

C	<u>14</u>
Item #	<u>10</u>
Report No.	<u>26 (cw)</u>
Council -	<u>June 23/15</u>

DATE: JUNE 18, 2015
TO: MAYOR AND MEMBERS OF COUNCIL
FROM: JOHN MACKENZIE, COMMISSIONER OF PLANNING
SUBJECT: COMMUNICATION - COUNCIL – JUNE 23, 2015

ITEM #10, REPORT #26 – COMMITTEE OF THE WHOLE – JUNE 16, 2015

**NATURAL HERITAGE NETWORK INVENTORY AND IMPROVEMENTS,
STUDY COMPLETION AND RECOMMENDATIONS
AMENDMENT TO THE VAUGHAN OFFICIAL PLAN 2010
FILE #25.5.4
WARDS 1 TO 5**

Recommendation

The Commissioner of Planning recommends:

1. That Staff be authorized to continue negotiations with the stakeholders over the Summer of 2015 in accordance with the framework identified herein;
2. That Item #10, Report #26, *Natural Heritage Network Inventory and Improvements, Study Completion and Recommendations, Amendment to the Vaughan Official Plan 2010, File #25.5.4, Wards 1 to 5*, be referred to Staff to facilitate further negotiation, for the submission of a further report to Committee of the Whole in September/October 2015 to address the outcome of the negotiations and any resulting recommendations.

Purpose

To provide Council with additional information in respect of the above noted study and an updated Schedule 2 as a result of the input received at the Committee of the Whole meeting of June 16, 2015.

Background – Analysis and Options

Background

At the Committee of the Whole meeting on June 16, 2015 Committee deferred Item 10, (*Natural Heritage Network Inventory and Improvements, Study Completion and Recommendations, Amendment to the Official Plan, File #25.5.4*) to the June 23 Council Meeting to allow for staff to provide additional information about the Region of York's Municipal Comprehensive Review (Official Plan Review) and the timing and nature of the City's follow-up Municipal Comprehensive Review and amendment to VOP 2010. In addition, another purpose was to allow additional information and recommendations to be provided to the Committee in response to the submissions received at the Committee of the Whole meeting.

The York Region Municipal Comprehensive Review

The York Region Official Plan was adopted by Regional Council in December of 2009 and was approved by the Province in September 2010. The Plan was subject to a number of appeals to the Ontario Municipal Board (OMB). The majority of the Plan received OMB approval in mid-2012. Most of the remaining appeals have been resolved and most of the Plan is in full force and effect.

The Planning Act requires that official plans be reviewed at least every five years to ensure conformity with the provincial plans and policies governing land use planning. In 2014, the Region initiated an Official Plan Review, which contained two components, 1) a policy review and 2) Regional Municipal Comprehensive Review (MCR). Of particular importance will be the accommodation of additional population and employment growth to 2041 mandated by Amendment No. 2 to the Provincial Growth Plan.

The Region's MCR Process

The Region's MCR is taking place in three phases. The first phase involved public consultation to define the issues and confirm the matters that will require further consideration through the subsequent phases. It ran from the second quarter of 2014 to the second quarter of 2015 and ended with Regional Council's endorsement of the policy areas and the draft growth scenarios that were recommended for further review and analysis. This took place on April 23, 2015. Phase 2 (May 2015 – Spring 2016) is now underway. It will provide for the analysis of the draft growth scenarios and the policies identified for updating, with the benefit of further public and stakeholder input. Phase 3 (May 2016 – Fall 2016) will involve consultation on the recommended growth scenario and the policy modifications proposed for incorporation into a draft Regional Official Plan Amendment.

