



memorandum

<u>c7</u> Communication COUNCIL: <u>Oct 19/16</u> <u>CW</u> Rpt. No. <u>34</u> Item <u>18</u>
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DATE: OCTOBER 13, 2016

TO: MAYOR AND MEMBERS OF COUNCIL

FROM: JOHN MACKENZIE,
DEPUTY CITY MANAGER, PLANNING AND GROWTH MANAGEMENT

SUBJECT: COUNCIL COMMUNICATION
COMMITTEE OF THE WHOLE - OCTOBER 5, 2016 – ITEM 18, REPORT 34

PROVINCIAL COORDINATED PLAN REVIEW
RESPONSE TO PROPOSED CHANGES
THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE
THE GREENBELT PLAN
THE OAK RIDGES MORaine CONSERVATION PLAN
CITY WIDE
FILE #16.30

Recommendation

The Deputy City Manager, Planning and Growth Management and Director of Policy Planning and Environmental Sustainability recommend:

1. That the Ministry of Municipal Affairs and other pertinent Ministries be advised that the City of Vaughan supports certain policy amendments that reflect municipal concerns but cannot support the approval of the amended *Growth Plan for the Greater Golden Horseshoe*, the *Greenbelt Plan* and the *Oak Ridges Moraine Conservation Plan*, as currently drafted, due to unresolved concerns respecting the following matters:
 - a. The failure to include clear transition policies that respect the in-effect policy framework previously approved under the Regional Official Plan, based on the 2006 Growth Plan, to allow the City's New Community Areas (Blocks 27 and 41) to complete their on-going secondary plan approval processes under the current Region of York policies;
 - b. The implications of the increase in the Intensification target from 40% to 60% of all residential development occurring annually within the built-up area of an Upper Tier municipality and the cumulative effects of this measure when combined with the proposed Designated Greenfield Area density target;
 - c. The implications of the increase in the Designated Greenfield Density target from 50 to 80 persons and/or jobs per hectare and the cumulative effects of this measure when combined with the proposed Intensification target;
 - d. The failure to include the following in the revised *Greenbelt Plan*:
 - i. Policies establishing a review process for the evaluation of proposals for amendments to the Greenbelt's boundaries or proposals for permission to include additional compatible uses within the Greenbelt;

- ii. A policy permitting low intensity urban supportive uses within the Greenbelt, such as passive parks and stormwater management facilities (e.g. ponds, LID features).
- 2. That in consideration 1 a-d above and other matters identified in the review of the Plans, the following recommendations in response to the proposed changes to *The Growth Plan for the Greater Golden Horseshoe*, *The Greenbelt Plan* and the *Oak Ridges Moraine Conservation Plan*, also be forwarded to the Ministry of Municipal Affairs as the comments of the City of Vaughan, and that the pertinent Ministries be requested to take the City's responses into consideration when finalizing the Provincial Plans:
 - a. The Province clarify intended outcomes through both clearer policy in the final amendments and the preparation and issuance, at first opportunity, of Supplementary Direction in the form of policy Guidance Documents; and that such documents be prepared in consultation with municipalities and other authorities, as appropriate;
 - b. That the clarifying policy Guidance Documents that will allow for municipalities, including Vaughan, to complete their respective Municipal Comprehensive Reviews be prioritized, including but not limited to those encompassing the following areas:
 - i. The methodology associated with the calculation of land needs and the municipal land budgets;
 - ii. Further clarification of Transition measures as may be required particularly for Vaughan's New Communities Areas;
 - iii. The mapping of the Natural Heritage and Agricultural Systems;
 - iv. The process requirements for Settlement Area expansions;
 - v. The approach to "Integrated Planning" involving the coordination of infrastructure planning, land use planning and infrastructure investment;
 - vi. The provision of a comprehensive overview of the full spectrum of legislation and regulation affecting municipalities applicable to matters of climate change/greenhouse gas mitigation, energy conservation and sustainability in order to articulate the Provincial vision in applying the legislation; and including the roles and obligations of municipalities across the legislative spectrum, how the legislation interlocks and the tools available to the municipalities in achieving the identified objectives;
 - vii. Agricultural Protection and Management;
 - viii. Watershed Planning and Asset Management; and
 - ix. Planning requirements for Priority Transit Corridors
 - c. The Ministry, in response to 1 b and 1 c above, review and examine the new intensification target for Built Areas and the new target for densities for Designated Greenfield Areas, in consideration of the planned population for the GGH, projected market forces, infrastructure required to enable more compact forms of development and other contextual factors in consultation with municipal representatives, for the purposes of confirming the appropriate targets;
 - d. The Ministry, in response to 1 a above, adopt clear transition policies governing matters that are already approved or underway, such as the City's on-going Secondary Plans for the Urban Expansion Areas (Blocks 27 and 41), which have been approved for urban development through Upper Tier Municipal Comprehensive Reviews under the 2006 Growth Plan, to allow them to continue to be planned in a manner consistent with the in effect Upper Tier Official Plan at the time of approval of the amendments to the Growth Plan;
 - e. Clarification be provided that the application of the density targets for Major Transit Station Areas shall only apply to the station area, as defined by the Upper Tier municipality, in consultation with Lower Tier municipality, subject to a planning process that recognizes the

