

DATE: April 10, 2018

REPORT TITLE: **IMPLICATIONS OF THE CURRENT PROVINCIAL PLANNING CONTEXT ON MAJOR PLANNING INITIATIVES IN PEEL**

FROM: Janette Smith, Commissioner of Public Works

## RECOMMENDATION

**That revisions to the Peel 2041 Official Plan Review (Peel 2041) planning process be undertaken in response to the evolving Provincial planning context as set out in the report of the Commissioner of Public Works titled, “Implications of the Current Provincial Planning Context on Major Planning Initiatives in Peel”.**

## REPORT HIGHLIGHTS

- This report outlines the impact of the evolving Provincial planning context on Peel’s land use planning work program including impact on the overall Peel 2041 Official Plan review (Peel 2041), population and employment allocations to 2041, employment conversions, proposed settlement boundary expansion to Mayfield West Phase 2 Stage 2, the Ninth Line Lands and planning for Northwest Brampton.
- As outlined in the companion report listed on the April 12, 2018 Regional Council agenda titled, “Current Provincial Land Use Planning Context”, the 2017 Growth Plan establishes increased planning responsibilities for the Region including an expanded policy framework for Municipal Comprehensive Reviews, which now must be initiated by the Region and approved by the Province.
- Draft Municipal Comprehensive Review guidance released by the Province would require substantial work to be completed and approved in a single Regional Official Plan Amendment including planning for Major Transit Station Area boundaries, full settlement expansion work to 2041, agricultural and natural heritage systems mapping, watershed planning, and integration of water, wastewater and stormwater master plans. This work requires significant study and planning, and does not accord with the Region’s plans to complete progressive policy area reviews in a staged fashion over time.
- Cancellation of the GTA West Highway will require re-evaluation of employment and transportation strategies, employment allocations, transportation infrastructure to service growth and municipal finances.
- The evolving Provincial planning context result in a revised work program for Peel 2041 whereby all the policy focus areas must be combined into a single Regional Official Plan Amendment. Final detailed revised study scope and timelines will be worked out in discussions with provincial staff and stakeholders but the work is not expected to be complete until at least 2020 and possibly 2021.

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- Consultant contracts will need to be extended as appropriate to assist in the completion of this work and planning and growth management capital budgets for technical studies may require adjustments in the future. Further consideration of resource implications will occur through the 2019 budget process.
- It has been requested that Peel consider advancing the Mayfield West Phase 2 Stage 2 settlement expansion independently of the Growth Management Regional Official Plan Amendment (ROPA). However, the 2017 Growth Plan requirements tie settlement expansion to broader aspects of planning for 2041, including completion of land needs in accordance with required Provincial methodology and completion of a full Municipal Comprehensive Review. This new policy context prevents settlement expansion using 2041 growth forecasts from proceeding independently.

## DISCUSSION

### 1. Background

The purpose of this report is to discuss how the changing provincial land use planning context impacts major planning initiatives currently underway. This includes impacts on the Peel Official Plan Review work program, including growth forecasts to 2041, settlement boundary expansions to 2041, employment land conversions, and the environment themed bundle work related to water resources, agricultural and natural heritage systems resource planning. Draft Ninth Line lands Regional Official Plan Amendment and the planning for Northwest Brampton and Mayfield West Phase 2 Stage 2 are also impacted.

Key provincial planning policy changes include the 2017 Growth Plan, draft Provincial guidance on land needs assessment and Municipal Comprehensive Reviews, Bill 139 *Building Better Communities and Conserving Watersheds Act* (Ontario Municipal Board Reform – which came into effect on April 3, 2018), and the cancellation of the Greater Toronto Area (GTA) West Corridor Environmental Assessment. Details of these changes are highlighted in the companion report listed on the April 12, 2018 Regional Council agenda titled, “Current Provincial Land Use Planning Context” on the same agenda. Furthermore, provincial housing policy changes have also been proposed which impact land use planning. A February 22, 2018, Regional Council report on draft inclusionary zoning regulations addressed specific matters related to the evolving housing policy context.