The Population and Employment Forecasts and Draft Growth Scenarios

One of the primary purposes of this process is to update the Regional Official Plan to incorporate new population and employment forecasts for the years 2036 and 2041. The new population and employment forecasts are based on Amendment No. 2 to the Growth Plan for the Greater Golden Horseshoe, 2006 (Places to Grow), which came into effect on May 29, 2013. Amendment 2 forecasts that the population of York Region will grow to 1,790,000 by 2041 from the originally forecasted 1,500,000 in 2031 with employment increasing to 900,000 jobs from the originally forecasted 780,000 in 2031. In addition, the Region will be considering a number of policy areas for potential updating. This includes ensuring conformity with the Provincial policies and plans; and a detailed review of specific policy areas including transportation, housing, healthy communities, retail, cemeteries and economic development. Concurrent with the Regional Municipal Comprehensive Review the Region will be updating its Water and Wastewater Master Plan and its Transportation Master Plan.

The Draft Growth Scenarios: Vaughan 2041

The Regional MCR (OP Review) will provide for the allocation of the new population and employment growth projections, resulting from the Growth Plan's Amendment No. 2, to the local municipalities. On April 9, 2015 the York Region Planning and Economic Development Committee considered a staff report entitled "2014 York Region Draft Growth Scenarios and Land Budget". There are three draft scenarios being analyzed and refined; two would require additional land by way of an urban boundary expansion, at 40% and 50% intensification rates. The third requires no additional land with all of the new growth being accommodated through intensification within the existing urban area. The draft projections would see Vaughan's population growing to between 485,000 and 490,000; with employment growing to between 312,000 and 314,000 jobs. During Phase 2, the alternatives will be evaluated in the context of a number of criteria including a locational analysis, which will establish the preferred alternative and the location of any required urban boundary expansions. As a result of the MCR process, the City will need to plan for

an ever more populous and densely inhabited municipality and VOP 2010 will have to be updated accordingly.

Next Steps in the York Region Municipal Comprehensive Review

Attachment 1 to this report “Integrated Land Use, Infrastructure and Financial Planning”, (April 2015) illustrates the steps the Region will be taking in moving to the adoption of an updated Regional Official Plan. The target date for its adoption is the fourth quarter of 2016. This is a key consideration for Vaughan as the City’s Municipal Comprehensive review will pivot around the Region’s adoption of its plan. In order to maintain conformity with the Region’s Official Plan, it will be necessary to begin preparation for the City’s MCR and OP Review in 2016. This will enable the preparation of detailed comments on the draft Regional OP and allow the City to quickly move forward with the MCR on the basis of a full understanding of the Regional Plan.

Planning for the City’s Municipal Comprehensive Review

Growth at the scale proposed, in an increasingly complex environment, has broad organizational impacts that affect virtually all commissions and departments. VOP 2010 was undertaken in the context of the Vaughan Tomorrow program, which provided a comprehensive corporate approach to growth management, under the umbrella of Vaughan Vision 2020, the City’s strategic plan. It included the development of the Green Directions Vaughan Community Sustainability and Environmental Management Plan, the updating of the City’s Services and Infrastructure Master Plans and the preparation of VOP 2010. It is anticipated that the process for the new MCR will not be as onerous as the one undertaken for VOP 2010. However, it will be necessary to assess its impacts on a corporate basis and to coordinate any updates required to optimize the City’s response to the planned growth.

Therefore, internal consultations will need to be undertaken to establish the scope of the review, and the extent to which any of the contributing plans or programs need to be simultaneously updated. It is expected that these discussions will take place during the third quarter of 2015. Staff has targeted the fourth quarter for a report to Council on a plan for proceeding with the MCR in 2016. This would include a draft project charter including the work program, timeline, budget, required staff/consulting resources and timelines. Budget implications will be built into the draft Capital Budget for 2016 – 2019 for review and consideration.