need to protect stable residential neighbourhoods; and that such results be reflected in the Upper and Lower Tier Official Plans;

- f. Schedules 2 and 5 to the Growth Plan be amended to: Show the approved Yonge Street Subway extension from Finch Station to the Langstaff Gateway as a "Priority Transit Corridor"; along with a new "Transit Priority Corridor" on Jane Street from the Vaughan Metropolitan Centre subway station to the Mackenzie Vaughan Hospital, Vaughan Mills Mall, and Canada's Wonderland.
 - g. If confirmed through the current review of the GTA West Corridor Study that the Environmental Assessment is to continue to Highway 400, then Schedule 6 to the Growth Plan be amended to show the extension of the GTA West Corridor westerly from Highway 427 to Highway 400 on an alignment consistent with the routing being considered by the Environmental Assessment or alternatively, to the terminal point of the corridor; and that other infrastructure be co-located within this alignment to minimize multiple crossings of the Greenbelt and property impacts;
 - h. That technical mapping corrections, including those related to site specific requests, be made prior to finalizing the plan amendments and schedules;
 - i. That in recognition of the enhanced emphasis on intensification and density, greater Provincial support be provided to municipalities and that work commence on all of the complementary recommendations outlined in the Crombie Panel Report to ensure that the strategic infrastructure (e.g. transportation, water and sewerage) is in place to support the development anticipated by the 2006 Growth Plan and ultimately the 2016 Growth Plan so as to ensure a consistent supply of residential and employment lands;
 - j. That the Province provide upper tier and lower tier municipalities with the resources and guidance to better engage First Nations and Metis communities in a meaningful way; and
 - k. The Ministry revise the draft Growth Plan to ensure that major retail is not included in employment areas.
3. That the Province take a more active role in resolving matters appealed to the Ontario Municipal Board, particularly in relation to the intensification corridors, that are frustrating municipalities' ability to conform to the 2006 Growth Plan; and
 4. That this communication be forwarded to the Regional Municipality of York and the Members of Provincial Parliament representing the City of Vaughan for information purposes.

Background - Analysis and Options

Background

The Province has requested comments on the Provincial Plan Review by October 31, 2016

On September 7, 2016, Committee of the Whole considered Item 19, Report No. 31 – entitled *Provincial Coordinated Plan Review, Response to Changes, The Growth Plan for the Greater Golden Horseshoe, The Greenbelt Plan and the Oak Ridges Moraine Conservation Plan*. Committee adopted the following recommendations, in part:

- 1) That this matter be referred to staff for appropriate modifications in light of all the comments received from Committee Members deputants and correspondents, at the Committee of the Whole meeting, particularly in respect of:

1. A clear transition policy that does not delay the Municipal Comprehensive Review (MCR) currently underway nor already approved new community areas such as Blocks 27 and 41;
 2. Concerns regarding the proposed intensification target of 60%;
 3. Concerns regarding the proposed density target of 80p/hectare; and
 4. Concerns regarding the proposed uses in the Greenbelt;
- 2) That the MCR process be reconfirmed to be completed by the original Council approved deadline of Q1 2018;
 - 3) That these modifications be brought back to the Council meeting of October 19, 2016, in order to meet the province's October 31, 2016, deadline.

On September 20, 2016 Council ratified the September 7, 2016 recommendations of Committee of the Whole. This report responds to the direction contained in Committee recommendation 1, as cited above.

