

Clause 4 in Report No. 13 of Committee of the Whole was adopted, without amendment, by the Council of The Regional Municipality of York at its meeting held on September 22, 2016.

4

Status Update  
Regional Staff Review and Comments on  
Draft Provincial Plan Amendments

Committee of the Whole recommends:

1. Receipt of the presentation by Valerie Shuttleworth, Chief Planner.
2. Receipt of the following communications:
  1. Jeffrey Abrams, City Clerk, City of Vaughan dated June 13, 2016 regarding “Requested Amendment to the Planning Act to address issues with Official Plan Amendments that follow the Completion of a Comprehensive Official Plan Review”.
  2. The Honourable Bill Mauro, Minister of Municipal Affairs and The Honourable Kathryn McGarry, Minister of Natural Resources and Forestry dated August 10, 2016.
  3. Don Given, Malone Given Parsons Ltd. dated September 15, 2016.
3. Adoption of the following recommendations contained in the report dated September 7, 2016 from the Commissioner of Corporate Services and Chief Planner:
  1. Staff report back to Council in October with final proposed recommendations to the Province in response to the Environmental Bill of Rights (EBR) postings entitled Proposed Growth Plan for the Greater Golden Horseshoe (EBR No. 012-7194), Proposed Greenbelt Plan (EBR No. 012-7195) and Proposed Oak Ridges Moraine Conservation Plan (EBR No. 012-7197).
  2. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities.

Report dated September 7, 2016 from the Commissioner of Corporate Services and Chief Planner now follows:

## 1. Recommendations

It is recommended that:

1. Staff report back to Council in October with final proposed recommendations to the Province in response to the Environmental Bill of Rights (EBR) postings entitled Proposed Growth Plan for the Greater Golden Horseshoe (EBR No. 012-7194), Proposed Greenbelt Plan (EBR No. 012-7195) and Proposed Oak Ridges Moraine Conservation Plan (EBR No. 012-7197).
2. The Regional Clerk forward this report and attachments to the Clerks of the local municipalities.

## 2. Purpose

This report provides Council with an update on staff's review and draft recommendations in response to the Provincial release of proposed Provincial Plan amendments. Staff will report back to Council with final proposed recommendations for submission to the Province prior to the commenting deadline of October 31, 2016.

## 3. Background

The responsibility for long-term planning in Ontario is shared between the Province and municipalities

The Province sets policy and direction for land use planning through the *Planning Act* and Provincial Policy Statement, 2014. Provincial Plans, such as the Growth Plan for the Golden Greater Horseshoe (Growth Plan), Greenbelt Plan and Oak Ridges Moraine Conservation Plan (ORMCP), provide complementary detailed and geographically specific policies. These Plans provide direction for the York Region Official Plan, 2010 which must conform to Provincial Plans, and will continue to be influential in how the Region accommodates future growth. Commenting on proposed amendments to these Plans is essential to ensure that York Region continues to grow in a sustainable manner.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

Extensive consultation has, and continues to be undertaken in response to the Provincial Plans Review

Updates to the Growth Plan, the Greenbelt Plan and the ORMCP have the potential to significantly impact the way York Region accommodates future growth. As such, extensive consultation has been undertaken, and more is scheduled in anticipation of the comment deadline of October 31, 2016. Table 1 outlines consultation and key milestones associated with the Provincial Plans review.

**Table 1**  
**Consultation and Key Milestones**

Date	Details
Q2/Q3 2013	Region undertakes <b>proactive stakeholder consultation</b> in anticipation of 10 year review of the Greenbelt Plan and ORMCP
October 2013	<b>Council Education Session</b> on the Greenbelt Plan and ORMCP
June 2014	Region hosts 4 <b>public open houses</b> to seek input for the Region's review of the Greenbelt Plan and ORMCP
February 2015	<b>Province initiates coordinated Provincial Plans Review</b> with Discussion Paper (Phase 1) posted on EBR
March 2015	<b>Provincial stakeholder workshop</b> attended by Regional staff
April/May 2015	<b>Provincial Town Hall meetings</b> attended by Regional staff
May 28 2015	<b>Regional Council endorses 37 recommendations</b> as input to Phase 1 of the Provincial Plans Review
May 28 2015	<b>Provincial deadline</b> – Input on Coordinated Review in response to Provincial Discussion Paper (Phase 1)
September 2015	<b>Regional Council endorses a 38<sup>th</sup> recommendation</b> as input to Phase 1 of the Provincial Plans Review
December 2015	Provincially appointed <b>Expert Panel releases report</b> with 87 recommendations
May 2016	<b>Province releases Draft Amended Provincial Plans</b> (Phase 2)
May 2016	<b>Memo to Council</b> from Chief Planner on Draft Amended Provincial Plans
June 2016	<b>Report to Council</b> summarizing draft plan amendments
June 2016	<b>Provincially hosted technical meeting</b> with municipal staff and stakeholders
May-July 2016	<b>Provincial Public Open Houses</b> attended by Regional staff
July/August 2016	<b>Region/Province 1:1 technical meetings</b>

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

Date	Details
July/ August 2016	<b>Regional Consultation with Local Municipalities, adjacent Regional municipalities and development industry</b>
Sept. 15 2016	<b>Report to Regional Council</b> on status of review and comments on draft Provincial Plan Amendments
Sept. 30 2016	<b>GTA Mayor's Summit</b> on Provincial Plan Amendments
October 20 2016	<b>Report to Regional Council</b> regarding submission to Province
October 31 2016	<b>Provincial deadline</b> – Comments on Draft Plans (Phase 2)

Proposed Amendments to the Provincial Plans, released in May 2016, respond to 87 recommendations of the Expert Panel Report and over 19,000 submissions

In December 2015, the Expert Panel for the Co-ordinated Review of the Provincial Plans released a report containing 87 recommendations to the Province. The recommendations focused on strengthening the Provincial Plans in order to achieve their vision and goals, balancing efforts towards more effective growth management. A number of the Panel's recommendations align with the 38 recommendations of Regional Council to the Province from May of 2015. In addition to the Expert Panel Report, the Province received over 19,000 public and stakeholder submissions in response to the coordinated review.

In May 2016, the Province released proposed amendments to the Plans, citing the importance of the Expert Panel Report. As articulated in a report to Council in June 2016, amendments are extensive and have been comprehensively reviewed and analyzed by staff. This report does not comment on the Niagara Escarpment Plan, also under review, as it does not apply to York Region.

#### 4. Analysis and Options

Eighteen recommendations of Council from May 2015 were addressed through the proposed Plan updates

In June 2016, staff presented a summary of the proposed Provincial Plan amendments and a comparison against Council's 38 previous recommendations (Attachment 1). Eighteen of the Region's recommendations and comments were addressed. Most of the remaining comments continue to apply and the proposed amendments have prompted new comments and recommendations as outlined in this report.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

Attachment 2 is a compilation of draft recommendations. They have been listed under the headings used within section 4 of this report with the exception of draft recommendations 1 through 12 which, as noted, have been brought forward from the May 2015 report. The remaining recommendations are new or have been modified from Council's previous 38 recommendations in response to the draft amendments. Staff will report back in October with a final list of proposed recommendations.

Staff analysis and consultation confirm that the growth management targets as proposed are the most significant concern and a revised approach by the Province is required

There are a number of positive amendments proposed by the Province that promote transit supportive development, protection of employment lands and policies to address climate change. Staff supports the Province providing direction for increased intensification and densities with a range and mix of housing options but the proposed growth management targets need to be achievable in the context of York Region and other GTA municipalities.

From the analysis undertaken by staff and consultation with other GTA Regional Municipal staff, there appears to be a consistent message that, as proposed, the targets don't work together. Regional staff has been assessing how the Growth Plan targets would affect growth management and the ability to realize the Region's planned urban structure which is essential to support significant investments in infrastructure and amenities, primarily within the Region's Centres and Corridors. The following are the key findings to date, which are elaborated on later in this report:

- The proposed intensification target and Designated Greenfield Area (DGA) wide density target do not work together within the context of Growth Plan Schedule 3 population forecasts
- The Province should have regard to the fact that the Region, and the local municipalities in York Region, are in the process of completing Official Plan conformity exercises and secondary plans in accordance with the current (2006) Growth Plan intensification and densities targets
- York Region is a leader in growth management and planning for complete communities, including planning for transit focussed development in Centres and Corridors – the extent of the proposed increases in the targets is not necessary
- Having to achieve the proposed DGA wide density target increase from 50 to 80 residents and jobs per hectare, largely in the outer fringes of existing communities, will have perverse consequences on the Region's urban

structure by requiring densities comparable to Centres and Corridors in the outer fringes

- Increased targets for intensification are being mandated without funding for key transit infrastructure necessary to support existing planned levels of intensification
- Proposed revisions to the Growth Plan inappropriately attempt to apply a one-size-fits-all approach to a very diverse GTHA region, and communities within York Region

While this report contains a number of recommendations, across a variety of areas, the most significant concern is with the Province's proposed approach to density and intensification targets.

### Accommodating Growth

Staff supports intensification and density to promote complete communities, however the proposed targets together are unworkable in York Region

Proposed amendments to the Growth Plan increase the Built-up Area intensification target (40 per cent to 60 per cent) and the Designated Greenfield Area (DGA) density target (50 residents and jobs per hectare to 80 residents and jobs per hectare). Staff has analyzed the implication of these proposed increased targets and has confirmed that achieving both the proposed intensification and DGA density targets would require a population of 2.2 million or higher by 2041, whereas the Growth Plan Schedule 3 population forecast for York Region is 1.79 million. The intensification and DGA targets are highly correlated. Increasing one target requires lowering the other target in order to achieve the Schedule 3 forecast. Staff is recommending that the Province be advised that together the proposed targets are unworkable (draft recommendation No. 13 in Attachment 2).

The 2041 forecasts should not be increased to achieve the Growth Plan's proposed intensification and density targets

The 2036 and 2041 Schedule 3 Growth Plan forecasts were prepared comprehensively in consultation with municipalities based on immigration, social, demographic and economic inputs in combination with key Provincial Growth policy directions. There is no indication that the Province would consider amending the forecasts in response to the proposed targets exceeding the Schedule 3 forecasts, but staff note that to do so without comprehensive analysis and consultation would not be appropriate only to achieve the proposed targets.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

Furthermore, the rates of growth required to support this significant increase in population to 2041 would be well beyond historic rates of population growth. Likewise, achieving a corresponding increase in employment growth would also be challenging in order to maintain balanced population and job growth. Staff believe this may be a similar issue in other Greater Golden Horseshoe Municipalities (GGH).

The proposed Growth Plan target increases and new targets add an unnecessary level of complexity to planning for growth and will result in greater emphasis on planning by numbers

York Region's urban structure is defined by a series of centres and corridors surrounded by neighbourhoods and employment areas within the urban area and a number of rural towns, villages, and hamlets. While the form and character of growth varies across the Region, all of these areas play an important part in accommodating growth, in consideration of the local context. The Region's Centres and Corridors are the most prominent locations for directing the highest levels of intensification and density and are supported by significant levels of transit investment from both the Province and the Region. Communities in the remaining urban area and towns and villages are planned to be sustainable and transit supportive complete communities, but are developed at lower densities.

Since establishment of the centres and corridors urban structure in the Region's 1994 Official Plan, the Region and local municipalities have been successful in implementing this urban structure as intensification rates continue to increase and communities transition to more compact built form and higher densities. York Region has a maturing urban structure, with a unique sense of place in each community integrating a linked natural heritage system combined with healthy active lifestyles.

The current Growth Plan includes targets for intensification in the built up area, minimum density across the Region's Designated Greenfield Area (DGA) and minimum densities in Urban Growth Centres. The proposed Plan amendments propose increases to targets, and add new density targets for Major Transit Station Areas (MTSAs) and other Strategic Growth Areas (SGAs) that, when combined, increase the level of complexity in planning for growth to an unmanageable level.

Staff supports intensification based on proximity to transit, however the proposed increased and new targets, particularly the proposed DGA wide density target of 80 residents and jobs per hectare, shift the focus of growth management away from good planning principles to planning by numbers.

Directing 60 per cent of the Region's growth to the Built-up Area may prevent an appropriate balance of housing forms in York Region

From a supply perspective, reaching 60% intensification in York Region is possible. Significant investments have been made and are planned for in transit infrastructure and a large volume of planning work has been completed by both the Region and local municipalities particularly within our Centres and Corridors and other intensification areas. Over the last ten years, the Region's average annual intensification rate has achieved 48 per cent.

While development in the Region has been shifting to higher density forms, and increases in the amount of high density housing provide for an improved mix and range of housing options, maintaining a balance of housing types including ground related and higher density housing forms is important.

Sixty per cent of growth directed to the Region's Built-up Area through intensification compromises the Region's ability to plan for increased densities in the DGA, particularly in the vicinity of MTSAs and other SGAs. Staff has verified that, with 60 per cent intensification, distribution of the remaining Schedule 3 forecasted population growth across DGA will only achieve approximately the current target of 50 residents and jobs per hectare, not providing for higher DGA wide densities, or appropriate densities around Major Transit Stations or other SGAs as proposed in the Expert Panel Report.