### 2. Peel 2041 Official Plan Review Work Program

The *Planning Act* requires that every five years, a municipality must undertake comprehensive review of its official plan and ensure conformity with Provincial policies and plans. If a municipality adopts a new official plan, then a review is not required for 10 years. The Peel 2041 process is the required five year conformity exercise. Peel 2041 had been planned to be completed through a series of policy reviews resulting in approximately seven amendments, each of which would require Provincial approval. The individual amendments that make up the Peel 2041 Official Plan Review were to be completed over a number of years through several amendments to ensure that important policy matters, such as ROPA 27 addressing healthy communities, were able to be introduced into the official plan as soon as the work was completed, instead of waiting for other policy work to also be completed.

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In December, 2013, Regional Council approved a work program as the basis for the Peel 2041 Official Plan Review. The work program included nine focus areas. Additions to the work program were endorsed by Council in 2015 to address changes made to the Provincial Policy Statement in 2014 (Figure 1).

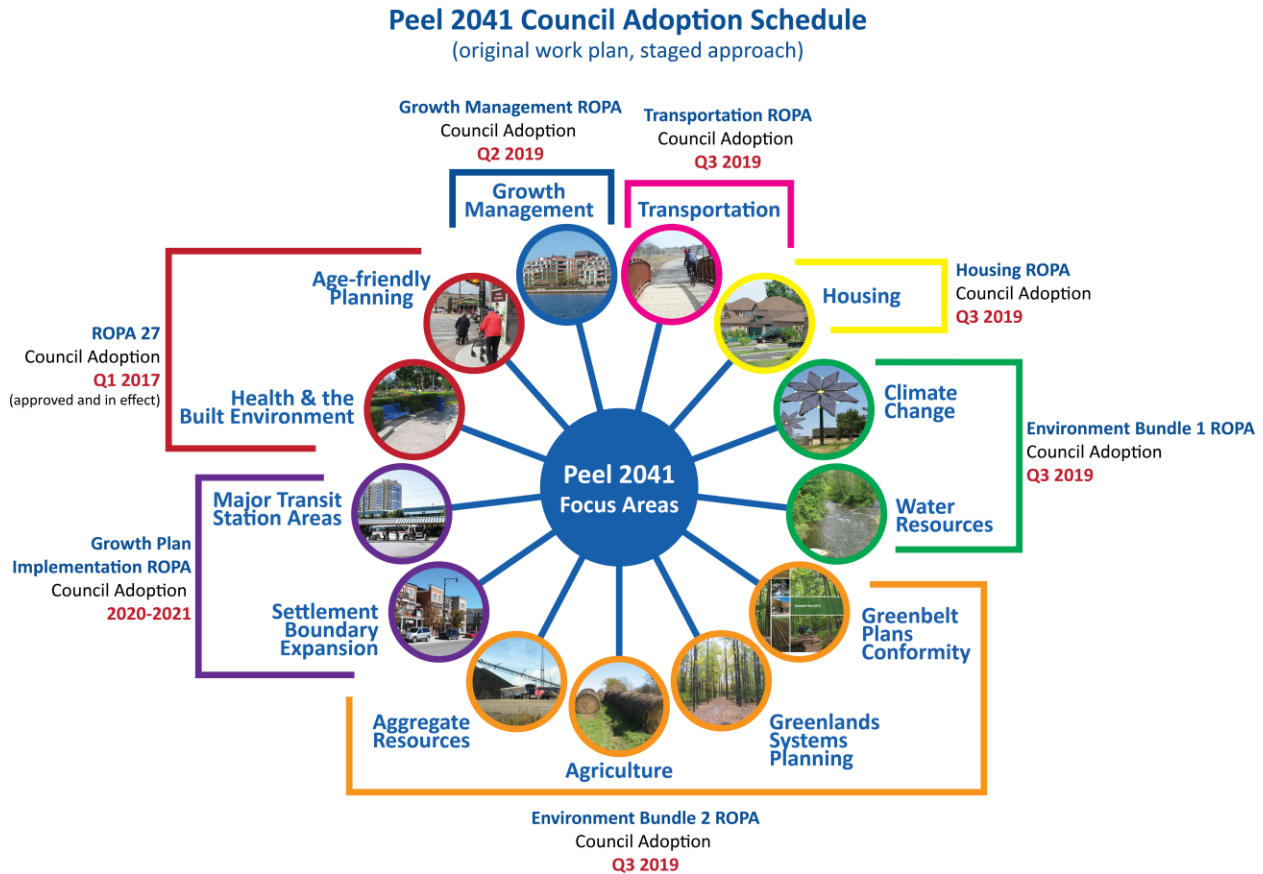


Figure 1. Peel 2041 Focus Areas

Significant work has been undertaken to advance the current focus areas. Appendix II provides a status update on each focus area.

As outlined in the companion report listed on the April 12, 2018 Regional Council agenda titled, “Current Provincial Land Use Planning Context”, the 2017 Growth Plan conveyed increased responsibilities on the Region regarding land use planning including an expanded policy framework for Municipal Comprehensive Reviews which now must be initiated by the Region and approved by the Province. Additionally, the draft Municipal Comprehensive Review and Land Needs Assessment guidance documents released on March 21, 2018, now requires upper-tier municipalities to require elements of the Peel 2041 work program such as Major Transit Station Area boundaries, full settlement expansion work to the 2041 planning horizon, agricultural and natural heritage systems mapping, watershed planning and integration of water, wastewater and stormwater master plans, to be incorporated in one amendment rather than several amendments implemented over several years as had been planned.

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### a. Growth Plan Forecasts to 2041

As previously reported to Council, Peel's integrated approach to managing growth has included draft allocations of population and employment forecasts to 2041 and minor adjustments will be required in response to the Draft Land Needs Assessment Methodology released by the Province. A Final Minister approved methodology is expected in the Spring 2018.