Council indicated specific areas of concern that need to be emphasized in the City's response to the Province

The Provincial Plans propose a broad range of policy changes affecting three of the major Provincial Plans guiding land use in the greater Golden Horseshoe. In the September 7, 2016 report, staff identified a number of concerns that warranted reconsideration by the Province. Committee of the Whole, in its discussions, indicated that a more robust response was required to reinforce its concern over the lack of a clear transition policy; the impacts of the changes to the Intensification target the Designated Greenfield Density target; and concerns over the proposed uses in the Greenbelt.

This report has been prepared to provide a comprehensive City response to the Province

This communication is composed of the following elements:

- A set of recommendations dealing specifically with the issues raised in 1 a-d above, as identified by Council;
- The recommendations from the September 7, 2016 report, beyond 1 a-d, addressing other policies that warrant the Province's further consideration and action;
- Specific commentary on the significance of 1 a-d;
- Commentary on the remaining matters; and
- An update on the status of York Region's response and City staff meetings with the Province as part of the Provincial Plan Review.

The recommendations ratified by Council resulting from this report will be forwarded to the Province for its consideration and action. In addition, meetings will continue with Provincial officials to request changes to the draft amendment that are in line with the recommendations in this report.

Commentary on the Areas of Concern as Identified under Recommendation 1 a-d

Clear Transition Policies will be essential to maintain the intent of the current processes that are already underway (Report Recommendation 1 a.)

The Growth Plan proposes that any matter commenced, but where a decision remains to be made, prior to the effective date of the Growth Plan, 2016, if approved would be subject to the new policies. This would effectively capture the Blocks 27 and 41 New Community Secondary Plans, which are now under preparation, and make them subject to the new DGA density target. Blocks 27 and 41 are already subject to the density policies of the Regional Official Plan, in compliance with the 2006 Growth Plan. For the past two years the City has been conducting a planning exercise to develop the implementing Secondary Plans

for these areas. This study is already applying the minimum density requirement for New Communities of 70 residents and jobs per hectare prescribed by the York Region Official Plan. Areas such as these should be allowed to proceed on their established track to adoption and approval, with the same or similar policies that have been long-established. Therefore, there should be a transition policy incorporated to allow for the continuation of such processes to completion in accordance with the approved Upper Tier Official Plan.

The proposed Built-up Area Intensification Target has a number of implications that have not been fully evaluated (Report Recommendation 1 b.)

The new Growth Plan requires a minimum of 60% intensification within the built-up area, which is an increase from 40% (percentage of annual residential growth directed to the built-up area with "Prime Employment Areas excluded from the density calculation). The implications of this measure include:

- Dependent in part, on how the Province addresses the transition issue, the 60% intensification target would effectively preclude any major urban boundary expansion in Vaughan to 2041, except as may be provided by a further 10-year plan review in 2026, thereby accommodating the majority of the population growth within the existing built-up area in higher density housing forms;
- To provide services over a 25-year period to accommodate intensification at this scale may have major financial implications for the municipalities, especially where retrofitting of hard services and parks and recreation facilities are concerned;
- The delivery of major transit systems and other enabling civil infrastructure works would need to be advanced;
- Funding tools, such as the development charges Funding Formulae and tax adjustments, which were recommended by the Crombie Panel report would need to be advanced to help finance more intensive growth;
- The public and development industry would have to adapt to a situation where there is a decreasing supply of the traditional ground related housing forms, resulting in the need to establish new responses that would still meet the needs of the demographic (i.e. families) that previously sought low rise housing forms;
- The value of the existing inventory of ground related housing may increase even beyond current market prices thus affecting the affordability of this type of housing stock;
- Adjustments to the approval process should be undertaken to minimize OMB appeals and expensive hearings;
- Intensification Studies and Secondary Plans, some of which are still under OMB appeal, may need to be revisited to set the stage for higher density growth in these locations in order to implement the 2006 Growth Plan.

The proposed increase in the Designated Greenfield Area Density Target will have implications for these areas (Report Recommendation 1 c.)

The Designated Greenfield Area density requirement of 50 residents and jobs per hectare is proposed to be increased to 80 residents and jobs per hectare. Potential implications include:

- The increase in the designated Greenfield Area density requirement from 50 to 80 residents and jobs per hectare would require a shift away from singles, semis and townhouses to more intense forms of housing, such as stacked townhouses in the Greenfield Areas;
- The existing Designated Greenfield Areas (DGA) have been planned at the previous density provision of a minimum of 50 residents and jobs per hectare. To achieve the new density requirement of a minimum 80 residents and jobs per hectare, throughout the Upper Tier's DGA, either the previous approvals on unbuilt areas would have to be reopened and their density increased or the new Greenfield Areas (i.e. Vaughan's New Communities (Blocks 27

and 41) would need to have their densities substantially increased, beyond the 70 residents and jobs per hectare in the Region's Official Plan;