The proposed Designated Greenfield Area wide density target of 80 residents and jobs per hectare will result in perverse consequences for the Region's planned urban structure

The extent of the DGA that is already developed or within approved secondary plans in York Region is approximately 60 per cent. It is likely that existing neighbourhoods in the DGA will experience some limited infill development but when densities are averaged across the entire DGA to meet the 80 residents and jobs per hectare target, future community areas on the outer edge of the urban area would need to develop at densities ranging from 150 to 200 residents and jobs per hectare.

This density is comparable to densities planned for in Centres and Corridors. New Community Areas are located at the periphery of the Region's urban area, adjacent to natural and agricultural systems and are in most instances considerably removed from major transit infrastructure. Locating significant density in these areas will impact the Region's planned urban structure, and would necessitate a review of Master Plans, the DC Bylaw and Fiscal Strategy.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

There are a number of variables that can affect the Region's ability to achieve the 80 residents and jobs per hectare density target, including:

- Excluding all employment areas, not just prime as proposed, would make meeting a higher density target more manageable
- The extent of the DGA already built or approved for development at densities is much lower than 80 residents and jobs per hectare making meeting the DGA target of 80 challenging

Furthermore, in order to achieve the 80 residents and jobs per hectare target, the majority (approximately 80%) of the Region's population growth to 2041 would have to be allocated to the DGA, resulting in an intensification level that is lower than the current Growth Plan and Regional Official Plan target of 40%. When considering an appropriate balance between intensifying the Built-up Area and increased DGA densities, the targets as proposed, that are highly correlated, are unworkable. Staff recommends the Province revisit the matter of an appropriate DGA density target.

The Province needs to work with municipalities to determine an appropriate approach to meet Growth Plan objectives

There are a number of approaches the Province could take to address the fact that the proposed density and intensification targets together are not attainable in the context of the population forecast in Schedule 3 of the Growth Plan. Options include the following:

- a. Revise the proposed targets with a focus on the planning objectives to be achieved – by planning for transit supportive intensification and densities in the proper locations, rather than a one size fits all approach
- b. Transition current DGA densities and apply the new residents and jobs density target on a go-forward basis only
- c. Phase in the new intensification target

As a result of the complexity of imposing increased intensification and density targets, and new MTSA targets, and the fact that there may not be a one-size-fits-all solution across the GGH, the Province should continue to explore an appropriate approach to the targets in consultation with municipalities (Draft recommendation No. 14). Through discussions, staff will also advocate that the Province consider excluding all employment areas from the density calculation (No. 15), and that they use developable area for all density calculations (No. 16).

Major Transit Station Area definition and policies require flexible municipal application

Based upon the proposed definition of a MTSA, a large number of stops and stations along existing and future higher order transit corridors would be identified as MTSA's in York Region, including many located within existing built up areas. The proposed Growth Plan amendments require all of these stops and stations to achieve a density target between 150 and 200 residents and jobs per hectare:

- 150 resident and jobs per hectare at MTSA's served by the GO transit network,
- 160 resident and jobs per hectare at MTSA's served by light rail transit or bus rapid transit, and
- 200 resident and jobs per hectare at MTSA's serviced by the subways.

Focusing density targets around MTSA's is appropriate as they support existing and planned municipal infrastructure and promote transit oriented development. However, municipalities through their city building initiatives should be permitted to establish densities for the MTSA's based upon local context related to the mode of transit.

While York Region staff supports identification of MTSA's, flexibility is required for municipalities to identify and designate which stops and stations should be classified as MTSA's as well as the appropriate size, configuration and density of each designated MTSA. This is reflected in draft recommendation No. 17.

## Planning for Employment

While staff support the hierarchy approach to planning for employment land protection, major office needs to be permitted in Prime Employment Areas

The revised Growth Plan proposes a two-tiered approach to planning for employment land by introducing the category of 'Prime Employment Areas'. Uses contemplated within Prime Employment areas are more restricted than those on non-prime employment lands. Prime employment areas are to be identified and designated by upper- and single-tier municipalities in official plans.

Prime employment area is defined as areas of employment within settlement areas that are designated and protected for long-term uses that are land extensive or have low employment densities. This includes manufacturing, warehousing and logistics, and appropriate associated uses and ancillary

facilities. Employment area (i.e. not 'prime') is defined as areas designated for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.

The Region supports the protection of prime employment areas from conversion to non-employment uses, however municipalities should be able to define, identify and delineate prime employment areas to include major office. Employment areas in York Region include a mix of office, industrial and ancillary uses and are not limited to a single employment use. Many local municipal official plans in York Region permit and include major office within existing and planned employment areas which would otherwise comply with the definition of prime employment. In many instances, major office in York Region is a complementary use alongside other employment uses and it is important to include major office as part of prime employment areas.

While the Region supports directing major office to Centres and Corridors, prohibiting major office from prime employment areas may restrict a range and mix of employment uses that are appropriate for the local conditions and support a more viable and complete community. This is particularly relevant if a prime employment area is located in a transit-supported location.

Staff, through draft recommendation No. 18, recommends that the Province work in collaboration with municipalities to establish the criteria for defining, identifying and delineating prime employment areas at the municipal level, and that they not preclude major office.

The Growth Plan should continue to explicitly preclude major retail from locating within employment areas

The current (2006) Growth Plan prohibits major retail uses in employment areas. The proposed Growth Plan is silent on major retail uses in employment areas. The Region supports the notion that major retail should not be allowed in employment areas and recommends stronger policy protection in this regard (No. 19). The current York Region Official Plan precludes major retail from locating within employment areas.

## Integrating Infrastructure

Identification and funding of rapid transit corridors, including the Yonge Street subway connection between Finch Avenue and Highway 7 is essential for York Region to achieve forecasted growth

The exclusion of the Yonge Street subway connection between Finch Avenue and Highway 7 by proposed amendments to Schedules 2 and 5 is a concern.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

This subway connection from Finch Avenue is essential to unlock planned growth for the Richmond Hill/Langstaff Urban Growth Centre, to achieve targets required by the current Growth Plan (2006). The need for, and timing of, the subway connection was confirmed through the Region's Transportation Master Plan endorsed by Council in June 2016. The subway becomes even more critical with the proposed increase of the minimum intensification target to 60 per cent.

Other Provincial Plans have also identified this area as an important transit link and The Big Move recognizes it as an anchor mobility hub. The York Region Official Plan, Richmond Hill Official Plan and Markham Official Plan identify and delineate this subway connection, consistent with the 2006 version of the Growth Plan.

While York Region commends the Province for recently announcing funding for engineering work as part of the subway extension, alignment of the Growth Plan with funding commitments and existing policy is required in order for York Region to achieve the Growth Plan intensification targets (Draft recommendation No. 20).

In addition to the Yonge subway, the Region's Transportation Master Plan identifies a system of infrastructure required to meet the mobility needs of the Region's residents to 2041. The Region commends the Province's commitment to provide infrastructure to support growth and provide financial support to municipalities to construct multi-modal transportation networks required to achieve the densities and intensification objectives of the Growth Plan. In that regard, the Province recently announced funding for the Kirby GO station, but there has not been a comparable commitment for other essential transit infrastructure including the Concord GO station, which is also critical to accommodate growth in York Region.

In order to reinforce the Province's commitment to integrating land use and infrastructure planning, and to ensure appropriate funding and policy protection, the Growth Plan needs to be revised to include all planned Rapid Transit corridors and stations required to support population growth to 2041 (Draft recommendation No. 21).

Effective integration of infrastructure investment and land use planning requires a Provincial commitment to operational funding

The Provincial government, through establishment of Metrolinx and The Big Move has made significant investments in planning for and delivering rapid transit infrastructure across the GTHA. Achieving Growth Plan objectives for transit-oriented, complete communities is dependent on the Province in partnership with municipalities delivering critical transit infrastructure to the Region. While the commitment to transit investment and the integration of infrastructure investment with land use planning is important, sustained

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

operational funding should also be addressed. Municipalities will be required to identify full life-cycle costs and options to service growth. To achieve this, staff is recommending sustained predictable funding for infrastructure and diversified revenue sources for municipalities (Draft recommendation No. 22).

### Clarification sought on Provincial planned transportation corridors

The proposed 400-404 link (Bradford Bypass) and GTA West Corridor are planned transportation corridors which ensure a comprehensive, active transportation network to move people and goods. These multi-modal transportation links are presently identified in the York Region Official Plan as part of Provincial corridor protection for potential future connections. The Highway 400-404 Connecting Link is not identified in the current or proposed Growth Plan; however the GTA West Corridor remains recognized within the Growth Plan. Regional staff acknowledges that these projects are subject to Provincial approval and must align with The Big Move and Growth Plan, but request clarification regarding their status (Draft recommendation No. 23).

Technological advancements which will change the way people move in the future need to be acknowledged within the Growth Plan

Mobility challenges and traffic congestion are key issues within the GTHA. Advancements in technology have the potential to shift travel behaviour and manage congestion by creating interconnected systems of mobility. Such advancements and shifts in travel behaviour will reduce greenhouse gas emissions and better position the GTHA to accommodate growth. This opportunity should be recognized and promoted within the Growth Plan (Draft recommendation No. 24).

### Addressing Climate Change

Growth Plan policies regarding Climate Change are welcomed but clarification and direction is required regarding the integration of provincial initiatives and the role of municipalities

Addressing the impacts of climate change is a fundamental underlying theme in each of the draft Plans. Regional staff supports the Province elevating the importance of climate change. Policies are weaved throughout the Plans to promote complete communities which provide for a mix and range of housing types, reduced greenhouse gas emissions and a move towards net-zero communities.

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

A number of new policy directions within the proposed amendments to the Plans will require municipalities to:

- implement climate change policies within their official plans
- undertake more comprehensive stormwater management studies
- increase infrastructure resiliency by encouraging green infrastructure and low impact development techniques
- carry out asset management planning
- assess infrastructure vulnerability and identify priority actions and investments to increase infrastructure resilience and adapt to climate change.

A coordinated approach under the guidance of the Province is a cost effective way to address the broad and emerging issues of climate change. Staff are proposing two recommendations (Nos. 25 and 26) which seek additional clarification and guidance from the Province with respect to addressing climate change and clarification on the roles in this regard between the Province and municipalities.

### Supporting Agriculture

Proposed amendments to agricultural policies reflect positive changes from the Provincial Policy Statement, 2014

Within the proposed amendments to the Greenbelt Plan and Growth Plan, agricultural policies are proposed to be strengthened by taking a comprehensive agricultural system approach. The importance of agricultural viability has been reinforced, now aligning with the Provincial Policy Statement, 2014 (PPS). An agricultural support network will enhance protection of infrastructure, services and assets that support the viability of the agri-food sector and local food availability. To support the agricultural network, policies have been included to help address compatibility between agricultural and non-agricultural uses with the requirement for an Agricultural Impact Assessment. These amendments to the Plan, address Regional recommendation Nos. 4 and 6 from the Region's May 2015 staff report.

As part of the systems approach to promote and protect agriculture, the Province will be developing mapping of prime agricultural and speciality crop areas which staff understands will include:

- Land Evaluation and Area Review (LEAR) data, and

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

- elements such as infrastructure, transportation networks, agricultural services, on-farm buildings, farm markets, distributors and processing facilities

Draft recommendation 27 requests that the province utilize existing municipal and stakeholder mapping, data and expertise when preparing guidance documents and mapping.

The Greenbelt Plan should recognize and allow for minor expansion and redevelopment of existing non-agricultural uses within the agricultural area

Within the Greenbelt Plan protected countryside area, the identification of the prime agricultural area is currently supported by a LEAR study undertaken at the Regional level. As a result of the LEAR, the Region's agricultural area captures historically existing non-agricultural uses which are not directly related to the agricultural system but may be considered desirable uses in a rural municipality. These uses are generally on small parcels and likely would not support a viable agricultural operation. They are often located on Regional roads or other major roadways. The Province's proposed approach to harmonizing the identification of the agricultural system across the Greenbelt should provide an opportunity to recognize and allow for minor expansion or redevelopment to ensure these uses, which are part of a functioning rural economy, are compatible with agricultural operations.

Through draft recommendation 28, staff is advocating that recognition of these uses within local official plans would provide opportunities for minor redevelopment and improved compatibility with surrounding agricultural areas, potentially bringing these uses more in line with the objectives of the Greenbelt Plan. A list of criteria for evaluating the appropriateness of the use should be provided.

The Plans should consider cemeteries on agricultural lands, subject to specified criteria and demonstrated need

Restrictions within the Provincial Plans have been identified as a challenge and make it difficult to locate these facilities within the Greater Toronto and Hamilton Area. Within York Region, the issue is further compounded by the fact that there are limited rural lands available to accommodate cemeteries. In March 2016, Council received a Cemetery Needs Analysis which was undertaken to confirm the state of the existing supply of, and demand for, cemeteries in York Region. The report concludes that there are some sectors, and some locations that are at risk of being underserved for cemeteries prior to 2041. Staff is recommending (Draft Recommendation No. 29) that the Plans provide for greater flexibility to consider cemetery uses on agricultural lands, where it has been demonstrated

that it cannot be accommodated in the Rural areas, subject to specific criteria including an Agricultural Impact Assessment demonstrating no negative impact on surrounding agricultural uses.

