which is required to be adopted in 2017.

6. LOCAL MUNICIPAL IMPACT

Local municipal planning staff will be part of a Technical Advisory Committee that will be formed as part of the growth forecast and land budget components of the Regional MCR. In addition, local municipal staff have been and will continue to be consulted on work related to the vacant employment land and residential land inventories. The draft forecast and land budget analysis will be presented to local municipal Councils as well as draft new policies. The new forecasts generated through the Regional MCR, once approved, will be the new set of forecasts to which local official plans will need to conform to and will be the basis for local municipal infrastructure and service delivery planning.

7. CONCLUSION

This report has summarized the proposed work plan for the next Regional Municipal Comprehensive Review. The updated growth forecasts will feed directly into the current water and wastewater and transportation infrastructure master plan work and the next development charges by-law update

The Regional MCR will consist of updating the Region's population and employment forecasts to be in conformity with the new forecasts in the *Growth Plan* as well as a review of *YROP-2010* policies. It constitutes the Region's five-year review of the *YROP-2010*. A series of studies and staff reports will be brought forward in the coming years which will serve as the foundation for updating the *YROP-2010*. The Regional MCR will include an extensive stakeholder consultation process including consultation with local municipalities.

For more information on this report, please contact Paul Bottomley, Manager, Growth Management at 905 830-4444, Ext. 71530 or Valerie Shuttleworth, Director, Long Range Planning at Ext. 71525.

The Senior Management Group has reviewed this report.

Attachments (1)

York Region Municipal Comprehensive Review Process

Required Studies ¹	2013		2014				2015				2016					
	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4		
A. Update of Regional and Local Municipal Population and Employment Forecasts			[Purple bar]					◆		◆	Recommended Forecast Scenario					
B. Review of ROP Policies				[Purple bar]							◆	Recommended Policy Amendments				
C. Employment Land Major Office Inventory				◆			Final Inventory and Intensification Analysis									
D. Residential Inventory and Intensification Analysis				[Purple bar]				◆	Draft Land Budget Scenarios							
E. Regional Land Budget Analysis ²				[Purple bar]					◆		◆	Recommended Land Budget				
F. Fiscal Impact Analysis								[Purple bar]				◆	Final Fiscal Impact Analysis			
Stakeholder Consultation (program to be developed)							[Green bar]									
ROPA Adoption and Provincial Approval											◆	◆	◆	◆		

◆ Denotes Report to Committee / Deliverable / Milestone

Notes

- 1. This chart is a high level representation of required studies for the Regional MCR
- 2. Regional Land Budget Analysis includes separate studies on the Retail Sector and Cemetery Land Needs