- There are indications that the remaining Greenfield Areas would have to absorb enormously high densities, compared to adjacent areas on a scale on par with the intensification areas, to compensate for the new overall density which had not been accounted for in previous planning;
- These impacts would need to be better understood and the resulting community services, infrastructure, and housing forms required to implement the densities would have to be illustrated and, if approved, financed through newer approaches than seen in the past. These densities may be unprecedented at the urban boundary; and
- Without transition provisions being applied, in progress Studies would have to be revisited resulting in additional time, resource requirements and a delay in bringing new housing and employment uses to market.

The cumulative impacts of the changes in the Intensification and Density Targets will need to be better understood and the Plan adjusted accordingly

Given the potential impacts, there should be a concerted effort to develop a better understanding of the effects of these two policy changes. Also, it is not entirely clear what the implications of the numbers are for the product. The outcome of applying the policy numbers should be confirmed, not only in terms of achieving the population targets, but also in terms of urban form, mix of housing types, market acceptability and community vision and character. These considerations should be addressed prior to finalization of the Growth Plan. As such it is recommended that this be further reviewed by the Ministry in consultation with the affected municipalities.

Further policy direction is required to guide the evaluation of proposed changes to the boundaries and uses permitted in the Greenbelt Plan; and the accommodation of lower intensity urban support uses. (Report Recommendation 1 d.)

This issue generally relates to two matters. The first is the need to establish a review process for the evaluation of proposals for amendments to the Greenbelt's boundaries and/or for proposals for permission to include additional uses within the plan area. This issue was identified in the City's initial comments to the Province from May 19, 2015, where the Province was called upon to develop a process with transparent and detailed criteria for the review of the Greenbelt Plan boundaries. This was reinforced by a separate Council resolution that requested that the Region and Province permit adjustments to the Greenbelt Plan boundaries through OPAs adopted by Local and Regional Councils.

The second matter relates to the potential to permit additional compatible urban uses in the Greenbelt Plan area, such as parks and stormwater management facilities. As part of Council's resolution adopted on May 19, 2016 it included a request that the Province and the Region consider expanding the uses permitted in the Greenbelt to include such uses as active public parks and public stormwater management facilities.

Recommendation 1 d. serves to alert the Province that these matters are a continuing unresolved concern of the City.

A Review of the Major Policy Changes and their Implications

In addition to the matters identified in Recommendation 1, there are a number of major policy changes proposed to the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. These were identified in the September 7, 2016 Committee of the Whole report and have been consolidated in this report, with the new recommendations pertaining to the matters of continuing concern identified by Council. Most of the matters identified in this Section have been addressed through responses set out in Recommendation 2. The issues are identified by the affected plan and the specific topic.

The Growth Plan - Prime Employment Areas are to be Identified and Protected

Prime Employment Areas are defined as areas that should be protected over the long-term for uses that are land extensive or have low employment densities and require specific type of location. The Growth Plan provides that these areas should be protected by prohibiting residential and other sensitive land uses, institutional uses, and retail, commercial and office uses that are not ancillary to the primary employment use; and by planning for freight-supportive land use patterns.

Prime Employment Areas are infrastructure dependent and can rarely be replicated elsewhere without substantial investment by the public and private sectors. These areas are typically defined by high quality transportation facilities and the types of uses they attract, such as manufacturing, warehousing and logistics. In Vaughan this would include the areas served by the 400-series highways and the CP Intermodal Yard. Vaughan is particularly well located and connected to serve the broader GTA and beyond in this capacity and this is reflected in the successful evolution of the West Vaughan Employment Area.

Such areas are so strategically significant that the Growth Plan (Policy 2.2.7.3) has exempted them from the minimum density requirements for the Designated Greenfield Areas. The City in consultation with the Region would implement these policies through the respective Municipal Comprehensive Reviews and implementing Official Plan Amendments. The protective policies set out in 2.2.5.5 provide an appropriate level of long-term protection that would help to preserve these areas for the long-term. Therefore, this policy initiative should be supported.

The Growth Plan – Schedules 2 “Places to Grow Concept” and Schedule 5 “Moving People – Transit” do not show the Yonge Street Subway Extension from Finch to Highway 7 as a “Priority Transit Corridor” or the Jane Street Corridor between the Vaughan Metropolitan Centre Station and the Mackenzie Vaughan Hospital and significant Regional destinations including Vaughan Mills Mall and Canada’s Wonderland.