## Protecting Natural Heritage and Water

Additional direction on watershed planning would be beneficial

Municipalities now must ensure that watershed planning is incorporated into land use planning to protect, improve or restore the quality and quantity of water within a watershed. The Greenbelt Plan does not clearly address the relationship between the identification and mapping of a natural heritage system with watershed planning requirements. Draft recommendation No. 30 seeks clarification on how the natural heritage system identification and mapping, to be undertaken by the Province, will be integrated with approved watershed plans. It is recommended that natural heritage system identification and mapping be integrated into watershed planning to strengthen the interrelated connection between watersheds and key natural heritage and hydrologic features.

Staff is also seeking guidance on the content contained within a watershed plan, how timing will be addressed for *Planning Act* applications and if watershed planning is to be conducted at the time of an upper tier and lower tier municipal comprehensive review (Draft recommendation No. 31).

Regional Concerns with limited Greenbelt Plan protection of Urban River Valleys remain

Amendment No. 1 to the Greenbelt Plan approved in May of 2013, provided municipalities with the opportunity to make an application to the Minister of Municipal Affairs to designate publicly owned valley lands in official plans as “Greenbelt Urban River Valley”. Staff reiterates the concern expressed by Council in 2013, that the proposed approach to Urban River Valleys does not sufficiently protect the natural heritage system as it is only intended to apply to publicly owned lands and therefore could be perceived to diminish the importance of protecting other valley lands currently protected by municipal policy (Draft recommendation No. 32).

Compatible Low Impact Development and stormwater management features should be permitted within the Vegetative Protection Zones of natural features

With increased density for new development and increasing pressures on limited developable areas, the Province is encouraged to consider permitting additional compatible green infrastructure, within the Vegetative Protection Zones of natural features (Draft recommendation No. 33). The likelihood of successfully meeting

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

Growth Plan objectives for denser, complete communities will be contingent upon the wise use of land and the integration of compatible uses. Regional staff has been working closely with local municipal and conservation authority staff to explore opportunities to maximize investment in green infrastructure and integrate less intrusive components of stormwater management facilities and low impact development techniques (LIDs) into the Vegetative Protection Zones of natural features. The policies as proposed prohibit integration of these compatible uses.

### Improving Plan Implementation

Timely release of Provincial guidance documents is essential for successful Plan implementation

The Province has made a commitment to producing a number of technical guidance documents to assist municipalities with implementation of each Plan, including:

- Standard methodology for land needs assessment
- Agricultural System mapping and related guidance
- Natural heritage system mapping outside of the Greenbelt Area
- Watershed planning and stormwater management
- Greenhouse gas inventories, targets and emission reduction strategies

Municipalities have extensive knowledge and data to inform guidelines and other products being prepared by the Province. It is important for the Province to prepare guidelines in consultation with municipalities, and provide them in a timely manner to ensure they inform any requisite updates to official plans, policies or monitoring programs (Draft recommendation No. 34).

Transition provisions should be revised to respect current planning to 2031

Municipalities currently have official plans, and secondary plans proceeding based on conformity with the current Growth Plan (2006) which will be significantly impacted if the proposed amendments to the Plans are approved as proposed. The master planning work for New Community Areas (ROPA's 1, 2 and 3) is nearing completion based on achieving the Regional Official Plan target of 70 residents and jobs per hectare, a target required to meet the DGA wide Growth Plan target of 50 residents and jobs per hectare. Over the past few

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

years, the Region and local municipalities have been actively implementing the 2006 Growth Plan requirements through the ROP by developing secondary plans. Without a transition provision, the introduction of a new DGA wide target of 80 residents and jobs per hectare will reopen planning work completed to date. It is recommended that the Province work cooperatively with municipalities to identify appropriate transition provisions for the updated Plans (Draft recommendation No. 35) to reflect local planning that has been publicly initiated through a Growth Plan conformity exercise.

The Province is encouraged to maintain responsibility for any future modifications to the Greenbelt Plan Natural Heritage System

The Greenbelt Plan provides municipalities with the opportunity to refine the internal boundaries of the natural heritage system as mapped by the Province, with greater precision consistent with the Plan. Although this policy remains unchanged, York Region municipalities were hesitant to undertake a boundary refinement at the 'local scale' due to its complexity. Without detailed information of how the natural heritage system is developed and criteria to refine it, municipalities may be faced with pressures from landowners to change this boundary without appropriate, consistent criteria. Regional staff recommends (No. 36) that the Province maintain the responsibility for boundary refinements to the natural heritage system or include a list of detailed criteria to assist municipalities who pursue boundary refinements through their official plan conformity updates in a consistent manner.

Strong Provincial direction to close inactive planning applications is recommended

The *Planning Act* provides municipalities with the authority to close registered plans of subdivision which are eight or more years old that do not meet the growth management objectives of the Growth Plan. Staff recommends (No. 37) that proposed Growth Plan policy 5.2.8.3 which current 'encourages' municipalities to act on this authority, be revised to 'require' that these older plans be closed. This would reduce appeals and ensure conformity.

Province should limit the ability to transition ORMCP and Greenbelt Plan development applications

The ORMCP contains a number of transition policies which allow some applications commenced prior to November 17, 2001, which meet certain criteria to continue to be 'grandfathered'. Similarly, the Greenbelt Plan contains a number of provisions which permit development applications made prior to December 16, 2004, to be transitioned and not required to conform to the policies of the Plan. The Plans have all been in effect for over ten years and if no action

## Status Update Regional Staff Review and Comments on Draft to Provincial Plan Amendments

has been taken on a development application which was deemed to have transition status, the transition status of those applications should be revoked (Draft recommendation No. 38).

Request for guidance on effective consultation with First Nations and Metis communities

All of the Plans emphasize the importance of municipal cooperation and consultation with First Nations and Metis communities. The Region recognizes and supports collaboration and cooperation with these, and all communities in the land use planning process. Several years ago, the Region commenced a process to establish a protocol for effective consultation and it is requested that the Province provide guidance on the most appropriate means of seeking input which will result in consistent and meaningful consultation with First Nations and Metis communities (Draft recommendation No. 39). This process should have regard for approval timelines prescribed within the *Planning Act*.

Link to key Council-approved plans

By commenting on the current Provincial plan review, the Region is working to ensure opportunities for sustainable economic and population growth, preserve green spaces, encourage growth in the Regional Centres and Corridors and optimize critical infrastructure systems capacity, all as outlined in the Strategic Plan 2015-2019. The Region's commitment to continuous improvement and implementation of the Greenbelt Plan, ORMCP and Growth Plan will help ensure that in the future, York Region will provide "A Resilient Natural Environment and Agricultural System"; a goal of the Region's *Vision 2051*. Some of *Vision 2051*'s action areas that will be addressed also include "A Protected, Connected and Enhanced Regional Greenlands Systems", "A Healthy Environment for a Healthy Population", and "Protect[ed] Vital Water Systems."

### 5. Financial Implications

Financial forecasts for the Region will be based on the 2041 population and employment forecasts for York Region included in schedule 3 of the Growth Plan.

The forecasted growth for the Region will require significant investment in human services, transit, roads, water and wastewater. As part of the Region's MCR work, a detailed fiscal impact assessment will be undertaken.

There is a level of risk based on the forecast assumptions related to the development charges revenue stream. The proposed Growth Plan targets for intensification and density will require a shift in housing types for York Region's

residents. A lower than anticipated growth rate for either ground related housing or higher density housing would result in a shortfall of projected development charges revenue. This would cause delays in capital cost recovery, impact costs for debt repayment and result in a potential deferral of elements in the capital program. Careful ongoing monitoring of financial implications is necessary.

## 6. Local Municipal Impact

York Region's local municipalities have been consulted leading up to and during the 2015 coordinated Provincial Plans review. The Region hosted workshops to solicit input from local municipal staff and to coordinate comments on areas of Regional interest.

Local municipal staff comments have been used to inform this report. This report will be forwarded to the Province along with local council resolutions prior to the Provincial commenting deadline. A number of local municipal council meetings have been or will be held as of the date of this Regional Council meeting. Municipalities were also encouraged to submit comments directly to the Province to reflect local conditions. It is recommended that this report be forwarded to local municipalities.

## 7. Conclusion

The Province has proposed extensive amendments to the Growth Plan, as well as changes to the Greenbelt Plan and the ORMCP. Overall, these proposed amendments to the Plans have been well aligned to provide consistency for implementation. The Region supports the effort by the Province to harmonize these plans and integrate climate change throughout the proposed Plan amendments to facilitate the building of complete transit supportive communities.

Staff has worked with local municipalities and adjacent upper tier municipalities to analyze and assess impacts of the proposed amendments. While there are a number of positive amendments to the Plans, staff has confirmed that proposed intensification and density targets are problematic. Together, the proposed increases in intensification and density targets are not workable within the context of Growth Plan Schedule 3 population forecasts, and their implementation would have perverse consequences on York Region's planned urban structure.

Municipal support and implementation of these Plans is key to their success. The draft recommendations, as proposed, indicate that the Province needs to work with municipalities when developing final amended Growth Plan, Greenbelt Plan and ORMCP policies.

Status Update Regional Staff Review and Comments on Draft to Provincial  
Plan Amendments

For more information please contact Sandra Malcic, Manager, Policy and  
Environment at ext. 75274 or Jennifer Best, Senior Planner at ext. 76118.

The Senior Management Group has reviewed this report.

September 7, 2016

Attachments (2)