The Province also released draft guidance on application of intensification and density targets on March 21, 2018, with comments due by May 7, 2018. The draft document provides guidance on how to calculate intensification and density targets in accordance with the policies of the 2017 Growth Plan. The calculation of intensification and density targets is a key determinant for land needs assessments and will be used to inform the planned capacity of settlement areas and the need for settlement area expansions. Staff will have to evaluate and assess how the guidance materials on intensification and density targets would impact the work undertaken in the draft land budget that was brought forward to Regional Council on October 26, 2017. However, initial review suggests the province is seeking more detailed analysis and documentation of intensification opportunities in areas such as Major Transit Station Areas as part of the Assessment Methodology.

In addition, Regional staff will assess the impacts of the Province's decision to not proceed with the GTA West Highway including further studies and supportive policies that may be required. Staff plans to undertake the following work:

- Revisit the employment growth allocations in particular the employment by type (employment land, office, and population serving) and employment locations;
- Revisit the integrated Employment and Transportation Strategy that Council directed staff to prepare in support of the Growth Management ROPA and Growth Management Strategy Work Plan;
- Revisit implications on transportation infrastructure plans including any potential infrastructure needed in lieu of a highway including goods movement and an increased emphasis on transit and other modes in collaboration with York and Halton Regions;
- Consider the strong body of evidence and analysis that exists to demonstrate the need for major road based infrastructure to facilitate planned urban residential and employment growth in Northwest Brampton and commitments made by affected municipalities through the Halton-Peel Boundary Area Transportation Study Memorandum of Understanding;
- Revisit water and waste water infrastructure needs and timing that may result from the above;
- Evaluate the implications on financial aspects of growth including potential new and revised infrastructure costs and potential revenue changes as a result of revised non-residential growth allocations and increased risks of realising non-residential growth.

The Region's growth management work already completed provides a solid foundation to support this further work. The revised growth allocations considering the GTA West announcement would provide input into the integrated streams of work that make up the

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Growth Management Strategy including infrastructure master plans and a Development Charges Background Study at that time. However, as noted below, a Growth Management Official Plan Amendment and final growth allocations would be delayed further because of Provincial direction eliminating the option of staging Municipal Comprehensive review requirements.