In the 2006 version of the Growth Plan, the Yonge Street Corridor between Finch Avenue and Highway 7 was shown as “Proposed Higher Order Transit to 2031”. The comparable Schedule in the proposed 2016 Growth Plan identifies “Priority Transit Corridors” (Schedule 5, Moving People – Transit). The length of Yonge Street from Finch Avenue to Highway 7 is not designated as a Priority Transit Corridor, notwithstanding the planned densities emerging at the Richmond Hill/Langstaff Urban Growth Centre and along Yonge Street in Markham, Vaughan and the City of Toronto. The construction of the subway will be a key to optimizing the potential of this intensification corridor. It is noted that the Transit Project Assessment has been approved for this project and the Province recently provided funding to continue the design work. However, its full funding has not been confirmed. The Yonge Subway extension should be expedited to meet both existing and planned ridership. It will address a major service gap that exists between Finch Avenue and Highway 7, where no other rapid service is available or planned.

It is also noted that Jane Street between the VMC subway station and the Mackenzie Vaughan Hospital is not shown as a “Priority Transit Corridor”. The Province should consider such a designation due to the impending development of the Mackenzie Vaughan Hospital, the presence of Canada’s Wonderland and Vaughan Mills Mall and the further intensification of the Vaughan Mills mall area. Similar to the City’s comments on the Metrolinx Regional Transportation Plan Review, it is recommended that both areas be identified as Priority Transit Corridors.

The Growth Plan – Schedule 6 “Moving Goods” does not show the GTA West Corridor extending to Highway 400

Notwithstanding that the Study Area for the GTA West Corridor Individual Environmental Assessment includes the area between Highway 427 and Highway 400; Schedule 6 to the Growth Plan shows the corridor ending at Highway 427. The Province has initiated a review of the GTA West Corridor and it is

expected that the appointed Review Panel will provide an update report at the end of this year. As such, the status of the GTA West Corridor is uncertain. In the past the City has indicated its support for continuing the Environmental Assessment. Subject to confirmation resulting from the Review Process, Schedule 6 should be amended to show the full extent of the GTA Corridor, to the greatest level of detail possible, to its terminus along an alignment; or in the alternative policy language be incorporated to recognize that the corridor may extend to Highway 400 via another route or alignment. Policies or schedules should also be provided to encourage the co-location of other linear infrastructure to help concentrate impacts and avoid additional crossings of the Greenbelt. A more refined corridor will help manage the uncertainty created by a broadly drawn corridor that limits the City's ability to conduct detailed land budgeting and land use planning particularly for designated employment areas along Highway 400 where strong market interest exists.

The Growth Plan – Density Requirements for Major Transit Station Areas will need to be carefully applied in order to protect stable residential neighbourhoods

The Growth Plan provides that Major Transit Station Areas will be planned to achieve, by 2041 or earlier, minimum gross density targets of: 200 residents and jobs combined per hectare for those that are served by subways; 160 residents and jobs combined per hectare for those that are served by light rail transit or bus rapid transit; or 150 residents and jobs combined per hectare for those that are served by express rail service on the GO Transit network. The definition of the "Major Transit Station Area" identifies the station area as generally being within 500 m of transit stations and "stops" for Bus Rapid Transit systems.

For the purpose of applying these densities, the Plan provides that Upper Tier municipalities, in consultation with Lower-Tier municipalities, will determine the size and shape of Major Transit Station Areas and delineate their boundaries in official plans. This has effectively been the process the City and the Region has followed in dealing with potential higher order transit stations, (e.g. Yonge – Steeles Corridor, the VMC, and Concord GO). In most instances, these targets can be met.

However, in some instances the application of these density policies could push the station area well into many stable residential neighbourhoods, especially in respect of stops along the Viva BRT line. This policy will have to be applied with discretion because it may be destabilizing to apply the density targets throughout such a broad area (i.e. a 500 m radius). Its application must not comprise the preservation of existing stable neighbourhoods and that the density requirements would only apply within the area defined as the Station Area, through a joint Upper and Lower Tier municipal planning process (e.g. MCR, Official Plan).