#6970251

Accessible formats or communication supports are available upon request

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
1. The Province stay the course by maintaining the integrity and objectives of the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan.	✓	Integrity and objectives of the Growth Plan, Greenbelt Plan and the Oak Ridges Moraine Conservation Plan are generally maintained and in many instances enhanced with the proposed amendments.	<b>Addressed</b>
2. The Province provide no less than a six month period for review of any proposed amendments to the Plans.	~	Review period ends September 30, 2016 (~ 4 ½ month review period).	<b>No Longer Relevant</b>
3. The Province recognize the importance of significant woodlands and urban forest canopy cover as integral to delivering complete communities, and take a no-net-loss approach to managing forest cover in the Greenbelt Plan and ORMCP areas.	✗	There have been no substantive changes to the woodlands policies of the ORMCP or Greenbelt Plan. A no-net-loss approach has not been proposed.	<b>Remains Applicable (now Recommendation #7)</b>
4. The Province amend the Plans to reflect recent Provincial Policy Statement modifications (2014) to agricultural definitions and permitted uses.	✓	The ORMCP and Greenbelt Plan have been amended to reflect Provincial Policy Statement, 2014 agricultural definitions and permitted uses.	<b>Addressed</b>
5. The Province review and resolve the conflict between the Holland Marsh Specialty Crop Area in the Greenbelt Plan and the Provincially Significant Wetland.	✗	There are no amendments proposed which address this conflict.	<b>Remains Applicable (now Recommendation #11)</b>
6. The Province amend the Plans to include policies that require appropriate buffers and/or mitigation measures in new urban areas adjacent to Greenbelt Plan agricultural lands.	✓	Greenbelt Plan policies require mitigation measures to address compatible uses at interface of agricultural lands with non-agricultural uses including urban.	<b>Addressed</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
7. The plans be amended to provide guidance and policies which support municipal efforts to mitigate and adapt to climate change.	✓	All three Plans include policies on climate change and municipalities are required to include official plan policies to address climate change. Additional direction includes the preparation of climate change strategies and greenhouse gas inventories, the importance of protecting natural areas, and new objectives for Settlement Areas to develop in a manner that reduces greenhouse gas emissions.	<b>Addressed</b>
8. The Province provide standardized data and a methodology to analyze and quantify climate change impacts.	✗	Although the Province is requiring municipalities to develop targets to reduce greenhouse gas emissions and develop strategies to improve resilience to climate change, they have not provided standardized methodology to analyze and quantify. Rather, the province proposes to collect the data and develop a set of performance indicators to measure the implementation of the Plans.	<b>Adapted (now Recommendation #13)</b>
9. The Province develop a process to allow municipalities to access strategically located employment lands, if deemed necessary through a Municipal Comprehensive Review.	✗	There are no proposed amendments which would allow municipalities to access strategic employment lands currently protected by the Greenbelt or Oak Ridges Moraine Plan.	<b>Remains Applicable (now Recommendation #3)</b>
10. Policy 2.2.6.5 of the Growth Plan be amended to include the words "... through an upper- or single-tier <i>municipal comprehensive review...</i> "	✓	Addressed through revised MCR definition which now is upper or single tier municipalities	<b>Addressed</b>
11. The Province provide greater direction on what constitutes 'strategic' employment lands.	✓	The proposed Growth Plan has introduced and defined Prime Employment Areas. Prohibited land uses have also been included.	<b>Addressed</b>
12. The Province not expand the Greenbelt onto the developable portion of 'whitebelt' lands as part of the 2015 review.	✓	No expansion into the "whitebelt" has been proposed in York Region.	<b>Addressed</b>
13. The Province revise the Plans, in how they refer to the 'whitebelt' lands.	✗	The term 'whitebelt lands' is not used in the proposed Growth Plan and the lands are not delineated.	<b>No Longer Relevant</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
14. The Province consider amending the Greenbelt Plan to permit compatible community uses.	✗	No changes are proposed in this area. Recreational and institutional uses are still only permitted within rural lands of the Protected Countryside.	<b>Remains Applicable (now Recommendation #4)</b>
15. The Province align the mandates of provincial ministries beyond the Ministry of Municipal Affairs and Housing to achieve Growth Plan objectives.	✓	Proposed coordination policies require provincial ministries and agencies to work together to implement policies.	<b>Addressed</b>
16. The Province consider removing the requirement that cemeteries be “small scale” on rural lands within the ORMCP to provide access to a greater supply of land to accommodate future needs.	✗	This recommendation is not addressed.	<b>Remains Applicable (now Recommendation #10)</b>
17. The Province explore opportunities to provide guidance within the Provincial Plans related to infrastructure to ensure that planning for new communities and intensification is carried out in a coordinated and consistent manner across the GTHA (e.g. acknowledge Master Planning exercises).	✓	Stronger policies are proposed in all Plans related to coordinating infrastructure master planning and land use planning.	<b>Addressed</b>
18. Provincial investments in infrastructure be made strategically to support forecasted growth and to ensure that the GGH is positioned competitively in the global marketplace when competing for employment attraction.	✓	Proposed policies link infrastructure investments to facilitate higher density development in “strategic growth areas.” In addition, the Province is committing to aligning infrastructure investment with the new Growth Plan. A portion of the Transit Priority Corridor along Yonge Street from Finch Avenue to Highway 7 is not included within the Growth Plan.	<b>Addressed</b>
19. The Province continue financial support to municipalities in constructing and operating multi-modal	~	Proposed policies link infrastructure investments to facilitate higher density development in “strategic growth areas.” In addition, the Province is committing to aligning infrastructure	<b>Adapted (now Recommendation</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
transportation networks essential to achieving the required densities and objectives of the Growth Plan.		investment with the new Growth Plan. Support for operational funding has not been addressed.	#22)
20. The Province revisit policies regarding servicing communities in the Greenbelt and ORMCP, in consultation with municipalities and stakeholders.	✗	This recommendation is not addressed. Servicing policies from the Greenbelt Plan have been primarily relocated to the Growth Plan.	<b>Remains Applicable (now Recommendation #5)</b>
21. The Growth Plan be amended to shift policies 3.2.6.5 and 3.2.6.6 from Section 3.2.6 Community Infrastructure to a new subsection within the Where and How to Grow section.	✓	New section in the Growth Plan on housing within the Where and How to Grow section.	<b>Addressed</b>
22. The Province allow municipalities to use inclusionary zoning to require affordable housing units in new developments.	✓	Although not addressed within these Plans, the Province's Long Term Affordable Housing Strategy has committed the Province to develop regulations through the Planning Act to allow municipalities to use inclusionary zoning to require affordable housing units in new developments (Bill 204).	<b>Addressed</b>
23. The Province consider minor amendments to the method of measuring density for the planning of complete communities, particularly as it relates to incorporating industrial and warehousing type employment uses.	✓	Prime Employment Areas are to be excluded from the Designated Greenfield Area density calculation (which has been increased from 50 to 80 residents and jobs per hectare).	<b>Addressed</b>
24. The Province develop a methodology for consistently undertaking a land budget and for forecasting population and employment growth.	✓	The Growth Plan has indicated that a standard methodology for assessing lands needs will be developed.	<b>Addressed</b>
25. Although York Region takes no new positions on individual landowner requests, the Region asks the Province to develop a process to review boundaries associated with the Greenbelt Plan and ORMCP.	✗	This recommendation is not addressed.	<b>Remains Applicable (now Recommendation #1)</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
26. The Province amend subsection 2(4) of the ORMCP to permit residual lands outside of the ORM, resulting from confirmation of the 245 contour, to be reconciled with the adjacent land use designation.	✓	The Greenbelt Plan has been amended and appears to address Council's recommendation but wording is not entirely clear.	<b>Addressed</b>
27. The Province consider growing the Greenbelt northwards into south Simcoe County in order to prevent continuing 'leap-frog' development in communities which may not have the appropriate infrastructure to manage such growth in a sustainable manner which is consistent with delivering complete communities as is the intent of the Plans.	✗	The Greenbelt Plan proposes no expansions northward.	<b>Remains Applicable (now Recommendation #6)</b>
28. The Province amend Section 42 of the ORMCP and Section 3.2.3 of the Greenbelt Plan as necessary to identify and resolve mapping and policy conflicts and terminology inconsistencies.	✗	This recommendation is not addressed.	<b>Remains Applicable (now Recommendation #8)</b>
29. The Province consider amending the <i>Oak Ridges Moraine Conservation Act</i> and <i>Greenbelt Act</i> to include 'sunset' clauses, excluding strategic employment lands on the "400 series" corridors.	✗	This recommendation is not addressed.	<b>Adapted (now Recommendation #38)</b>
30. The Province reconcile policies, terminology and mapping within legislation and plans to ensure they align.	✓	Plans were amended to provide alignment and consistency on policies, definitions and mapping, between Plans and the PPS.	<b>Addressed</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
31. The Province deliver outstanding technical guidelines in a timely manner.	✗	No timeline is provided.	<b>Adapted (now Recommendation #34)</b>
32. The Province develop guidelines to address the fiscal implications for not accommodating forecast growth through the development of complete communities.	~	While guidelines were not provided, policies were added to require life cycle financial viability of proposed infrastructure and public service facilities within the Growth Plan.	<b>No Longer Relevant</b>
33. The Province revoke outdated technical guidelines.	~	This was not specifically addressed in the proposed Plans. The Province has committed to develop standardized technical guidelines to assist municipalities to adhere to the policies.	<b>Adapted (now Recommendation #34)</b>
34. The Province consult with stakeholders on monitoring in accordance with the indicators and available data to establish the baseline conditions for future monitoring.	~	Monitoring and performance measures policies have been included; the Province should work with municipalities to develop performance indicators to measure and effectiveness of the policies in the Plans.	<b>Remains Applicable (unaddressed aspects now Recommendation #12)</b>
35. The Province provide enforcement assistance and/or additional resources to local municipalities to address the (legal or illegal) placement of fill, dumping and outdoor storage on rural and agricultural lands within the Plan areas.	✗	This recommendation is partially addressed.	<b>Remains Applicable (unaddressed aspects now Recommendation #9)</b>
36. The Province examine the possible expansion of the Greenbelt after local municipalities complete subwatershed studies or other environmental studies that might identify additional lands appropriate for the Greenbelt Plan.	✓	Policies in the Greenbelt support a provincially led process to identify additional areas of ecological significance and important water features where urbanization should not occur. The Province is also looking at expansion of the Greenbelt outside of the GTHA, where important water resources are under pressure from urban growth.	<b>Addressed</b>

**Comparison of York Region Council 38 Recommendations to the Proposed 2016 Amendments to the Growth Plan, Greenbelt Plan and ORMCP**

**Attachment 1**

Regional Council Recommendations:		Regional Staff Comments on Proposed Provincial Plan Amendments:	September 15, 2016 Committee of the Whole Draft Recommendations
37. The Province develop a process to consider compatible additions to land use permissions within the Greenbelt Plan and ORMCP.	✗	While additional agriculture related uses have been added to the Greenbelt Plan (consistent with the PPS 2014), the province has not proposed a process for considering other compatible uses.	<b>Remains Applicable (now Recommendation #2)</b>
38. To amend Growth Plan policy 2.2.8.2(b) to read “the expansion makes available sufficient lands to accommodate but not exceed the forecasts provided in Schedule 3 based upon the analysis provided for in Policy 2.2.8.2(a).	✓	Policy 2.2.8.2 (b) has been amended to recognize the planning horizon for expansion is the horizon of the Growth Plan which is 2041. The phrase “while minimizing land consumption” has also been added to this policy.	<b>Addressed</b>

**Recommendations Carried Forward and Adapted from May 2015**

The Province:

1. Develop a process to review boundaries associated with the Greenbelt Plan and ORMCP in response to individual landowner requests (Adapted from 2015 Recommendation No. 25).
2. Develop a process to consider compatible additions to land use permissions within the Greenbelt Plan and ORMCP in response to individual landowner requests (2015 Recommendation No. 37).
3. Develop a process to allow municipalities to access strategically located employment lands, currently protected by the Greenbelt Plan or ORMCP, if deemed necessary through a municipal comprehensive review (Adapted from 2015 Recommendation No. 9).
4. Consider amending the Greenbelt Plan to permit compatible community uses (2015 Recommendation No. 14).
5. Revise the Plans to consider the extension of lake-based municipal servicing as a viable option to service existing communities within the Greenbelt and Oak Ridges Moraine Plan areas (Adapted from 2015 Recommendation No. 20).
6. Consider growing the Greenbelt northwards into south Simcoe County in order to prevent continuing 'leap-frog' development in communities which may not have the appropriate infrastructure to manage such growth in a sustainable manner which is consistent with delivering complete communities as is the intent of the Plans (2015 Recommendation No. 27).
7. Recognize the importance of significant woodlands and urban forest canopy cover as integral to delivering complete communities, and take a net gain approach to managing tree and forest cover in the Greenbelt Plan, ORMCP and Growth Plan areas (Adapted from 2015 Recommendation No. 3).
8. Amend Section 42 of the Oak Ridges Moraine Conservation Plan and Section 3.2.3 of the Greenbelt Plan as necessary to identify and resolve mapping and policy conflicts and terminology inconsistencies, to bring them into closer alignment with the *Clean Water Act* (Adapted from 2015 Recommendation No. 28).
9. Provide enforcement assistance and guidance to local municipalities to address the issue of inappropriate outdoor storage on rural and agricultural lands within the Plan areas (Adapted from 2015 Recommendation No. 35).
10. Consider removing the requirement in the ORMCP that cemeteries be "small scale" (Adapted from 2015 Recommendation No. 16).
11. Review and resolve the conflict between the Holland Marsh Specialty Crop Area in the Greenbelt Plan and the Provincially Significant Wetland (2015 Recommendation No. 5).

12. Consult with stakeholders on monitoring in accordance with the indicators and available data to establish the baseline conditions for future monitoring.

### **Accommodating Growth**

The Province:

13. Be advised that, within the context of York Region's forecasted 2041 population of 1.79 million, the proposed intensification and density targets are unattainable (new recommendation).
14. Work with upper-tier municipalities to determine an appropriate approach to targets to achieve Growth Plan objectives (new recommendation).
15. Amend the proposed Growth Plan policies regarding minimum Designated Greenfield Area density targets to exclude all employment land areas (new recommendation).
16. Amend policy 2.2.4.5 of the Growth Plan that the minimum density target be based upon developable area and not gross area for Major Transit Station Areas (new recommendation).
17. Amend policy 2.2.4.3 of the Growth Plan to insert the words "number, location, density" after the words "will determine the" in order to allow municipalities to select the suitable number, location and density of Major Transit Station Areas in their official plans, in addition to their size and shape (new recommendation).

### **Planning for Employment**

The Province:

18. Work in collaboration with municipalities to establish the criteria for defining, identifying and delineating prime employment areas at the municipal level, and that they not preclude major office (Adapted from 2015 Recommendation No.29).
19. Revise Growth Plan policies to ensure major retail is not permitted in employment areas (new recommendation).

### **Integrating Infrastructure**

The Province:

20. Be advised that the Region's ability to achieve intensification is contingent upon the Province re-instating the Yonge Street subway connection between Finch Avenue and Highway 7 on Schedules 2 and 5 of the Growth Plan to align with The Big Move, and ensuring that it is in place by 2031 or earlier if possible (new recommendation).
21. Revise the Growth Plan to identify planned municipal rapid transit corridors and stations required to accommodate growth to 2041 (new recommendation).
22. Commit to providing predictable, sustainable funding for infrastructure which includes operational funding and develop diversified revenue sources for municipalities to meet

the challenges of implementing full life-cycle costing for infrastructure to service growth (Adapted from 2015 Recommendation No.19).

23. Provide clarification on the status of the 400-404 link and the GTA west corridor (new recommendation).
24. Amend the Growth Plan to encourage the use of technological advancements to manage mobility needs of growing populations (new recommendation).

### **Addressing Climate Change**

The Province:

25. Amend the Growth Plan to provide clarity on how Provincial climate change initiatives have regard to other Provincially led plans and to identify the municipal role, as well as providing additional guidance on how to achieve the greenhouse gas emission reduction targets and build net-zero communities (new recommendation).
26. Provide a guidance document with methodology and criteria for undertaking climate change infrastructure vulnerability and risk assessments (new recommendation).

### **Supporting Agriculture**

The Province:

27. Prepare guidance documentation to record and map the agricultural support network in cooperation with, and utilizing existing resources and data from, the Region, local municipalities and other stakeholders (new recommendation).
28. Provide a method for refining the agricultural system mapping to recognize and permit existing non-agricultural uses, and include a policy within the Greenbelt Plan that allows local municipalities to allow for modest redevelopment of these existing non-agricultural uses within the agricultural area, subject to appropriate criteria including an Agricultural Impact Assessment (new recommendation).
29. Revise the Plans to allow for consideration of cemetery uses on agricultural lands subject to an approved needs analysis and specific criteria including an Agricultural Impact Assessment (new recommendation).