Potential Timeline for the City’s Municipal Comprehensive Review

While a definitive timeline for the adoption of the City’s amendment to VOP 2010 cannot be established, it is possible to do a best circumstances estimate. If the City started its work in 2016 and the Region adopted its Plan in the Fall of 2016 the following timeline may be achievable:

- Mid-2016: City MCR Program begins;
- Q4-2016: Region of York Official Plan is adopted;
- 2017: City of Vaughan plan is developed (Research, Public Consultation Policy Development)
- Q4 2017: Public Hearing on draft amendments to the Plan;
- 2018: Refine amendments based on Public Consultation;
- Q2 2018: Technical Report to Council, finalization of Amended Plan and adoption;
- 2018-2019: Approval process.

This will be further refined as the City moves forward.

Implications for Deferring Matters Currently under VOP 2010 to the Future Municipal Comprehensive Review

There remains a substantial level of uncertainty over the timing of the Municipal Comprehensive Review. Potentially, anything referred to this process, may not see a resolution before 2018 or beyond if Ontario Municipal Board appeals are involved. Therefore, the notion of deferring unresolved matters or policies that help resolve and address concerns identified through the VOP 2010 process should be discouraged.

In the case of issues revolving around the proposed Natural Heritage Network amendments, the policy framework is already well established and is the result of a lengthy approval process in which the City and stakeholders have already invested substantial time and resources. A summary of the process that has been followed to this point is set out in the following table:

Draft Timeline of Key Milestones: VOP 2010 Environmental Policies

VOP 2010 Council Approval	Sep 2010
CW report with Chapter 3 Revisions	Sep 12 2011
Approved by Council	Sep 27 2011
NHN Study initiated - RFP	Jan 2012
Terms of Reference for NHN Study Phases 2-4 (amending NHN Study completion requirements to initiate Secondary Plan for New Community Areas)	Sep 2012
NHN Study Phase 1 Report	Dec 2012
OMB Approval of VOP 2010 Chapter 3 – Sections 3.5 and 3.8	Jul 23 2013
OMB Approval of VOP 2010 Chapter 3 – majority of Chapter	Dec 2 2013
CW (Working Session) – NHN Study Phases 2-4 Update	Dec 2013
CW (Public Hearing) – revised Schedule 2, new Schedules 2A, 2B and 2C, policy scan	Jun 2014
OMB Approval of VOP 2010 Chapter 3 – Select remaining policies	Feb 3 2014
OMB Approval of VOP 2010 Chapter 3 – Remaining policies	Feb 24 2015
CW – Details of the Amendment to VOP 2010	Apr 2015
CW - Details of the Amendment to VOP 2010 (further refinements to policies)	Jun 2015
Implementing Amendment	Sep 2015 or Oct 2015
Develop Compensation Protocol – Based on approved Work Plan, establish Stakeholder Consultation Group, Draft Protocol and Guidelines for Review, Co-ordinate with Blocks 27 and 41 Secondary Plan Processes, New Community Areas Secondary Plan Land Use Concepts (compensation examples included)	Q3/Q4 - 2015
Incorporate Compensation Policies in Secondary Plans as appropriate	Starting Q1 - 2016

The City has been successful in advancing the approval of VOP 2010's environmental policies. Currently, Chapter 3 "Environment" is fully in effect, except for site specific appeals. The amendments to VOP 2010 now under consideration represent the fine tuning of the Plan and the proposed updated land use schedules associated with the Natural Heritage Network Study will inform the processing of development applications and in some cases resolve VOP 2010 appeals. For the most part there is broad consensus of most of these amendments. Based on a review of the majority of submissions only a few issues remain outstanding. For this reason staff does not recommend deferring the resolution of the

remaining matters to a process that may not be completed for four years. It would be preferable to move forward on the basis of this solid foundation of work from September 2010, undertaken under the umbrella of VOP 2010, and complete this process thereunder.

Moving Forward

The deferral of this matter to the Council meeting of June 23, 2015 by Committee of the Whole, has provided an opportunity to outline a process to support further discussion focused on resolving the outstanding issues. Staff recommends that the following process be applied through the forthcoming Summer months.

