
REPORT TITLE: **Peel 2041+ Regional Official Plan Review and Municipal Comprehensive Review: Draft Policies Update**

FROM: Kealy Dedman, Commissioner of Public Works

RECOMMENDATION

That the next steps outlined in the report of the Commissioner of Public Works, listed on the June 17, 2021 Planning and Growth Management Committee agenda, titled “Peel 2041+ Regional Official Plan Review and Municipal Comprehensive Review: Draft Policies Update”, be endorsed;

And further, that the contract (Document 2019-502P) for the services pertaining to the provincial policy and legislative conformity peer review and Settlement Area Boundary Expansion Study, between the Region of Peel and Hemson Consulting Limited, be extended in the estimated amount of \$160,000 (excluding applicable taxes) for a total contract commitment of \$1,253,921 (excluding applicable taxes) to provide additional consulting services to assess revisions to the Settlement Area Boundary Expansion Study as a result of a “no GTA West Highway” scenario, planning horizon change from 2041 to 2051, COVID-19 impacts, and complete adjustments to the above referenced study under Capital Project 18-7707 and 19-7740, in accordance with Procurement By-law 30-2018, as amended;

And further, that the contract (Document 2019-145P) for the Settlement Area Boundary Expansion - Environmental Screening and Scoped Subwatershed Study, between the Region of Peel and Wood Environment and Infrastructure Solutions, a Division of Wood Canada Limited, be extended in the estimated amount of \$53,000 (excluding applicable taxes) for a total contract commitment of \$1,247,459 (excluding applicable taxes) to provide contingency funding in the event that additional scope requirements are needed to assess revisions to the Settlement Area Boundary Expansion Study as a result of a “no GTA West Highway” scenario and complete adjustments to the above referenced study under Capital Projects 18-7707 and 19-7730, in accordance with Procurement By-law 30-2018, as amended;

And further, that a copy of the subject report be forwarded to the Ministry of Municipal Affairs and Housing, City of Brampton, Town of Caledon, City of Mississauga, Conservation Authorities and other municipalities adjacent to the Region of Peel, and to the appropriate agencies.

REPORT HIGHLIGHTS

- The Regional Official Plan Review, known as Peel 2041+, is being undertaken as a Municipal Comprehensive Review (MCR) to ensure conformity to provincial plans, policies and legislation, and to address emerging planning issues affecting Peel.

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- We are nearing the next phase of the Peel 2041+ draft MCR Regional Official Plan Review process and anticipate bringing forward the draft Regional Official Plan Amendment (ROPA) to Regional Council in Fall 2021 requesting authorization to proceed with statutory public consultation.
 - In late 2021 or early 2022, staff anticipate bringing forward the final draft MCR ROPA to Regional Council recommending adoption to meet the provincial conformity deadline of July 1, 2022.
 - An updated version of the draft Regional Official Plan showing changes will be made available online in the summer, which will reflect the latest draft policies for Inclusionary Zoning, Growth Management, Settlement Area Boundary Expansion (SABE) and Transportation.
 - Council approval is required to extend the existing contracts with environmental consultant Wood Environment and Infrastructure Solutions, a Division of Wood Canada Limited, and with growth management financing consultant Hemson Consulting Limited to provide additional study analysis of a “no GTA West Highway” scenario as directed by Council and to address other new circumstances as set out in the report recommendation, in accordance with Procurement By-law 30-2018, as amended.
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DISCUSSION

1. Background

In December 2020, a comprehensive update on Peel 2041+ was provided to Council. This included an update on virtual public consultations that took place in Fall 2020, proposed work plan timing for 2021, Major Transit Station Area (MTSA) draft policies, draft population and employment municipal growth allocations and introduced a conceptual Settlement Area Boundary Expansion (SABE) map.