### **Protecting Natural Heritage and Water**

The Province:

30. Provide clarification on how natural heritage system identification and mapping will be integrated with approved watershed planning (new recommendation).
31. Provide guidance on the content contained within a watershed plan, how the timing will be addressed for *Planning Act* applications and if watershed planning is to be conducted at the time of an upper tier and lower tier municipal comprehensive review (new recommendation).

32. Revise proposed Greenbelt Plan policy 6.2.1 to subject both public and private lands to the policies of the Urban River Valley designation (new recommendation).
33. Revise Growth Plan policy 4.2.4.3 to permit compatible stormwater management facilities and low impact development techniques within the Vegetation Protection Zone, subject to an environmental impact study (new recommendation).

### **Improving Plan Implementation**

The Province:

34. Prepare guidance materials in consultation with municipal staff, deliver them in a timely manner, and revoke outdated technical guidelines (Adapted from 2015 Recommendation No.31).
35. Collaborate with municipalities to identify appropriate transition provisions for York Region's New Community Areas currently within the planning process proceeding under the existing provincial plans (new recommendation).
36. Maintain the responsibility of refining the Greenbelt Plan natural heritage system boundary or include criteria for municipalities to utilize when undertaking a refinement of the boundary (Adapted from 2015 Recommendation No.33).
37. Require, through the Plan policies, municipalities to close plans of subdivision applications that do not meet the intent of the Plans and are eight or more years older than the effective date of the revised Plans (new recommendation).
38. Remove, or provide sunset clauses for, transition provisions contained within the Oak Ridges Moraine Conservation Plan and Greenbelt Plan for applications commenced prior to November 17, 2001 and December 16, 2004 respectively, excluding those located with strategic employment lands (Adapted from 2015 Recommendation No.29)
39. Develop guidance material on the best means of engagement and consultation for municipalities to seek input with First Nations and Metis communities (new recommendation).

# Status Update: Regional Staff Review and Comments on Draft Provincial Plan Amendments

Presentation to  
**Committee of the Whole**

Valerie Shuttleworth, Chief Planner  
September 15, 2016

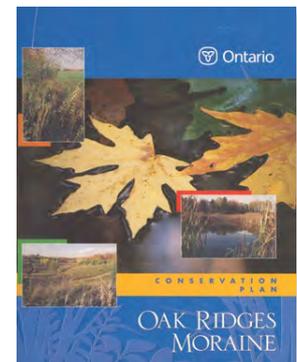
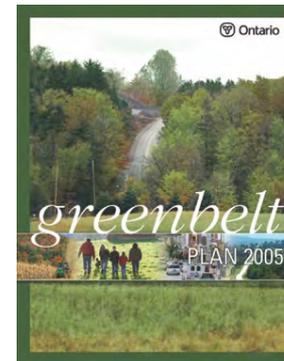
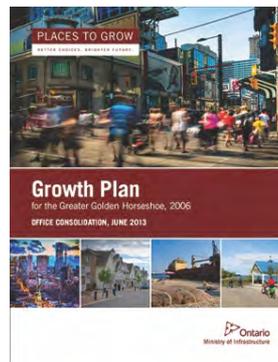


# Overview

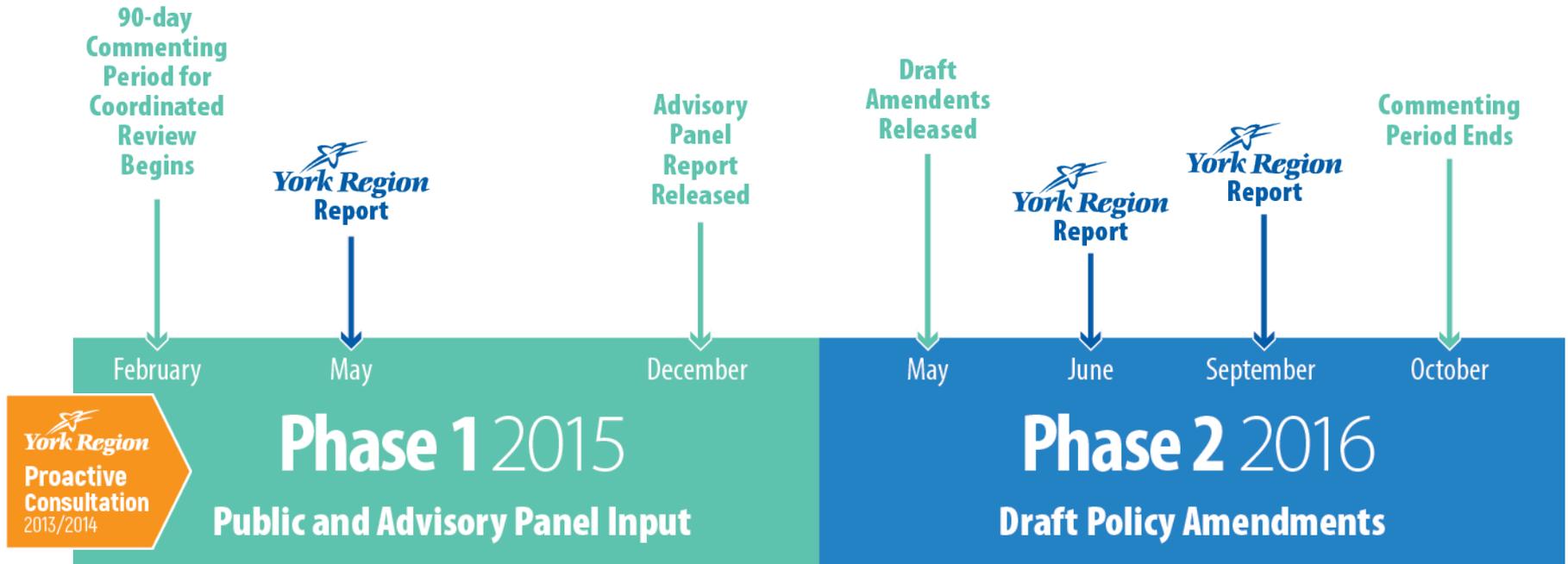
## Background

## Review of Amendments by Theme Area

- Implications within York Region context
- Key draft recommendations and rationale

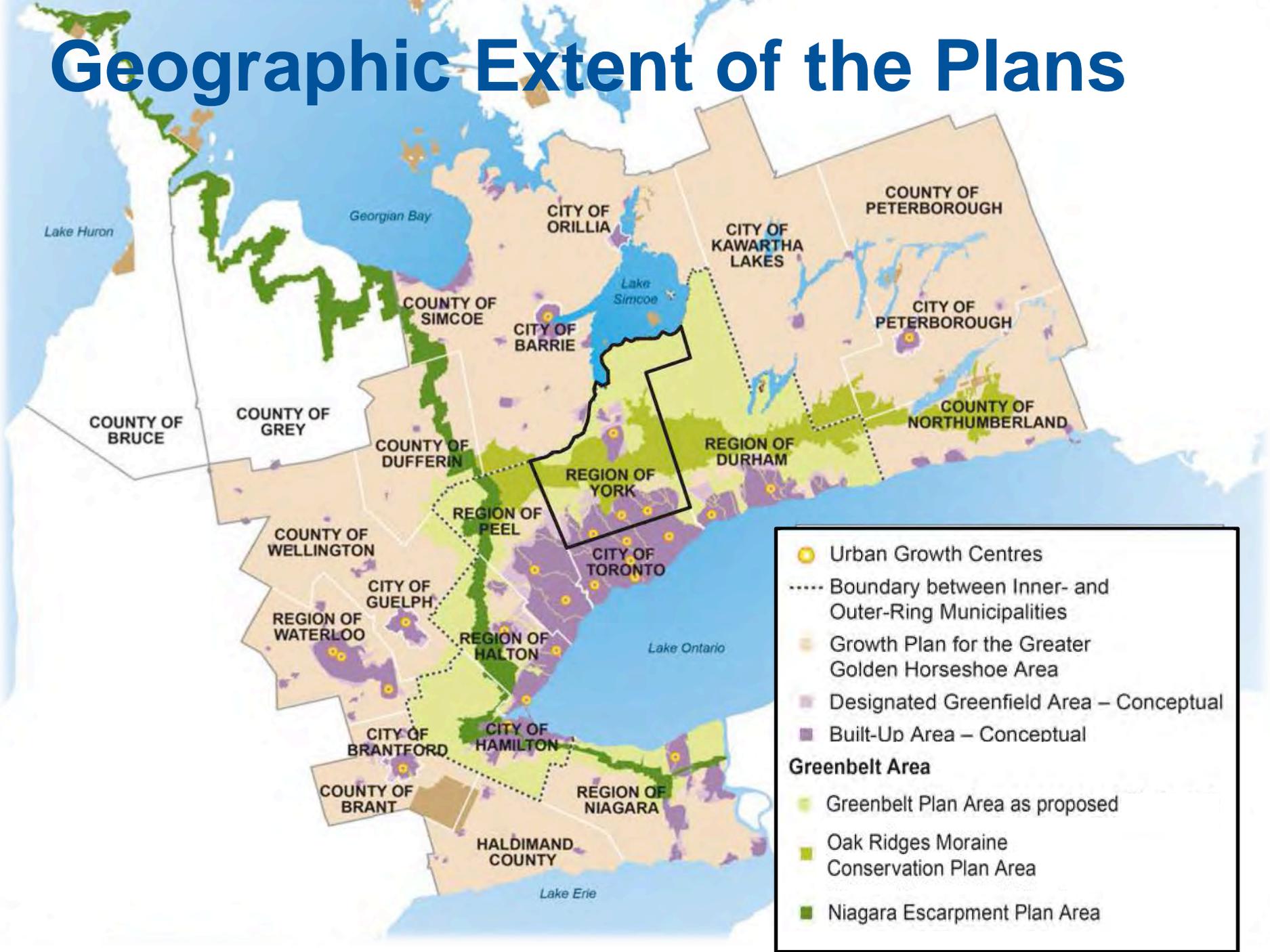


# Provincial Review Process



In addition to being engaged in the Provincial process, York Region conducted **proactive consultation** well in advance

# Geographic Extent of the Plans



- Urban Growth Centres
- Boundary between Inner- and Outer-Ring Municipalities
- Growth Plan for the Greater Golden Horseshoe Area
- Designated Greenfield Area – Conceptual
- Built-Up Area – Conceptual

**Greenbelt Area**

- Greenbelt Plan Area as proposed
- Oak Ridges Moraine Conservation Plan Area
- Niagara Escarpment Plan Area

# Geographic Impact of the Plans in York Region

**69%** Greenbelt and Oak Ridges Moraine

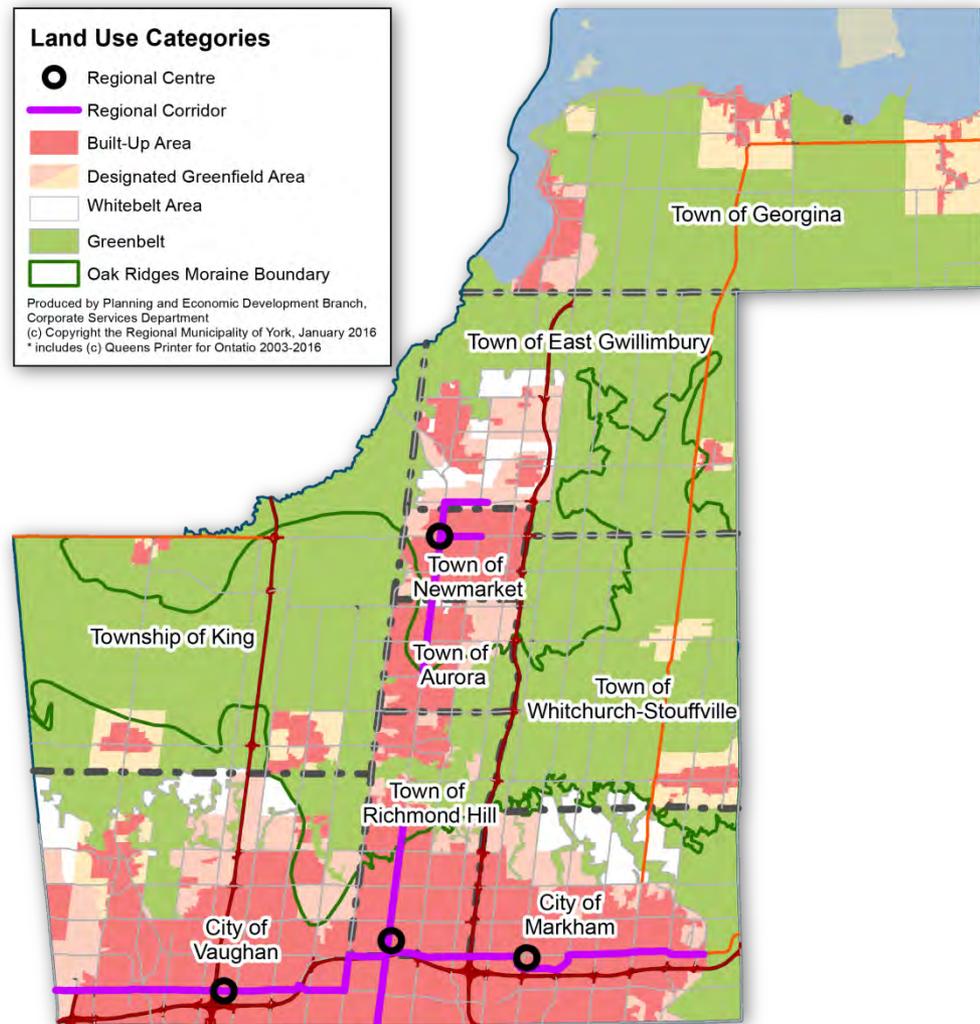
11% Urban, Towns, Villages & Hamlets

58% Agricultural and Rural Land

**31%** Outside

27% Urban, Towns, Villages & Hamlets

4% 'Whitebelt' (Agricultural and Rural)