July 2015

- Continuation of Scoping of Related Issues with Stakeholders;
- Identify the elements of a Work Plan and approval processes that will be associated with the development of a Habitat Compensation Protocol;
- Identifying Follow-Up Meeting Times;
- Circulate Draft OPA for Comment that reflects revised wording which would seek to clarify and resolve some concerns raised in submissions to the June 16, 2015 Committee of the Whole.

August 2015

- Continue to Resolve Outstanding Issues;
- Update OP based on Comments and Outcome of Negotiations;
- Complete the Draft Habitat Compensation Protocol Work Plan.

September 2015

- Report to Back to Council.

Conclusion

Staff is of the opinion that the proposed amendments to VOP 2010 should not be deferred to a future process and should proceed through the on-going finalization of VOP 2010. A number of landowners/stakeholders also share this view. At the June 16, 2015 Committee of the Whole meeting, there was an indication that further discussion may be productive. Furthermore, at the meeting Staff indicated they would look to make revisions in the draft amendment to clarify TRCA's jurisdiction and authority, which would help to address a significant landowner concern. Subsequent to the Committee of the Whole meeting, discussions have occurred with landowner representatives involved in the discussions that occurred in May and June of 2015 and those landowner representatives who submitted correspondence to the Committee of the Whole meeting. These discussions have confirmed the landowner's interest in finding a resolution to these matters without embarking on a process tied to the Region's Municipal Comprehensive Review and future City of Vaughan Official Plan Review.

Staff has laid out a framework to structure further negotiations with the stakeholders over the summer of 2015. The primary objective is to move toward the adoption of an amendment to VOP 2010, based on a consensus, to implement the results of the Natural Heritage Network Study and to advance the development of the potential environmental programs and protocols identified by the study. The remaining issues are well focused and can continue to be discussed and reported on in September – October 2015.

Attachments

1. York Region MCR Timeline: Integrated Land Use, Infrastructure and Financial Planning
2. Updated Schedule 2 of the Natural Heritage Network

Report prepared by:

Tony Iacobelli, Senior Environmental Planner – ext. 8630
Roy McQuillin, Acting Director of Policy Planning – ext. 8211

Respectfully submitted,

A handwritten signature in blue ink, appearing to read 'John Mackenzie', with a large, stylized initial 'J' and a horizontal line extending to the right.