All Plans – The Entire Legislative/Regulatory Framework Related to Climate Change Needs to be articulated along with the role of Growth Plan, the Greenbelt Plan and the ORMCP

The Province has recently released a number of policy documents that speak to climate change and its associated issues. The revised Provincial Plans represent part of the overall program. New policies in the Growth Plan would require municipalities to develop official plan policies to identify actions that will reduce greenhouse gas emissions and address climate change adaptation goals, aligned with the Ontario Climate Change Strategy, 2015 and Action Plan 2016-2020. Among other things, it encourages municipalities to establish interim and long-term greenhouse gas reduction targets that support provincial targets and reflect consideration of the goal of "net-zero communities" and to monitor and report on progress in meeting the targets.

Climate change is now required to be considered in all aspects of planning and managing the Agricultural System, Natural Heritage System and Water Resource System, with hydrologic and agricultural features and areas mitigating the impacts of climate change by: promoting species diversity so that natural areas are more resilient to climate change; addressing carbon sequestration by increasing above-ground biomass and improving soil condition; and improving ecological function to act as green infrastructure for stormwater management to attenuate flood conditions and promote natural stream flows.

The City, through the required Municipal Energy Plan, is already reporting on energy consumption and greenhouse gas emissions. Net-zero communities is a relatively new concept in land use planning in Ontario. They are defined, in part, as communities, "that meet their energy demand through low-carbon or carbon-free forms of energy and offsetting, preferably locally, any releases of greenhouse gas emissions that cannot be eliminated." Many questions can be raised about how this is going to be implemented.

From a municipal perspective, the Province's overall program needs to be better understood. Numerous questions have been raised by Vaughan staff involved in implementing climate change measures. These include: How do the various pieces of legislation interact and what is the role of municipalities in program delivery? A critical question is what are the financial and regulatory tools that will be available to either compel or persuade participation and to ensure program compliance? Will there be a common reporting regime or will municipalities be required to send duplicate reports or different reporting to different ministries? What will the costs be to municipalities in terms of staffing, administration and reporting? Will any additional supports be provided?

Municipalities such as Vaughan will need to arrive at a more complete understanding of the Provincial program. This will need to be followed by sufficient guidance to allow the program to be initiated. This will require further consultation with Upper Tier and Local municipalities. A recommendation has been suggested that highlights the critical need for further guidance and support in this matter.

Conservation of cultural heritage resources and inclusion of First Nations and Métis communities in planning practices.

The Province has introduced new cultural heritage resource policies into the Greenbelt Plan that protect significant cultural heritage resources, built heritage resources, cultural heritage landscapes and archaeological resources. This is consistent with the policies of the Growth Plan. The potential impacts to the cultural heritage resources shall now be assessed during the planning review process. In addition, municipalities will need to consider the Greenbelt's vision and goals in preparing archaeological management plans and municipal cultural plans in their decision-making. With the leadership of the Regional Municipality of York in this area, the City can work to implement the tasks in the archaeological management plan.

All Plans – Establishing and Implementing an Agricultural System Approach and the provision of greater diversity of non-traditional agricultural uses in agricultural areas.

The Province has now established a system based approach similar to the Natural Heritage System established in 2005, called the Agricultural System. The Province proposes to establish mapping of the agricultural system by 2018 in cooperation with municipalities and agencies. Municipalities are now also responsible for establishing strategies to protect and manage agricultural lands. City staff will require direction from the Province to assist with the implementation of the Agricultural System and associated policies which provide greater diversity in agricultural activities and practices to the broader farming community.

The assessment of impacts on agricultural lands would be required through an Agricultural Impact Assessment. It is requested that the Province provide guidance documents to assist in developing Agricultural Impact Assessment Terms of Reference, edge management or interface standards between agriculture uses and residential uses and any other criteria required to establish land use compatibility. It is requested that guidance be provided in an accelerated manner to support the Municipal Comprehensive Review

All Plans – Watershed planning is now mandated by the Province to direct growth management.

Municipalities are required to undertake mandatory watershed planning as a basis for identifying and protecting natural heritage and hydrologic features and areas and to inform decisions on growth,

development, settlement area boundary expansions and planning for water, wastewater and stormwater infrastructure. The City is requesting guidance from the Province to implement this requirement and to direct the updating of subwatershed plans.

The Greenbelt Plan identifies a range of features and approaches to be delineated and/or clarified as part of watershed planning, including: identification of key hydrologic areas (in particular, significant surface water contribution areas); more broadly, the delineation of the Water Resource System; green infrastructure and LIDs; stormwater management planning approaches; long-range infrastructure planning; informing infrastructure vulnerability; and informing water or wastewater master plans;

All Plans – Climate change actions have been incorporated throughout all aspects of the plans including the incorporation of green infrastructure and low impact development in the design of infrastructure projects.