# York Region Urban Structure Components

## Centres and Corridors

- Highest level of intensification & density
- Significant transit investment

## Urban

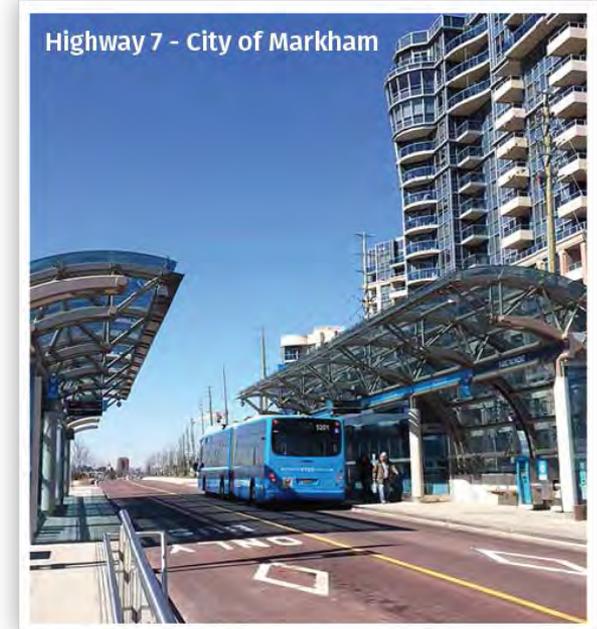
- Sustainable, transit-supportive complete communities

## Towns & Villages

- Linked with natural heritage system

## New Community Areas

- Compact complete communities
- High standard of development



The **objectives** of the Provincial Plans have been **embodied** within the Region's **urban structure since 1994**

# York Region: Progressive Leader in Growth Management

## Proven track record through...

- Centres and Corridors
- Transit Investment
- Coordinated Planning
- Land Budget Methodology
- LEAR (land evaluation & area review)
- Archaeological Management Plan
- Cemetery Needs Analysis
- Greenlands Systems mapping
- Watershed Plans

Province proposes to mandate standard methodology for processes that are already well established in York Region

# Strengthening Complete Communities



Proposed amendments include positive advancements in the areas of climate change, agricultural viability and integrated planning

# Regional Consultation



Consultation confirms alignment between stakeholders that proposed **Growth Plan targets go too far**

# Status of 38 Council 2015 Recommendations

**18**  
**addressed**

**17**  
**reiterated**

**3**  
**no longer  
relevant**

**Current report includes 39 draft recommendations,  
17 reiterated from 2015 and 22 new recommendations**

# Report and Recommendation Themes

**Growth**

**Employment**

**Infrastructure**

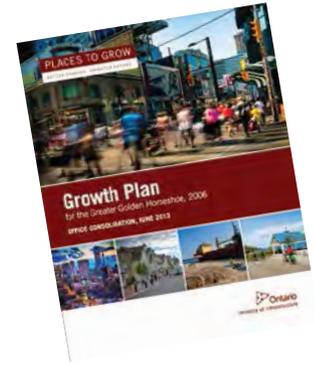
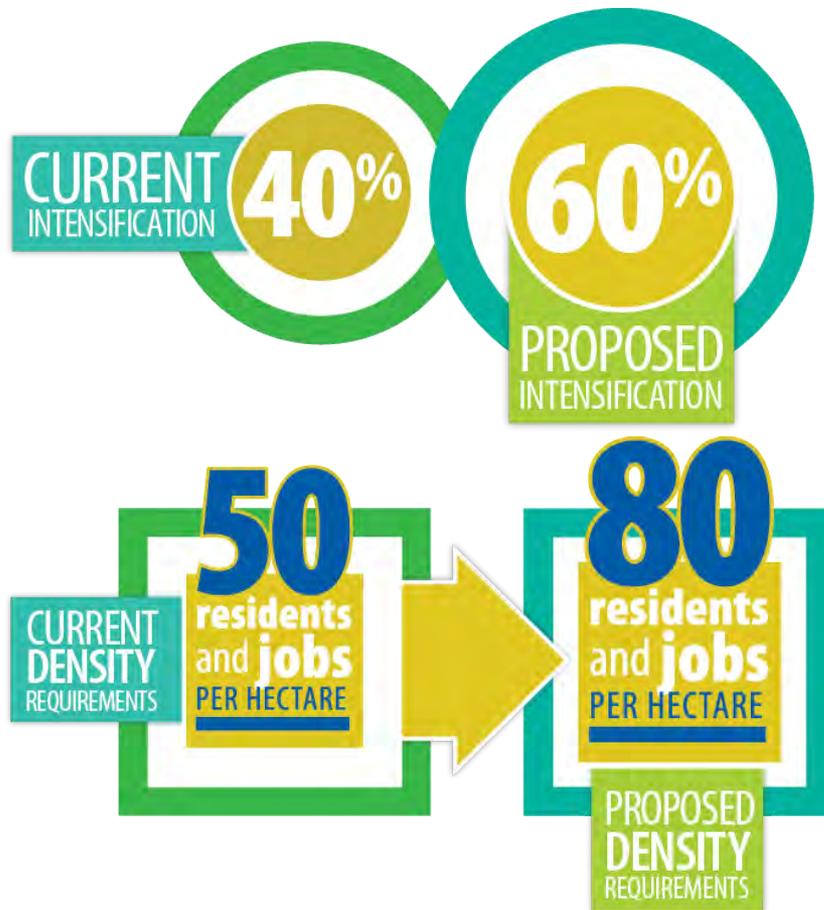
**Climate Change**

**Agriculture**

**Natural Heritage** and **Water**

**Plan Implementation**

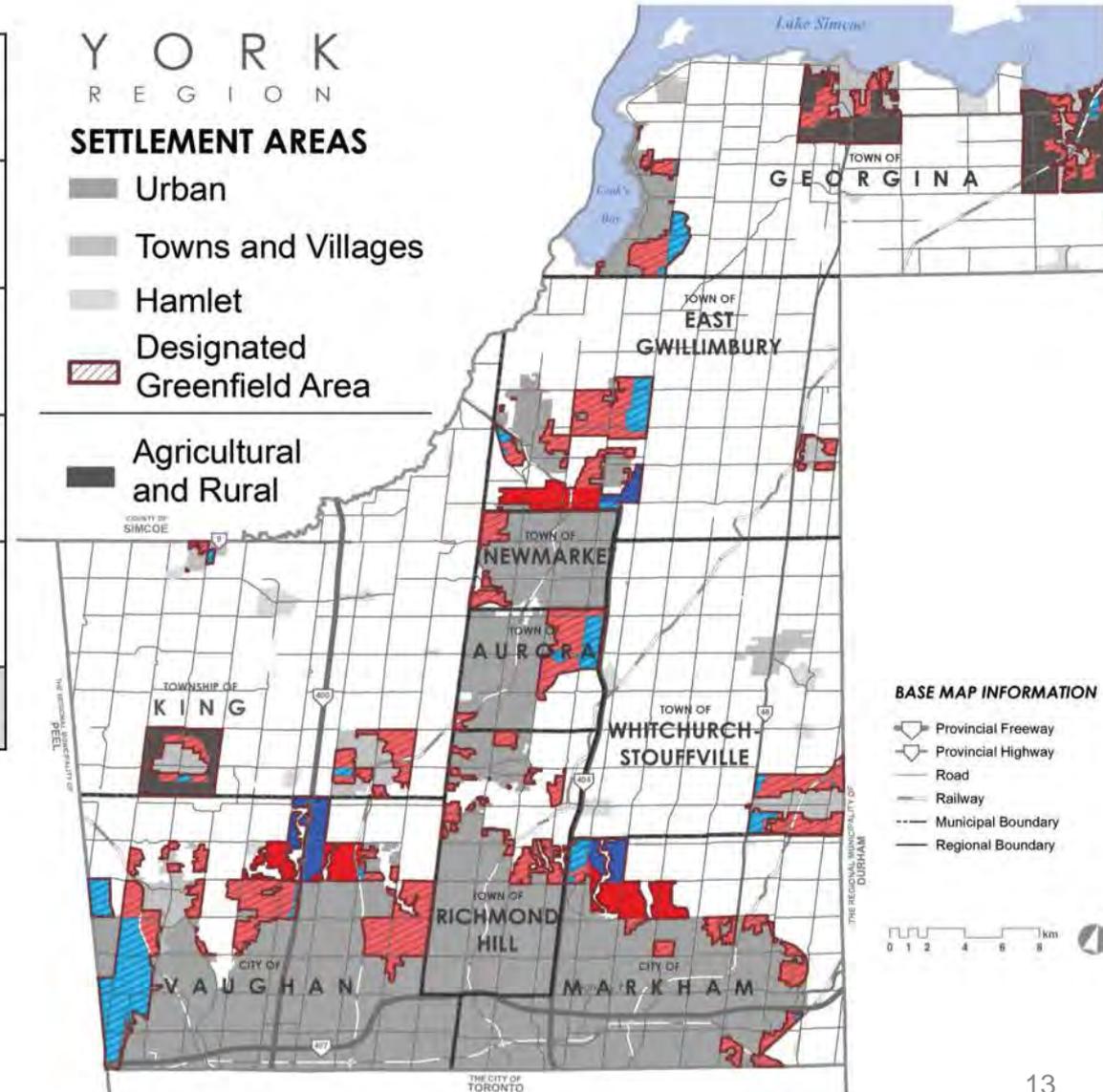
# Proposed Growth Targets go too far



Proposed targets together are unworkable in York Region

# Calculated Impacts of Meeting Density Targets DGA Wide

Area	Size (ha)	People and Jobs	Density
Pre Growth Plan Community	7,280	414,960	57
Pre Growth Plan Employment	excluded from calculation		
2031 New Employment Areas	excluded from calculation		
2031 New Community Areas	1,650	299,440	180
<b>Entire DGA</b>	<b>8,930</b>	<b>714,400</b>	<b>80</b>



# Consequences to the Urban Structure



Proposed density target will necessitate New Community Areas to build out at densities comparable to Urban Growth Centre targets

# Cornell, Markham

~85 Residents & Jobs per hectare



At approximately 80 residents and jobs per hectare, communities like Cornell are appropriate for the urban fringes of York Region

# Boston Massachusetts

~ 180 Residents & Jobs per Hectare



Communities of 180 residents and jobs per hectare, on the urban fringes of York Region, are contrary to the planned urban structure

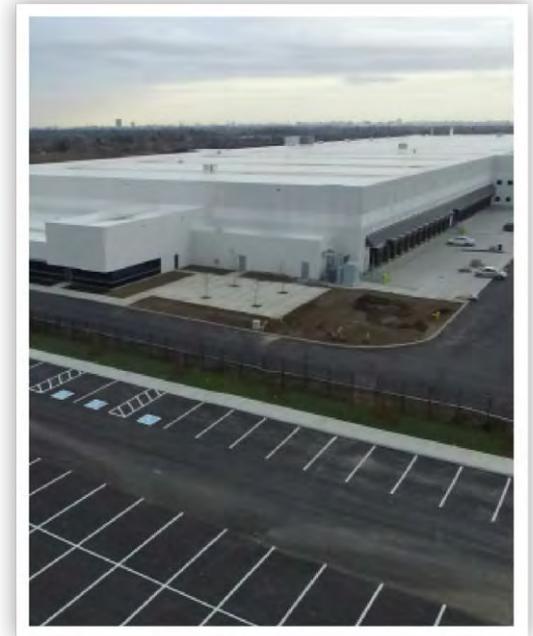
# One Size *Does Not* Fit All

- A new approach to Designated Greenfield Area densities is required
- Municipalities should determine Major Transit Station Area locations and densities
- Current conformity planning within New Community Areas should be transitioned
- Transportation Infrastructure needs to be advanced before increases in density are mandated

Staff supports the use of targets but proposed amendments shift the focus away from good planning to **Planning-by-Numbers**

# Planning for Employment

- Opportunity to define, identify and delineate prime employment areas
- Major office should be included within prime employment areas
- Major retail not be permitted in employment areas



Staff supports **strengthened employment policies** but municipalities should have the option to define permitted uses

# Integrating Infrastructure

- Re-instate planned Yonge Street subway connection
- Commitment to operational funding
- Clarification on status of planned transportation corridors
- Technological advancements encouraged



Municipalities **cannot meet the needs of growing populations** without sustainable infrastructure **funding**

# Addressing Climate Change

- Relationship to other Provincially led plans
- Identifying the municipal role
- Achieving the greenhouse gas emission targets
- Moving towards building net-zero communities
- Guidance document required



Municipalities **support Climate Change** initiatives but **require guidance** on how to implement the Growth Plan policies