### b. Major Transit Station Areas

Major Transit Station Area boundaries and applicable densities and associated policies must be incorporated into the Regional Official Plan. The current draft Growth Management and Transportation Amendments identify the general location of known Major Transit Station Areas and establish a framework for further detailed work. This further detailed work to establish boundaries and specific density objectives for each area had been proposed to be undertaken through Peel 2041 in a later Official Plan Amendment.

Work has begun with area municipalities to address the new requirements for Major Transit Station Area planning for the Region and the requirements for detailed implementation planning (i.e. land use and community design) to be undertaken by the local municipalities. The draft Provincial Municipal Comprehensive Review guidance requires completion of this process as part of a single amendment implementing a Municipal Comprehensive Review which eliminates the ability to phase the work.

### c. Settlement Boundary Expansions to 2041

In accordance with the 2017 Growth Plan, the Region must now initiate all Municipal Comprehensive Reviews, including settlement expansion, whereas settlement expansion amendments in the past have been initiated by area municipalities. Regional staff will be working with Town of Caledon staff on conducting the required technical work and extensive public consultation. This exercise will take into consideration the results of the 2041 land needs assessment work based on the Provincial Land Needs Assessment Methodology. Addressing the full settlement boundary requirements to 2041 (currently estimated at approximately 565 hectares of community planning lands and 650 hectares of employment area) will require significant technical work, resources and consultation.

#### Mayfield West Phase 2 Stage 2

The draft Growth Management Amendment had included a proposed settlement expansion known as Mayfield West Phase 2 Stage 2. It was included in the draft Growth Management Amendment since much of the specific technical work to support the expansion has been completed and the settlement expansion represents a logical expansion to complete the community. The delay in proceeding with the Growth Management Amendment, due primarily to new Provincial policy guidance requiring all aspects of Municipal Comprehensive Reviews to be implemented in one amendment, also affects the timing of proceeding with decision making for the Mayfield West Phase 2 Stage 2 settlement expansion.

It has been requested that Peel consider advancing the Mayfield West Phase 2 Stage 2 settlement expansion independently of the Growth Management ROPA. However, the

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2017 Growth Plan and the draft Municipal Comprehensive Review guidance documents tie settlement expansion to broader aspects of planning for 2041, including the required Provincial 2041 land needs assessment methodology and other Municipal Comprehensive Review requirements. This new policy context prevents settlement expansion using 2041 growth forecasts such as Mayfield West Phase 2 Stage 2 from proceeding independently.

Peel staff continue to advance the position to the Province that they should consider revising the draft Municipal Comprehensive Review guidance to recognize that a staged consideration of settlement boundary expansion could be an appropriate process, given clear circumstances, such as Mayfield West Phase 2 Stage 2 and the substantial body of supporting technical work already completed.

#### **d. Employment Land Conversions**

One area of work that will be impacted by extended timelines is implementation of the employment land conversions in Brampton and Mississauga. Technical work completed by local municipalities has been included in the Peel Growth Management Amendment Municipal Comprehensive Review elements as required by the 2017 Growth Plan. This includes conversions of several small employment areas in Brampton, a portion of the Inspiration Lakeview lands in south Mississauga, and a small piece of conversion land adjacent to the Malton Neighbourhood Area. Regional staff has worked with local municipal staff to ensure the technical work is appropriately undertaken and documented to support employment conversions and has incorporated outcomes of the analyses in the Region's work in an employment strategy and the draft Growth Management Amendment. However, since the draft Provincial Guidance requires a Municipal Comprehensive Review to be undertaken as one amendment, implementation of employment conversions will also be delayed for some time as the larger scope of work is undertaken.