Since then, the Region of Peel Planning and Growth Management Committee of Council has been established and convened in February, March, April and early June 2021. Presentations and supporting materials on the following were brought forward to the committee:

- Detailed overview of Peel 2041+ work plan, timeline and consultation updates
- Growth Management focus area overview
- MTSA draft policies
- SABE technical study update and policy directions
- Regional and local planning roles and processes
- Environment and Resources focus areas overview
- Climate Change draft policies
- Water Resources draft policies
- Greenlands System draft policies
- Land Needs Assessment and Intensification analysis
- Draft Inclusionary Zoning feasibility analysis and policy directions
- Agricultural and Rural Systems draft policies

This report provides an update on Peel 2041+ work plan timing and latest draft policies on Inclusionary Zoning, Growth Management, SABE and Transportation focus areas (see Appendix I for summary of draft policies). Regional staff have had initial discussions with

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local municipal staff on the draft policies included as part of this report, however there will be opportunity to have further dialog with local municipal staff and other stakeholders over the summer.

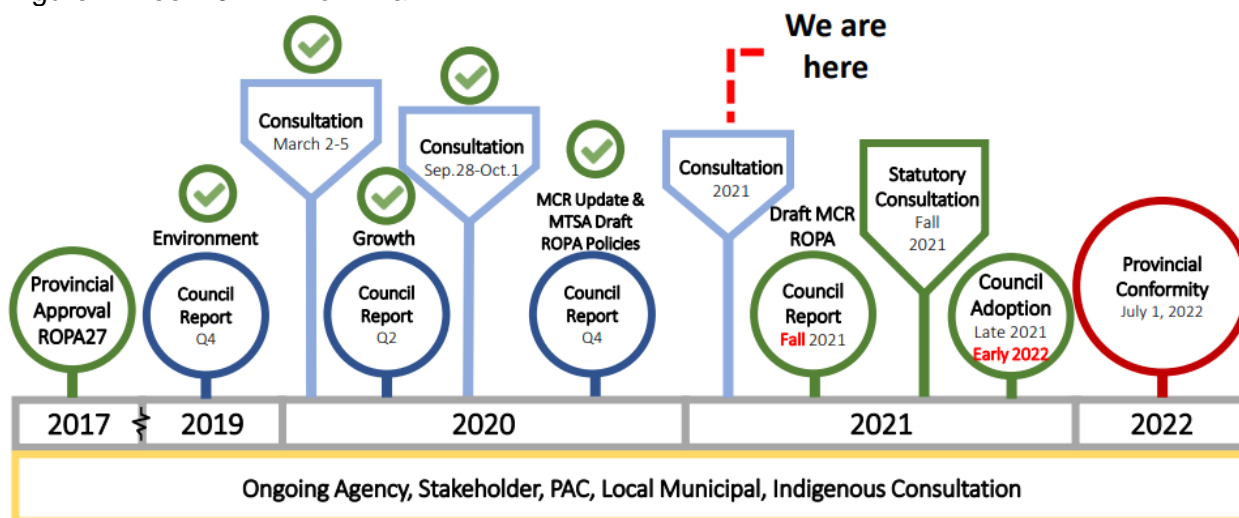
2. Work Plan Updates

The work plan continues to be implemented on schedule for Provincial approval by the July 1, 2022 deadline (see Figure 1) and is being advanced as one comprehensive draft MCR ROPA, with the exception of the aggregates policies which may proceed as a single amendment after detailed studies conclude later this year.

On April 29, 2021 an update on the work plan was presented to Planning and Growth Management Committee. The timeline includes additional time required to update draft Municipal Comprehensive Review (MCR) policies in response to comments received, recent Council direction on the GTA West Corridor, and subsequent adjustments needed on technical studies, as noted in this report.

Major upcoming milestones include a request to hold Statutory Consultations report in Fall 2021 and seeking Council adoption on the recommended MCR ROPA in late 2021 or early 2022.

Figure 1: Peel 2041+ Work Plan



Over the summer, staff will continue to engage with the local municipalities, agencies, Indigenous communities, stakeholders and the public on the latest technical studies and draft policies.