# Supporting Agriculture

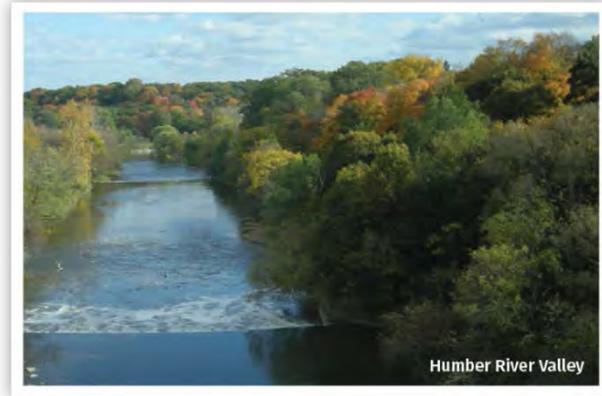
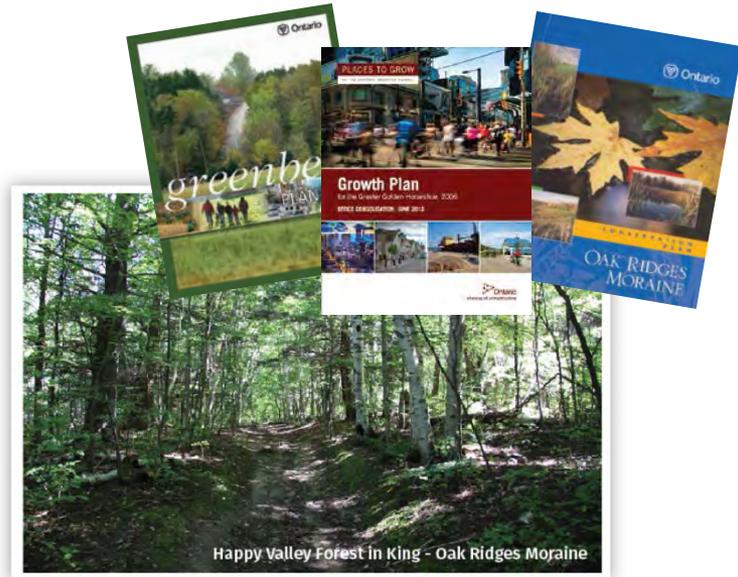
- Collaboration between Province, municipalities and stakeholders on mapping the agricultural system
- Greenbelt Plan should recognize limited existing non-agricultural uses
- Cemetery facilities should be considered in agricultural areas



**Provincial guidance and collaboration** with municipalities and key stakeholders is required to effectively map the **agricultural system**

# Protecting Natural Heritage & Water

- Integration of natural heritage and watershed planning
- Urban river valley designation should include private lands
- Additional stormwater management uses should be permitted in vegetation protection zone



Province should **develop a process** for **boundary refinements** and **additional land use permissions** for **individual landowners**

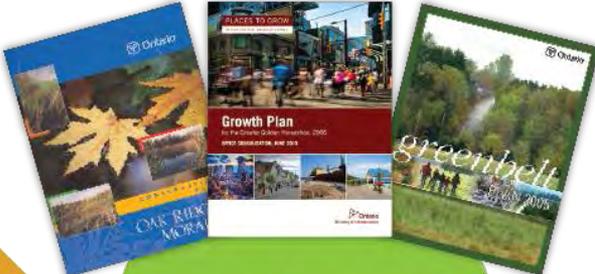
# Improving Plan Implementation



The Province needs to work with municipalities, building industry and stakeholders to ensure the **Plans can be successfully implemented**

# Next Steps

**Final recommendations and staff report** forwarded to the Province



**Updated Provincial Plans**

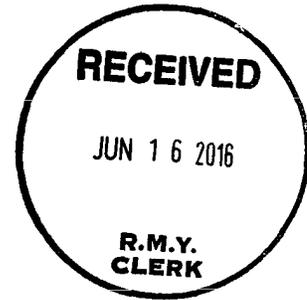


# Recommendations

Staff report back to Council in October with final proposed recommendations in response to the draft amendments to the:

- Proposed Growth Plan for the Greater Golden Horseshoe
- Proposed Greenbelt Plan
- Proposed Oak Ridges Moraine Conservation Plan

The Regional Clerk forward this report and attachments to local municipalities



June 13, 2016

Mr. Denis Kelly, Regional Clerk  
The Regional Municipality of York  
17250 Yonge Street  
Newmarket, ON L3Y 6Z1

Dear Mr. Kelly:

**RE: REQUESTED AMENDMENT TO THE PLANNING ACT TO ADDRESS ISSUES WITH OFFICIAL PLAN AMENDMENTS THAT FOLLOW THE COMPLETION OF A COMPREHENSIVE OFFICIAL PLAN REVIEW**

I write to advise you that Vaughan Council at its meeting held on June 7, 2016, adopted the following resolution:

**Whereas**, the Ontario Planning Act allows landowners to apply for official plan amendments at any time subject to the requirement for a complete application; and

**Whereas**, municipalities are required to process any such official plan amendment applications; and

**Whereas**, if a municipality fails to process such application or refuses the application, the applicant has the right to appeal to the Ontario Municipal Board; and

**Whereas**, the number of such applications has become more frequent in recent years; and

**Whereas**, Council and community members are becoming more and more frustrated in dealing with such amendment requests; and

**Whereas**, the Vaughan Official Plan 2010, which emerged from the City's previous Municipal Comprehensive Review, resulted in appeals that are complex, difficult, time-consuming and costly to resolve; and

**Whereas**, municipalities are required to review their Official Plans every five (5) years as per the Planning Act, and will have to take into account the requirements of the Places to Grow Act and other Acts and Plans; and

**Whereas**, Bill 73, an Act to amend the Development Charges Act, 1997, and the Planning Act, provides that during the two year period following the adoption of a new official plan, applications for amendments to the official plan will only be permitted with the approval of the municipal council; and

**Whereas**, there is a desire to ensure that there is a stable planning framework between official plan reviews that members of the public can rely on to define their communities and shape their investment decisions, without the need to consider piecemeal amendments to the plan.

.../2



Page 2

Mr. Denis Kelly, Regional Clerk  
The Regional Municipality of York  
June 13, 2016

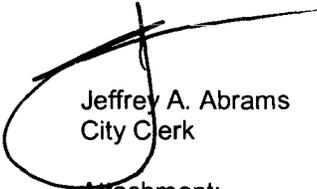
**NOW THEREFORE BE IT RESOLVED:**

1. That the Planning Act and other Acts as necessary be amended, to provide that once an official plan, or amendments resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority, municipalities be given the right to decline consideration of any applications to amend the approved Plan;
2. That such applications be held in abeyance until the next Municipal Comprehensive Review, and that the applicants no longer have the right to appeal the municipality's refusal to consider such Official Plan amendment applications to the Ontario Municipal Board until their consideration at the next Municipal Comprehensive Review;
3. That once an official plan, or amendments thereto resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority and the appeal period has closed following the issuance of the Notice of Decision, the disposition of the appeals be expedited by the Ontario Municipal Board such that they be resolved, generally, within one year of the first pre-hearing conference;
4. That in cases where a municipally initiated study such as a secondary plan or transportation study is underway that municipalities be provided the discretion under the *Planning Act* to determine whether or not a complete development application in the same area should proceed to consideration at a Statutory Public Hearing or to a Committee of Council; and
5. That this resolution be circulated to:
  - The Minister of Municipal Affairs and Housing;
  - The Regional Municipality of York;
  - GTA Municipalities;
  - The Honourable MP Deb Schulte;
  - The Honourable MP Francesco Sorbara; and
  - The Honourable MPP Steven Del Duca, Minister of Transportation

Attached for your information is **Item 25, Report No. 24**, of the Committee of the Whole regarding this matter.

*To assist us in responding to inquiries, please quote the item and report number.*

Sincerely,

  
Jeffrey A. Abrams  
City Clerk

Attachment:  
Extract  
JAA/as

City of Vaughan, Office of the City Clerk, 2141 Major Mackenzie Drive, Vaughan, Ontario L6A 1T1  
Tel: 905.832-8504 website [www.vaughan.ca](http://www.vaughan.ca) email [Jeffrey.Abrams@vaughan.ca](mailto:Jeffrey.Abrams@vaughan.ca)

**EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 7, 2016**

Item 25, Report No. 24, of the Committee of the Whole, which was adopted, as amended, by the Council of the City of Vaughan on June 7, 2016, as follows:

*By receiving Confidential Communication C4, from the Deputy City Manager, Legal & Human Resources, dated June 7, 2016.*

---

**25      REQUESTED AMENDMENT TO THE PLANNING ACT TO ADDRESS ISSUES WITH  
OFFICIAL PLAN AMENDMENTS THAT FOLLOW THE COMPLETION OF A  
COMPREHENSIVE OFFICIAL PLAN REVIEW**

The Committee of the Whole recommends that the following resolution submitted by Regional Councillor Rosati, dated May 31, 2016, be approved subject to adding the following clause 4:

4.      That in cases where a municipally initiated study such as a secondary plan or transportation study is underway that municipalities be provided the discretion under the *Planning Act* to determine whether or not a complete development application in the same area should proceed to consideration at a Statutory Public Hearing or to a Committee of Council, so that the amended resolution reads as follows:

*Whereas*, the Ontario Planning Act allows landowners to apply for official plan amendments at any time subject to the requirement for a complete application; and

*Whereas*, municipalities are required to process any such official plan amendment applications; and

*Whereas*, if a municipality fails to process such application or refuses the application, the applicant has the right to appeal to the Ontario Municipal Board; and

*Whereas*, the number of such applications has become more frequent in recent years; and

*Whereas*, Council and community members are becoming more and more frustrated in dealing with such amendment requests; and

*Whereas*, the Vaughan Official Plan 2010, which emerged from the City's previous Municipal Comprehensive Review, resulted in appeals that are complex, difficult, time-consuming and costly to resolve; and

*Whereas*, municipalities are required to review their Official Plans every five (5) years as per the Planning Act, and will have to take into account the requirements of the Places to Grow Act and other Acts and Plans; and

*Whereas*, Bill 73, an Act to amend the Development Charges Act, 1997, and the Planning Act, provides that during the two year period following the adoption of a new official plan, applications for amendments to the official plan will only be permitted with the approval of the municipal council; and

*Whereas*, there is a desire to ensure that there is a stable planning framework between official plan reviews that members of the public can rely on to define their communities and shape their investment decisions, without the need to consider piecemeal amendments to the plan.

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 7, 2016

Item 25, CW Report No. 24 – Page 2

**NOW THEREFORE BE IT RESOLVED:**

1. That the Planning Act and other Acts as necessary be amended, to provide that once an official plan, or amendments resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority, municipalities be given the right to decline consideration of any applications to amend the approved Plan;
2. That such applications be held in abeyance until the next Municipal Comprehensive Review, and that the applicants no longer have the right to appeal the municipality's refusal to consider such Official Plan amendment applications to the Ontario Municipal Board until their consideration at the next Municipal Comprehensive Review;
3. That once an official plan, or amendments thereto resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority and the appeal period has closed following the issuance of the Notice of Decision, the disposition of the appeals be expedited by the Ontario Municipal Board such that they be resolved, generally, within one year of the first pre-hearing conference;
4. That in cases where a municipally initiated study such as a secondary plan or transportation study is underway that municipalities be provided the discretion under the *Planning Act* to determine whether or not a complete development application in the same area should proceed to consideration at a Statutory Public Hearing or to a Committee of Council; and
5. That this resolution be circulated to:
  - The Minister of Municipal Affairs and Housing;
  - The Regional Municipality of York;
  - GTA Municipalities;
  - The Honourable MP Deb Schulte;
  - The Honourable MP Francesco Sorbara; and
  - The Honourable MPP Steven Del Duca, Minister of Transportation.

**Member's Resolution**

Submitted by Regional Councillor Gino Rosati.

**Whereas**, the Ontario Planning Act allows landowners to apply for official plan amendments at any time subject to the requirement for a complete application; and

**Whereas**, municipalities are required to process any such official plan amendment applications; and

**Whereas**, if a municipality fails to process such application or refuses the application, the applicant has the right to appeal to the Ontario Municipal Board; and

**Whereas**, the number of such applications has become more frequent in recent years; and

**Whereas**, Council and community members are becoming more and more frustrated in dealing with such amendment requests; and

CITY OF VAUGHAN

EXTRACT FROM COUNCIL MEETING MINUTES OF JUNE 7, 2016

Item 25, CW Report No. 24 – Page 3

**Whereas**, the Vaughan Official Plan 2010, which emerged from the City's previous Municipal Comprehensive Review, resulted in appeals that are complex, difficult, time-consuming and costly to resolve; and

**Whereas**, municipalities are required to review their Official Plans every five (5) years as per the Planning Act, and will have to take into account the requirements of the Places to Grow Act and other Acts and Plans; and

**Whereas**, Bill 73, an Act to amend the Development Charges Act, 1997, and the Planning Act, provides that during the two year period following the adoption of a new official plan, applications for amendments to the official plan will only be permitted with the approval of the municipal council; and

**Whereas**, there is a desire to ensure that there is a stable planning framework between official plan reviews that members of the public can rely on to define their communities and shape their investment decisions, without the need to consider piecemeal amendments to the plan.