#### **e. Environment Themed Bundles (Greenlands Systems Mapping, Agriculture, Water Resources)**

The timing of the environment themed bundles will also need to be adjusted as result of the release of the draft Municipal Comprehensive Review guidance document so that components that are required elements of a Municipal Comprehensive Review are integrated and addressed in the growth management work as one amendment. The guidance document makes it clear that natural heritage systems and agricultural systems mapping, watershed planning and stormwater master plans or equivalent must now be brought under one amendment along with all the other growth management components mentioned earlier in this staff report. The Municipal Comprehensive Review guidance document requires upper-tier municipalities to incorporate the Provincial Agricultural System and Natural Heritage System mapping that were released by the Province as input into the Region's growth management and settlement expansion planning analysis. As well, upper-tier municipalities are now required to consider development of stormwater master plans or equivalent as part of Regional infrastructure plans including water and wastewater master plans and integrate them into watershed planning as input into Regional settlement boundary expansion to 2041. Regional staff will bring forward two staff reports to a future Regional Council meeting, which will provide further analysis on the Provincial mapping.

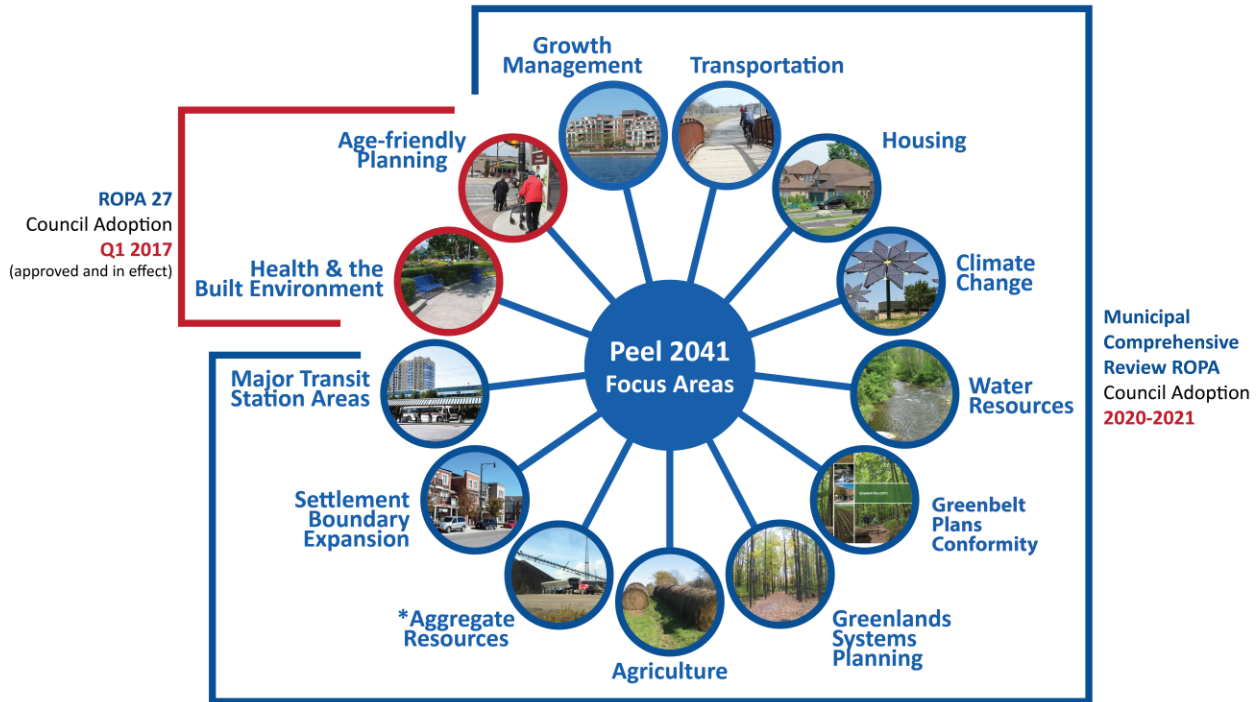
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**f. Revised Peel 2041 Work Program Timelines**

As discussed above, the evolving Provincial planning context will result in a revised work program for Peel 2041 whereby all the policy focus areas except possibly aggregate resources, must be combined into a single Regional Official Plan Amendment (Figure 2). This will have the effect of delaying the timelines until all the technical work and consultation for all aspects of each focus area is completed. Final detailed revised study scopes and timelines will need to be worked out in discussions with provincial staff and stakeholders but the work is not expected to be complete until at least 2020 and possibly 2021 (see Appendix I). In particular, requirements for full settlement expansion to 2041, subwatershed planning and the integration of water, wastewater and stormwater master plans, major transit station area delineation and implementation of Provincial natural heritage system and agricultural system mapping are expected to require the most time to complete. The Province requires completion of the Municipal Comprehensive Review and conformity with Provincial Plans by July 1, 2022 for upper-tier municipalities and lower-tier municipalities must complete their conformity within one year of the upper-tier amendment taking effect.