3. New Consolidations

a) In-Effect Regional Official Plan Office Consolidation

In order to reflect recent amendments now in effect in the Regional Official Plan, an updated Official Plan 'office consolidation' (an official plan containing the latest in-effect policies) including schedules and figures is being prepared and will be posted online once available. These amendments are related to ROPA 34 (Mayfield West Phase 2

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Stage 2), ROPA 30 (Bolton Residential Expansion), ROPA 33 (Ninth Line) and ROPA 32 (Shale Resources Protection in North West Brampton Urban Development Area). The June 2021 version of the consolidated Official Plan will replace the previous December 2018 version.

b) Draft Policies Official Plan with Changes

Complete draft versions of the Regional Official Plan showing draft proposed policy and mapping changes have been released at various stages in the official plan review process:

- December 2019 – incorporated draft proposed changes effecting environment related focus areas (Climate Change and Wildland Fires, Water Resources, Provincial Greenbelt Plans and Agriculture); and,
- June 2020 – incorporated draft proposed changes effecting growth related focus areas (Greenlands System, Transportation, Housing, MTSA, Other – Waste Management), in addition to the previous December 2019 changes.

This approach has allowed for complex policy changes to be released in phases by theme areas and has allowed for the staging of informal consultations. Sharing policies by theme area has also facilitated review and comment by the public and stakeholders, including receiving preliminary feedback from the Province. Public comments and questions can continue to be submitted online through the Peel 2041+ website (www.peelregion.ca/officialplan/review/).

Over the Summer of 2021, the website is planned to be updated with the third version of the Regional Official Plan showing changes. Theme areas to be included in this version include:

- new draft Inclusionary Zoning policies that support local municipal implementation and advance some of Peel's objectives on affordable housing;
- revised draft Growth Management policies including intensification and greenfield density targets, strategic growth area and designated greenfield area policies, employment area targets and growth-related infrastructure policies including broadband;
- new draft SABE policies that provide a structure for accommodating new community and employment growth in designated greenfield areas to 2051 in Peel (revised SABE mapping is anticipated to be made available as part of the draft ROPA in the Fall of 2021);
- revised Transportation policies that address Council's recent opposition to the GTA West highway and instead encourage the Province to explore alternative solutions that support complete communities;
- inclusion of draft policies to advance Regional objectives surrounding social equity and systemic racism in land use planning; and,
- new draft Cultural Heritage and Indigenous engagement policies as part of 'other' policy updates that improve connections between policy areas and strengthen engagement and coordination policies.

In addition to the new policy areas identified above, this version will also include draft schedules and figures (with the exception of a revised SABE boundary), and minor revisions to earlier draft policies. This version compiles all proposed draft MCR ROPA policies to date. This version will be the subject of ongoing informal public consultations

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and official plan review awareness over the summer. The latest draft policies are also planned to be provided to the province over the summer months to initiate a 90-day review required under the *Planning Act*, prior to notice of statutory consultation.

4. GTA West Highway Regional Position

In March 2021, Regional Council passed a resolution expressing strong opposition to any and all advanced construction associated with a GTA West Highway 413 and Transmission Corridor, and support for considering alternatives (Resolution 2021-291).

Since several aspects of the Peel 2041+ program incorporated a GTA West Highway, staff have been assessing the impacts of this Resolution and potential implications on work underway. Two focus areas that are directly affected are SABE and Transportation.

For the SABE focus area, the consultant team led by Hemson Consulting Limited (Hemson), the consulting team led by Wood Environment and Infrastructure Solutions and GM Blue Plan have been retained to support various aspects of the Provincial Policy and Legislative Conformity Peer Review and SABE Study. The consulting teams, in discussions with staff, identified several studies that need to be reviewed to determine potential implications on the SABE study as a result of the Resolution. The studies being reviewed are the:

- SABE Community Health Assessment Technical Study
- SABE Employment and Commercial Retail Needs Study
- SABE Phase 1 Agricultural Impact Assessment
- SABE Phase 1 & Phase 2 Transportation Study
- SABE Environmental Screening and Scoped Subwatershed Study
- Revisions to Growth Allocations

Much of the SABE technical study work completed to date included the GTA West Highway as an assumption and additional work is being undertaken to consider the removal of a GTA West Highway, in addition to factoring in the updated planning horizon to 2051 and COVID-19 implications. To complete additional scenarios and considerations, this report includes a request to extend the contract for the services pertaining to the provincial policy and legislative conformity peer review and SABE Study, between the Region of Peel and Hemson in the amount of \$160,000.