**NOW THEREFORE BE IT RESOLVED:**

1. That the Planning Act and other Acts as necessary be amended, to provide that once an official plan, or amendments resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority, municipalities be given the right to decline consideration of any applications to amend the approved Plan;
2. That such applications be held in abeyance until the next Municipal Comprehensive Review, and that the applicants no longer have the right to appeal the municipality's refusal to consider such Official Plan amendment applications to the Ontario Municipal Board until their consideration at the next Municipal Comprehensive Review;
3. That once an official plan, or amendments thereto resulting from a Municipal Comprehensive Review, is approved by the pertinent approval authority and the appeal period has closed following the issuance of the Notice of Decision, the disposition of the appeals be expedited by the Ontario Municipal Board such that they be resolved, generally, within one year of the first pre-hearing conference; and
4. That this resolution be circulated to:
  - The Minister of Municipal Affairs and Housing;
  - The Regional Municipality of York;
  - GTA Municipalities;
  - The Honourable MP Deb Schulte;
  - The Honourable MP Francesco Sorbara; and
  - The Honourable MPP Steven Del Duca, Minister of Transportation.

**Ministry of  
Municipal Affairs**

Office of the Minister

777 Bay Street, 17<sup>th</sup> Floor  
Toronto ON M5G 2E5  
Tel. 416-585-7000  
Fax 416-585-6470

**Ministère des  
Affaires municipales**

Bureau du ministre

777, rue Bay, 17<sup>e</sup> étage  
Toronto ON M5G 2E5  
Tél. 416-585-7000  
Télééc. 416-585-6470



**Ministry of Natural  
Resources and Forestry**

Office of the Minister

Room 6630, Whitney Block  
99 Wellesley Street West  
Toronto ON M7A 1W3  
Tel: 416-314-2301  
Fax: 416-314-2216

**Ministère des Richesses  
naturelles et des Forêts**

Bureau du ministre

Édifice Whitney, bureau 6630  
99, rue Wellesley Ouest  
Toronto (Ontario) M7A 1W3  
Tél.: 416-314-2301  
Télééc.: 416-314-2216

16-070563

August 10, 2016

Mr. Denis Kelly  
Regional Clerk  
Regional Municipality of York  
4-17250 Yonge St  
Newmarket ON L3Y 6Z1

Dear Mr. Kelly:

On May 10, 2016, Ontario released proposed changes to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan.

Due to high interest in the review and in response to requests made by several municipalities and stakeholder organizations, we are extending the deadline for comments on the four proposed revised plans to be submitted.

**The deadline to provide input on the four proposed revised plans has been extended to October 31, 2016.**

We invite you to provide input on the proposed changes. They were informed by the feedback we received from Indigenous communities, the public, municipalities, stakeholders and the Advisory Panel appointed to provide recommendations on how to make the plans better.

Please visit the Co-ordinated Land Use Planning Review website at [www.ontario.ca/landuseplanningreview](http://www.ontario.ca/landuseplanningreview) to find "Shaping Land Use in the Greater Golden Horseshoe," a guide to proposed changes to the land use plans, and the four proposed revised plans. Comments and feedback can also be submitted through our website.

The province remains committed to making revisions to the land use plans.

We would like to sincerely thank all those who participated in the review so far. We look forward to receiving further input on how to further improve the plans and continue to strengthen and support communities across the Greater Golden Horseshoe and Greenbelt.

Sincerely,



Bill Mauro,  
Minister of Municipal Affairs

Best,



Kathryn McGarry,  
Minister of Natural Resources and Forestry

September 15<sup>th</sup>, 2016

Regional Municipality of York  
17250 Yonge Street  
Newmarket, Ontario L3Y 6Z1  
VIA Email: regionalclerk@york.ca

Attention: Denis Kelly, AMCT, Regional Clerk  
For Distribution to Committee of the Whole for September 15<sup>th</sup>, 2016

To Chairman Wayne Emmerson & Members of Regional Council:

**RE: ITEM E.2.1 – Status Update – Regional Staff Review and Comments on Draft Provincial Plan Amendments**

Malone Given Parsons Ltd. (MGP) acts as land use planning consultant to a number of Landowner Groups throughout York Region. This letter is being written on behalf of these Landowners Groups (our clients) for three reasons:

- To indicate our general support for the Regional Staff Review and Comments on Draft Provincial Plan Amendments Report;
- To request COW's support for a recommendation that the Province clearly define a process, criteria and schedule for requests to refine the Greenbelt Plan boundaries in New Community Areas; and
- To request COW's support for a recommendation that would permit greater flexibility to locate recreational uses in the Greenbelt.

**General Support for Staff Report**

I commend staff for a strong and clearly expressed analysis of issues created by the Province's proposed amendments to the Provincial Plans. The directions proposed by staff on major issues align closely with MGP's views, as well as those of surrounding area municipalities and the rest of the Greater Toronto Area Councils that have reported to date.

**Greenfield Density**

With respect to the proposed density and intensification targets in May 2015, Council directed staff to report back on the appropriateness of using 50 people and jobs per hectare (p+j/ha) for Greenfield densities. The Draft Growth Plan now proposes a Designated Greenfield Area density target of 80 people and jobs per hectare (p+j/ha), which far exceeds the density targets endorsed by Council.

As shown in the Figure below, the Ministry of Transportation clearly identify in their Transit-Supportive Guidelines (2012) that a density target of 80 p+j/ha is based on, and intended for, areas with frequent transit service. As clearly stated in the MTO's report, a density target of 80p+j/ha should be adopted **as a guideline** and used only in areas with frequent transit service. The 80p+j/ha should not be applied as a

rule, and would be inappropriate to apply across all Designated Greenfield Areas as a “one size fits all” standard. I therefore, respectfully request that York Region expand their commentary regarding the Designated Greenfield Area density targets (Page #8 of the Sept. 15th Report) to incorporate and adopt a position that recognizes the density target of 80p+j/ha does not fit all and that density targets should instead be determined by various contributing factors, as identified by MTO in their table below.

Figure 1. MTO Suggested Density Thresholds by Transit Service

Transit service type	Suggested minimum density
<b>Basic Transit Service</b> (One bus every 20-30 minutes)	22 units per ha / 50 residents & jobs combined
<b>Frequent Transit Service</b> (One Bus every 10-15 minutes)	37 units per ha / 80 residents & jobs combined
<b>Very Frequent Bus Service</b> (One bus every 5 minutes with potential for LRT or BRT)	45 units per ha / 100 residents & jobs combined
<b>Dedicated Rapid Transit</b> (LRT/BRT)	72 units per ha / 160 residents & jobs combined
<b>Subway</b>	90 units per ha / 200 residents & jobs combined

The table above illustrates suggested *minimum density thresholds* for areas within a 5-10 minute walk of transit capable of supporting different types and levels of transit service. **The thresholds presented are a guide and not to be applied as standards. Other factors such as the design of streets and open spaces, building characteristics, levels of feeder service, travel time, range of densities across the network and mix of uses can also have a significant impact on transit ridership.** *Mobility hubs* and major transit station areas may require higher minimum densities.

Source: Ministry of Transportation – Transit-Supportive Guidelines, 2012.

**Intensification**

Furthermore, in May 2015 Council directed staff to maintain the 40% intensification target as a minimum. The Draft Growth Plan now proposes an intensification target of 60%, which far exceeds the intensification targets endorsed by Council. In my perspective, these targets are not to be accepted before the implications on parks, schools and upgrades required to roads and servicing networks are known and transit delivery is committed.

I would like to remind Council that in order to achieve an overall intensification rate of 60%, municipalities such as the City of Markham would need to adopt a much higher rate of intensification, that would be both difficult to achieve and premature to ask for. Therefore, I’m requesting the Region continue to support the existing intensification target of 40%.

**Greenbelt Plan Boundaries**

MGP has made a number of submissions to local municipal Councils requesting that they recommend to the Province the following:

- Clarification on what open and transparent process is being established to review Greenbelt boundaries;
- Clarification on the criteria for boundary refinements;

- Definition of a clear timeframe as to when this process will be established and open for submissions; and, further;
- Permit the precise limit of the Greenbelt boundary in the New Community Areas to be established through the Secondary Plans that will be completed for these areas.

I have attached an excerpt from minutes of the Town of Richmond Hill's Committee of the Whole Meeting of September 6th which describes its intended action on the matter (Attachment #1). I will be following up with other municipalities to urge the same recommendation. Today I am respectfully requesting that York Region adopt a recommendation as expressed above on this matter.

### **Permission for Recreational Uses in the Greenbelt**

As matters stand today, the Greenbelt Plan is interpreted to preclude municipal recreational uses (e.g., active parkland, playing fields and golf courses). This restriction is illogical and forces an inefficient use of a constrained land supply.

We support your recommendation from May 2015 (identified as recommendation #2 to be carried forward to the Province in Attachment 2 of the September 15th, 2016 York Region Status Update Report –Attachment #2), suggesting a process to consider compatible additions to land use permissions within the Greenbelt Plan and ORMCP. The same recommendation was made by the City of Markham DSC on September 6th and the City of Vaughan COW on September 7th.

I respectfully request that York Region adopt a recommendation to the Province that it permit a wider range of recreational uses in Greenbelt lands in or proximal to current and new community areas.

If you would like to discuss any aspect of this letter or if you have any further questions regarding my submission please feel free to contact me at 905.513.0170 ext. 109.

Yours very truly,

**MALONE GIVEN PARSONS LTD.**



Don Given, MCIP, RPP  
President  
dgiven@mgp.ca

attachments

cc: Bruce Macgregor, Chief Administrative Officer, The Regional Municipality of York  
Valerie Shuttleworth, Chief Planner, Planning & Economic Development, The Regional Municipality of York  
Lina Bigioni, Chief of Staff, Office of the Chairman and CEO, The Regional Municipality of York

11. Comments on the Proposed Amendments to the Growth Plan, Greenbelt Plan, and Oak Ridges Moraine Conservation Plan – (SRPRS.16.143)

Moved by: Mayor Barrow

- Rec. 15**
- a) **That a copy of SRPRS.16.143, a copy of the Council resolution and all comments of Council be forwarded by the Town Clerk to the Minister of Municipal Affairs and the Province of Ontario EBR Postings #012-7194, #12-7195, and #012-7197 for consideration in the proposed amendments to the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, and Oak Ridges Moraine Conservation Plan.**
  - b) **That the above documents also be provided to York Region for its consideration when preparing comments to the Province on behalf of all of the Region's municipalities;**
  - c) **That the Ministry of Municipal Affairs be requested to provide the following:**
    - 1. Clarification on what open and transparent process will be established to review Greenbelt boundaries;**
    - 2. Clarification on the criteria for any boundary adjustments;**
    - 3. Outline a clear timeframe.**

Carried Unanimously

14. Respect in the Workplace Policy and Procedures Update – (SRCAO.16.026)

Moved by: Regional and Local Councillor Hogg

That consideration of staff report SRCAO.16.026 regarding Respect in the Workplace Policy and Procedures Update be referred to the September 12, 2016 Council meeting.

Carried Unanimously

**Recommendations Carried Forward and Adapted from May 2015**

The Province:

1. Develop a process to review boundaries associated with the Greenbelt Plan and ORMCP in response to individual landowner requests (Adapted from 2015 Recommendation No. 25).
2. Develop a process to consider compatible additions to land use permissions within the Greenbelt Plan and ORMCP in response to individual landowner requests (2015 Recommendation No. 37).
3. Develop a process to allow municipalities to access strategically located employment lands, currently protected by the Greenbelt Plan or ORMCP, if deemed necessary through a municipal comprehensive review (Adapted from 2015 Recommendation No. 9).
4. Consider amending the Greenbelt Plan to permit compatible community uses (2015 Recommendation No. 14).
5. Revise the Plans to consider the extension of lake-based municipal servicing as a viable option to service existing communities within the Greenbelt and Oak Ridges Moraine Plan areas (Adapted from 2015 Recommendation No. 20).
6. Consider growing the Greenbelt northwards into south Simcoe County in order to prevent continuing 'leap-frog' development in communities which may not have the appropriate infrastructure to manage such growth in a sustainable manner which is consistent with delivering complete communities as is the intent of the Plans (2015 Recommendation No. 27).
7. Recognize the importance of significant woodlands and urban forest canopy cover as integral to delivering complete communities, and take a net gain approach to managing tree and forest cover in the Greenbelt Plan, ORMCP and Growth Plan areas (Adapted from 2015 Recommendation No. 3).
8. Amend Section 42 of the Oak Ridges Moraine Conservation Plan and Section 3.2.3 of the Greenbelt Plan as necessary to identify and resolve mapping and policy conflicts and terminology inconsistencies, to bring them into closer alignment with the *Clean Water Act* (Adapted from 2015 Recommendation No. 28).
9. Provide enforcement assistance and guidance to local municipalities to address the issue of inappropriate outdoor storage on rural and agricultural lands within the Plan areas (Adapted from 2015 Recommendation No. 35).
10. Consider removing the requirement in the ORMCP that cemeteries be "small scale" (Adapted from 2015 Recommendation No. 16).
11. Review and resolve the conflict between the Holland Marsh Specialty Crop Area in the Greenbelt Plan and the Provincially Significant Wetland (2015 Recommendation No. 5).