The Province introduced the Ontario Climate Change Strategy, 2015 and Action Plan 2016-2020, which directs all levels of government to deal with the challenges of climate change. The Plans are now mandated to examine the impacts of climate change in the growth and planning of net-zero communities. The goal of net-zero communities is to meet their energy demand through low-carbon or carbon-free forms of energy and offset, preferably locally, any releases of greenhouse gas emissions that cannot be eliminated.

Climate change is now required to be considered in all aspects of planning and managing the Agricultural System, Natural Heritage System and Water Resource System. The protection of natural, hydrologic and agricultural features and areas can mitigate and reduce the impacts of climate change, such as by: promoting species diversity so that natural areas are more resilient to climate change impacts; addressing carbon sequestration by increasing above-ground biomass and improving soil condition; and improving ecological function to act as green infrastructure for stormwater management to attenuate flood conditions and promote natural stream flows.

The Province encourages the application of green infrastructure and low impact development to assist in the reduction of greenhouse gases, however, municipalities do not have the capacity and resources to manage and construct substantially more expensive infrastructure. The City would require guidance on how to manage and apply new innovative forms of infrastructure.

The Growth Plan – Major Retail uses should continue to be identified as non-employment uses

The 2006 Growth Plan identifies major retail uses as “non-employment uses”. This assists in protecting employment areas from retail incursions by requiring that such uses only be allowed through a land use conversion as part of a Municipal Comprehensive Review

Timing of the Supplementary Direction in the form of Guidance Documents will be key to the successful implementation of the Provincial Plans

The Provincial Plans provide the high level policy guidance that will shape the planning of the GGH. To assist in the implementation of the plans, the Minister of Municipal Affairs/Province will be providing supplementary direction in the form of guidance documents, which will update existing information or establish more detailed guidance in new areas. This additional clarity will assist municipalities in the preparation of their plans. The documents may address matters such as: the Built Boundary; the methodology for land needs assessment; definition of the “Prime Employment Areas; planning for priority transit corridors; the mapping of the agricultural and natural heritage systems; and guidance on watershed planning. The results of the mapping exercises are not anticipated before 2018.

Staff is concerned that the timing of the availability of the Guidance Documents may delay the City's Growth Management Update/MCR. The new policy provides that, in the absence of any necessary direction, the policies of the Growth Plan will continue to apply and that the affected policy should be

implemented to the fullest extent possible. While this provides some level of flexibility, having the guidance available throughout the MCR process is the preferred situation. A recommendation has been provided requesting that the Ministry move forward with the policy clarifications and the preparation of the Guidance Documents as soon as possible

Update on the Status of York Region Comments and Meetings on the Provincial Plan Review

The Region of York is in the process of finalizing its comments to the Province

The Region of York as the Upper Tier municipality is preparing its comments to the Province on the Coordinated Plan Review. The Region plays an integral role in the process in that it assigns the Growth Plan's Regional population and employment projections to the local municipalities based on the Growth Plan's intensification and density requirements. This information is required for the municipalities to undertake their Municipal Comprehensive Reviews.

On September 15, 2016 the Region's Committee of the Whole considered a staff report providing a status update on the Regional staff review and comments on the draft Provincial Plan amendments. It identified a series of draft recommendations in response. On September 22, 2016 Regional Council adopted a recommendation that: "Staff report to Council in October with final proposed recommendations to the Province in response to the Environmental Bill of Rights (EBR) postings...".

The follow-up report is on the Region's Committee of the Whole agenda for October 13, 2016. The resulting recommendation will go to Regional Council for ratification on October 20, 2016 in order to meet the Province's deadline date of October 31, 2016. Since this City staff communication will be proceeding to Vaughan Council on October 19, 2016 for consideration, the final position of the Region will not be available when Vaughan Council gives its final approval.

The draft recommendations of the October 13, 2016 York Region staff report are substantially consistent with the positions recommended in this communication

The Region's draft recommendations from the October 13, 2016 report are provided for Council's information as Attachment 1. They capture many of the themes identified herein. In particular, the following observations resonate in respect of defining the primary issues associated with the draft Provincial Plans:

- 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.
- Intensification and density to promote complete communities is supportable, however the proposed targets are unworkable in York Region;
- The 2041 population forecasts should not be increased to achieve the Growth Plan's proposed intensification and density targets;
- The proposed Growth Plan target increases and new targets add an unnecessary level of complexity to planning for growth and will result in a greater emphasis on 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;
- 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 Province needs to work with municipalities to determine an appropriate approach to meet the Growth Plan objectives.