Additionally, this report includes a request to extend the contract for the SABE Environmental Screening and Scoped Subwatershed Study between the Region and Wood Environment and Infrastructure Solutions (Document 2019-145P). The contract was previously extended in June 2020 to include additional scope requirements to address the new forecasts for growth to 2051 and the corresponding area that needed to be assessed in detail in the study. In order to provide a contingency in the event that an additional contract amount is needed to further assess adjustments to the SABE in response to Council's direction on the GTA West Highway, a further extension of this contract is required in the estimated amount of \$53,000.

For the transportation focus area, draft policies related to the Provincial Freeway Network, inclusive of the GTA West Transportation Corridor have been updated from the June 2020 Peel 2041+ version of the draft Regional Official Plan. The draft policies remove support for the Province's GTA West Transportation Corridor EA and include policies that encourage

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the Province to explore alternative solutions that support complete communities. These draft updates are found in Appendix I.

In conforming with the Provincial Policy Statement, 2020 and the Growth Plan, 2019, Peel is obligated to continue to plan for and protect planned infrastructure corridors, including the GTA West Transportation Corridor to meet current and projected growth needs. The ongoing evaluations noted above will help inform a policy approach to address this requirement while incorporating the Region's current position in opposition to the Highway 413, until such time that an alternative transportation solution to the corridor is determined or the project is cancelled by the Province.

5. New Inclusionary Zoning Draft Policies

As part of the Peel 2041+ Housing focus area, staff have been working collaboratively with the local municipalities and N. Barry Lyon Consultants (NBLC) to prepare the required Assessment Report. This is comprised of a draft Feasibility Analysis which outlines the impact of Inclusionary Zoning on the Region's housing market and the viability of development, as well as a Regional Housing Strategy Data Update report which provides an overview of the relevant demographics. Once the peer reviewed is finalized, these documents will meet the requirements of the provincial regulation, allowing Inclusionary Zoning to be implemented by the local municipalities.

Through the Region's MCR ROPA, staff are proposing that policies be included to support local municipal staff in implementing Inclusionary Zoning and to advance some Regional objectives regarding affordable housing. The draft Inclusionary Zoning policies consider the requirements from the provincial regulations, the recommendations from NBLC, and input from the local municipalities.

The draft policies would require that when local municipalities implement Inclusionary Zoning, that they:

- establish a minimum size or percentage of gross floor area of development where Inclusionary Zoning applies with consideration given to the unique characteristics and objectives of MTSAs, as well as the market analysis when evaluating the viability of Inclusionary Zoning;
- phase in Inclusionary Zoning recognizing the market conditions of the MTSA and that a Regional target (percentage of units or of gross floor area) be set that local municipalities endeavor to achieve;
- prioritize on-site affordable housing units;
- establish larger size (2+ bedroom units) as the predominant affordable units provided through Inclusionary Zoning; and,
- exempt or require reduced Inclusionary Zoning requirements for purpose built rental or developments proposing units at rates below the moderate affordability threshold.

Draft policies also propose to outline the Region's support to the local municipalities as they establish and implement Inclusionary Zoning, including collaboration in monitoring and reporting and updating market assessments as required by the provincial regulation. Draft policies also speak to the continued collaboration with all partners to support the long-term affordability of units obtained through Inclusionary Zoning. Draft Inclusionary Zoning policies are included in Appendix I.

6. Updated Growth Management Draft Policies

Growth management draft policies have been further updated to address the additional 2051 planning horizon growth forecasts, prioritize intensification, sets the framework for compact greenfield development, and considers other regional interests such as climate change, cost of infrastructure and protecting the natural environment (see Appendix I). The draft 2051 allocation is supported by additional land budget details and key assumptions to meet provincial requirements for allocating growth and determining land needs. Detailed financial analysis will continue into the summer to validate the work and ensure that Council has comprehensive information for further decision making on the draft MCR. This is reported in an accompanying report on the Land Needs Assessment listed on the June 17, 2021 Planning and Growth Management Committee agenda, titled “Land Needs Assessment Report Update”.