**Peel 2041 Council Adoption Schedule**

(revised work plan, Municipal Comprehensive Review ROPA)



\*Aggregate Resources policies may be advanced separately from the Municipal Comprehensive Review ROPA

Figure 2. Revised Peel 2041 Work Program

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### 3. Draft Ninth Line Lands ROPA

The major impact impeding the advancement of the draft Ninth Line Lands ROPA is that the Province, in its comment letter to the Region of Peel dated December 1, 2017, stated that it seemed premature to move forward with a Regional Urban Boundary expansion to include the Ninth Line Lands, pending completion of the 2017 Growth Plan requirements, including demonstrating that the land is needed to accommodate growth allocations to 2041.

While the draft Ninth Line Lands ROPA is including the lands in the Region's Official Plan, the draft ROPA is different from the proposed settlement boundary expansion of Mayfield West Phase 2 Stage 2. The draft Ninth Line Lands ROPA implements the Region's 2031 population and employment forecasts through redistribution of Mississauga's existing population allocation. The draft Ninth Line Lands ROPA is not a typical settlement boundary expansion exercise, but rather, an exercise of boundary adjustment through annexation. At the time when the lands were annexed to the Region of Peel and City of Mississauga in 2009, Halton's Official Plan included a policy framework for this area to support transit oriented development. Had the lands continued to develop based on Halton's Official Plan policies for Ninth Line Lands Corridor, the Province's 2006 Growth Plan would have captured those lands and included them in its delineated built boundary.

For reasons noted above, Regional staff continues to work with Mississauga and Provincial staff to advance the draft Ninth Line Lands ROPA to implement 2031 planning horizon targets. Staff plans to bring forward a staff report on the Ninth Line Lands draft Official Plan Amendment later this Spring.

### 4. Northwest Brampton

Development in Northwest Brampton beyond Phase One which has largely been developed as the Mount Pleasant community is contingent on satisfying specific policies in Section 5.3.4 of the Region of Peel Official Plan established as part the settlement implementing ROPA 15. Policies regarding protection of shale resources are being addressed through a Shale Study being undertaken by Peel following the 10 year moratorium on shale protection. Regional staff is finalizing that study and plan to report to Council in June 2018. Resolution of the shale policy issues will be critical to planning for growth in Brampton and Peel to 2041.

The policy framework also requires that alignment, jurisdiction and financing mechanisms of a viable north-south transportation corridor are in place to the Region's satisfaction before development can proceed. Cancellation of the GTA West Corridor Environmental Assessment means that the results of the long dormant Halton-Peel Boundary Area Transportation Study to plan for a north-south transportation corridor in the area will need to be revisited. Regional staff is gathering information to develop a terms of reference for future studies which would include evaluation of the long term transportation infrastructure needs for Northwest Brampton.



**IMPLICATIONS OF THE CURRENT PROVINCIAL PLANNING CONTEXT ON MAJOR PLANNING INITIATIVES IN PEEL****CONCLUSION**

As result of the evolving Provincial planning context, timelines for an initial Peel Regional Official Plan Amendment dealing with growth management matters will be delayed. This new scope and timeline for Peel 2041 will impact Peel planning staff work plan priorities, resource and budget requirements for technical and consultant support. Further consideration of resource implications will occur through the 2019 budget process.



Janette Smith, Commissioner of Public Works

**Approved for Submission:**

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D. Szwarc, Chief Administrative Officer

**APPENDICES**

Appendix I: Peel 2041 Work Program Revised Timelines  
Appendix II: Status of Existing Peel 2041 Focus Areas

*For further information regarding this report, please contact Arvin Prasad, arvin.prasad@peelregion.ca, ext. 4251.*

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