JOHN MACKENZIE
Commissioner of Planning

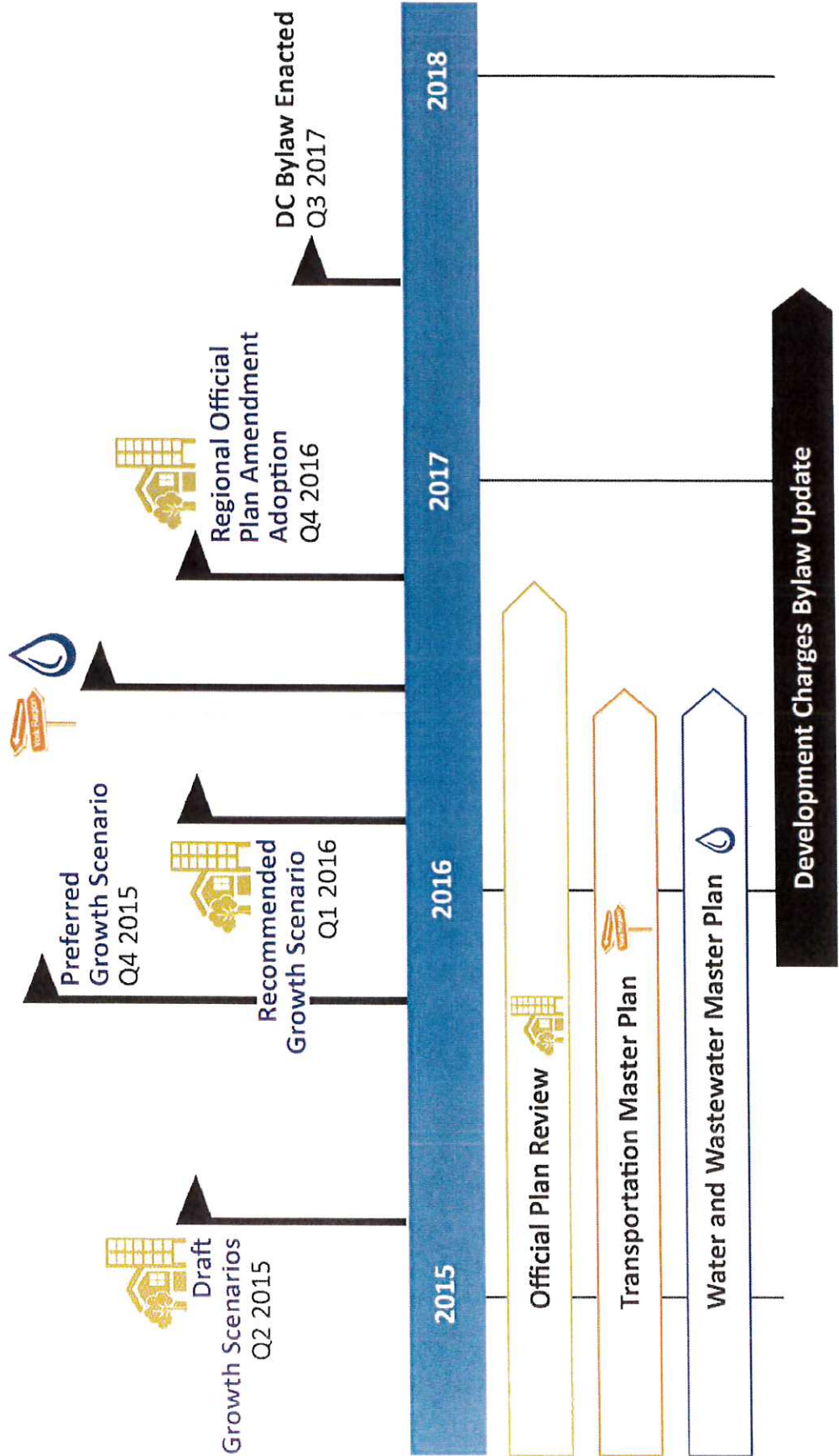
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Copy To: Steve Kanellakos, City Manager
Jeffrey A. Abrams, City Clerk
Roy McQuillin, Acting Director of Policy Planning

Integrated Land Use, Infrastructure and Financial Planning

Master Plan Approvals










Mid-2016



SCHEDULE 2

Natural Heritage Network

Legend

-  Core Features
-  Enhancement Areas
-  Built-Up Valley Lands (1)
-  Greenbelt Plan Area Boundary (2)
-  Greenbelt Natural Heritage System
-  Oak Ridges Moraine Conservation Plan Boundary (2)
-  Oak Ridges Moraine Conservation Plan Core and Linkage Areas
-  City of Vaughan Boundary
-  Area subject to ORMCA Minister's Zoning Order

This Schedule is subject to change based on the result of the Natural Heritage Network Study, which will define the Natural Heritage Network by both its natural features and as a natural heritage system in accordance with the Provincial Policy Statement.

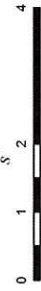
The policy text in Chapter 3 prevails over the mapping shown on Schedule 2 in determining the Natural Heritage Network.

For watercourses and waterbodies outside of well-defined valleys, the vegetation protection zone is to be established according to the policies in Chapter 3 and to the satisfaction of the Toronto and Region Conservation Authority.

Enhancement Areas are identified conceptually on Schedule 2 and the text shall be consulted to determine the final location and design.

(1) Data provided by Urban Strategies.

(2) See Schedule 4 for limits and the land use information of the Greenbelt Plan Area and the Oak Ridges Moraine Conservation Plan Area.



Kilometers

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May 29, 2015