7. New Settlement Area Boundary Expansion (SABE) Draft Policies

The draft SABE policies provide a framework and structure for accommodating new designated greenfield area growth to 2051 in Peel. This framework is intended to conform to provincial requirements for settlement boundary expansions, while ensuring a variety of Regional interests are considered and protected. The policy framework builds upon the Growth Management focus area and allocates growth within a new designated greenfield area that cannot otherwise be accommodated within the built-up area.

The high-level directions that are incorporated into the various layers of policies are to provide robust protection and management of natural heritage, cultural heritage and agricultural resources. Once this is determined, development of new areas will occur in a manner that takes into consideration comprehensive and complex needs of building complete communities that have the necessary facilities and infrastructure required by a community. New communities will be subject to phasing and sequencing plans that will ensure the logical progression of growth and financial well-being of the Region and the local municipalities.

Draft policies have been updated to implement the following structure to guide the development of new designated greenfield areas within Peel:

- For all Designated Greenfield Areas, policies are proposed to be revised to ensure comprehensive plans are in place from the Regional Official Plan level through to the block plan or community level to coordinate the development of complete communities in a way that is appropriately phased and staged to also maintain financial well-being of the Region and its local municipalities.
- Proposed policy direction is provided to support the local municipalities to incorporate specific criteria into any new secondary plans that includes: staging/phasing plans that are approved by the Region; requirements to address protection of natural heritage systems, and agriculture and climate change impacts; and requirements that developments are staged according to a transit and transportation strategy, and other Regional interests in the Official Plan.
- In addition to the various studies already required for secondary plans, the policies provide for more specific direction about what must be included regarding agricultural impact assessments, aggregate resource impact assessments, climate change adaptation plans and detailed subwatershed study requirements.

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Revised SABE mapping is planned to be available as part of the draft ROPA in the Fall of 2021. The mapping is not available currently due to the financial analysis still underway and a need to review the implications of the Council Resolution opposing the GTA West highway. Staff continue to accept comments on the December 2020 mapping and will consider comments received and the results of additional technical studies being prepared in further refinements to the SABE mapping.

RISK CONSIDERATIONS

It is important the Peel 2041+ work plan continue as planned as it enables other Regional work to proceed, informs local municipal official plan reviews and aligns with an unchanged provincial conformity deadline of July 1, 2022. Delaying or pausing the Peel 2041+ work plan would mean the Region's Official Plan would be at risk of not conforming or being consistent with provincial plans and policies, and subsequently impact planning decisions at the Regional and local level. Other risks were also noted in a report to Planning and Growth Management Committee on June 3, 2021.

A decision to not approve the contract extension for the Hemson and Wood Environment and Infrastructure Solutions teams as outlined in the recommendations of this report may jeopardize the current work plan for the SABE Study and potentially result in higher costs to initiate a separate study process later and an extensive delay to the Region's MCR process.

FINANCIAL IMPLICATIONS

There is sufficient funding available in existing approved capital budgets to cover the additional costs of the above contract increases.

CONCLUSION

The Official Plan review is approaching its next stages in the work plan and continues to proceed as scheduled, with the following key next steps planned:

- Summer 2021 - updated track change draft Official Plan including the final set of draft policies for public release and provincial 90-day circulation
- Summer 2021 – informal consultations as reported to the Planning and Growth Management Committee on June 3, 2021
- Fall 2021 – report requesting statutory consultation on draft MCR ROPA
- Late 2021 – statutory open houses and public meeting
- Winter 2021/Early 2022 – report seeking Council adoption of final recommended MCR ROPA
- July 1, 2022 – provincial conformity required by this date

APPENDICES

Appendix I - Peel 2041+ Focus Area Summary of Draft Policies: Inclusionary Zoning, Growth Management, Settlement Area Boundary Expansion (SABE), Transportation and Others

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