Recommendation 2 c of this communication requests that the Ministry review and examine the new intensification target for Built Areas and the new target for densities in the Designated Greenfield Areas, in consideration of the planned population for the GGH, projected market forces, the delivery of infrastructure

required to enable more compact forms of development and other contextual factors in consultation with municipal representatives, for the purposes of confirming the appropriate targets.

Since the September 7, 2016 Committee of the Whole meeting staff have participated in a meeting with the Province on September 26, 2016 at the Region of York offices. Follow up communications have continued with the Province since these meetings.

Outcome of the GTHA Mayors and Chair Summit – September 30, 2016

On September 30, 2016 Hazel McCallion hosted a summit with the Greater Toronto and Hamilton Mayors and Chairs to discuss the proposed changes to the Provincial Plans. The meeting took place at York Region and was held to raise awareness of concerns with the draft amendments. At the request of Ms. McCallion, the Deputy City Manager, Planning and Growth Management was requested to present at the summit to provide a local municipal perspective.

A number of key messages resulted for consideration by the Province. These include:

- The need to assess the impact of the proposed density and intensification targets on municipalities;
- Greater certainty is required on Provincial infrastructures that are aligned to and required for growth;
- Municipalities require the necessary financial tools to build communities consistent with the Provincial objectives;
- More consultation is required with municipalities in the proposed increase in Designated Greenfield Area Density from 50 to 80 jobs/residents per hectare; and
- A clear process is required to consider boundary and land use refinements in the Oak Ridges Moraine and Greenbelt areas.

These high level positions are consistent with those previously identified in both the City's and Region's reporting on this matter.

Conclusion

This communication consolidates the recommendations of the September 7, 2013 Committee of the Whole report with the recommendations prepared in response to Council's direction of September 20, 2016 in regard to the City's position on transition, the intensification and density provisions of the draft Growth Plan and the process for evaluating proposed changes to the Greenbelt boundaries. The concerns raised by Council are valid and reflect past City positions. The recommendations contained in Recommendation 1 specifically advise that Council does not support the approval of the Plans, as currently drafted, unless these issues have been addressed.

Foremost, the intensification targets within the Built Area and the density requirements in the Designated Greenfield Areas require further scrutiny. The outcome of applying the policy numbers should be confirmed, not only in terms of achieving the population targets, but also in terms of urban form, mix of housing types, market acceptability and community vision and character. In addition the key messages emerging from the September 30, 2016 GTA Mayors and Chairs summit echo these concerns. These concerns are widely held and have been addressed in detail in the Region's reporting. These parameters should be revisited in consultation with the Regional Municipalities and be amended as appropriate.

Therefore it is recommended that this communication be forwarded to the Ministry of Municipal Affairs as the City of Vaughan's comments on the proposed amendments to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan.

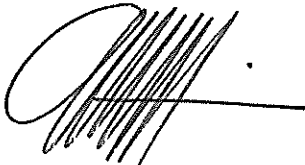
Attachments

1. The Regional Municipality of York, Committee of the Whole, Planning and Economic Development, October 13, 2016: Draft Provincial Plan Amendments Regional Submission, "Proposed Recommendations in response to the Proposed Plan Amendments, Recommendations Carried Forward and Adapted from May 2015" Attachment 1.

Report prepared by:

Roy McQuillin, Director of Policy Planning and Environmental Sustainability, ext. 8211

Respectfully submitted,

A handwritten signature in black ink, consisting of a large, stylized 'J' followed by several vertical strokes and a horizontal line extending to the right.

JOHN MACKENZIE
Deputy City Manager
Planning and Growth Management

/lm

Recommendations Carried Forward and Adapted from May 2015

It is recommended that 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).

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

Accommodating Growth

It is recommended that the Province:

13. Meet with York Region staff to fully understand the implications of the proposed intensification and density targets; specifically that they are not unattainable within the context of York Region's forecasted 2041 population of 1.79 million (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

It is recommended that 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

It is recommended that 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 transportation infrastructure, including municipal rapid transit corridors and stations, required to accommodate growth to 2041 (new recommendation).

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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

It is recommended that 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

It is recommended that 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

It is recommended that 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

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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

It is recommended that 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).