

**CITY OF VAUGHAN**

**EXTRACT FROM COUNCIL MEETING MINUTES OF SEPTEMBER 20, 2016**

Item 19, Report No. 31, of the Committee of the Whole, which was adopted without amendment by the Council of the City of Vaughan on September 20, 2016.

*Regional Councillor Di Biase declared an interest with respect to this matter insofar as it relates to Block 27, as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.*

**19**

**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**

**The Committee of the Whole recommends:**

- 1) That this matter be referred to staff for appropriate modifications in light of all 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;**
- 4) That the deputation of Ms. Lauren Capilongo, Malone Given Parsons Ltd., Renfrew Drive, Markham, be received; and**
- 5) That the following Communications be received:**

**C25 Mr. Don Given, Malone Given Parsons Ltd., Renfrew Drive, Markham, dated September 6, 2016; and**

**C26 Mr. Don Given, Malone Given Parsons Ltd., Renfrew Drive, Markham, dated September 6, 2016.**

**Recommendation**

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

- 1. That 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*, 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:**

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- a. That the Province clarify intended outcomes through both clearer policy in the final amendments and the preparation and issuance of Supplementary Direction, in the form of policy Guidance Documents at its first opportunity; 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. That the Ministry 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. That the Ministry 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. That 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;

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- f. That 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. That, 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 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
- 2. 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;
  - 3. That this report be forwarded to the Regional Municipality of York and the Members of Provincial Parliament representing the City of Vaughan for information purposes; and
  - 4. That staff continue to review the plans and consult with other affected stakeholders and where warranted, prepare follow-up comments for Council’s consideration, in advance of the new submission deadline date of October 31, 2016.

#### **Contribution to Sustainability**

The updated Growth Plan for the Greater Golden Horseshoe, along with the Greenbelt and the Oak Ridges Moraine Conservation Plans, once approved, will guide the City’s long-term growth and development to 2041. This will affect the City’s forthcoming Growth Management Strategy Update/Municipal Comprehensive Review, as the resulting product (an updated Vaughan Official Plan 2010 and Master Plans) will need to conform to the new Growth Plan. The *Green Directions Vaughan*, Community Sustainability and Environmental Master Plan recognized the important role that the Growth Management Strategy plays in achieving the City’s sustainability objectives. Specific policies were included in *Green Directions* to provide for the completion of the Growth Management Strategy to 2031 and its subsequent renewal (now to 2041), as set out in the following policies.

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**Objective 2.1:** To achieve sustainable growth and development by completing Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031, and by ensuring that the strategy is subject to periodic review and renewal;

**Action 2.1.1** In accordance with the requirements of the Strategic Plan, Vaughan Vision 2020, complete and implement Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031. Such a strategy will fulfill the requirements for an Integrated Community Sustainability Plan. The strategy will be prepared in accordance with the requirements of the Places to Grow plan and will be in conformity with the Region of York Official Plan. The Consolidated Growth Management Strategy will be composed of the following elements:

- *Green Directions Vaughan*, the City's first Community Sustainability and Environmental Master Plan;
- The new Official Plan;
- The Transportation Master Plan;
- The Drainage and Stormwater Master Plan;
- The Employment Sectors Strategy;
- The Fire and Rescue Services Master Plan;
- The Parks, Recreation, Facilities and Libraries Master Plan;
- The Long Range Financial Plan

**Action 2.1.2** Review the City's Growth Management Strategy at five-year intervals concurrent with the statutory five-year review of the Official Plan and such review shall be coordinated with the periodic review of the Strategic Plan.

**Action 2.1.3** At the time of initiating the review referred to in 2.1.2. develop a comprehensive framework for reviewing the strategy. This will include the evaluating and updating where necessary, of the plans cited in 2.1.1.

Council provided direction to proceed with the Growth Management Strategy/Municipal Comprehensive Review through a resolution on November 17, 2015.

#### **Economic Impact**

There are no economic implications resulting from this response to the proposed changes to the Growth Plan. However, it is possible that the City may incur additional costs in undertaking the City's Municipal Comprehensive Review and the Growth Management Plan update as a result of changes to the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. The City is already incurring significant costs, including attendance at Ontario Municipal Board (OMB) hearings, to implement the Provincially endorsed VOP 2010 which was prepared in response to the 2006 Growth Plan and continues to be the subject of multiple areas specific and site specific appeals.

The November 17, 2015 report to Council identified the main components of the Growth Management Update and Municipal Comprehensive Review and their projected costs. The estimated costs, by study, were set out as follows.

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<b>Review/Master Plan</b>	<b>Budget</b>	<b>Taxation</b>	<b>Engineering DCs</b>	<b>General DCs</b>
Municipal Comprehensive Review/ Five Year Official Plan Review	<b>\$1,623,110</b>	\$162,310	-	\$1,460,800
Green Directions Vaughan	<b>\$48,925</b>	\$4,890	-	\$44,035
Transportation Master Plan	<b>\$473,800</b>	-	\$473,800	-
Active Together Master Plan	<b>\$138,588</b>	\$13,859	-	\$124,729
Water and Sewer Master Plan	<b>\$296,400</b>	-	\$296,400	-
Storm water/Drainage Master Plan	<b>\$296,200</b>	-	\$296,200	-
Development Charges Study	<b>\$475,000</b>	\$23,750	\$237,500	\$213,750
2018 Engineering DC Background Study Update	<b>\$177,700</b>	-	\$177,700	-
Employment Sectors Strategy Study	<b>\$110,000</b>	\$10,000	-	\$100,000
<b>TOTAL</b>	<b>\$3,639,723</b>	<b>\$214,809</b>	<b>\$1,481,600</b>	<b>1,943,314</b>

On December 15, 2016 Council approved the City's 2016 Capital Budget. The studies identified above were funded in the 2016 Budget, except for the work on the Employment Sectors/Economic Development Strategy, which will be considered in the 2017 Capital Budget process.

Once the amendments to the Provincial Plans are approved, the requirements for the Municipal Comprehensive Review will be amended to reflect the policies of the new Plans. The need for additional resources will be assessed and accommodated through additional budget allocations, responding to such considerations as the availability of in-house management capacity, changes in scope or timing and the need for consulting services.

#### **Communications Plan**

This report and Council minutes will be forwarded to the Ministry of Municipal Affairs, as specified in the May 10, 2016 posting on the Environmental Registry, the Region of York and the Members of Provincial Parliament that represent the City of Vaughan. The deadline for submissions was originally set for September 30, 2016. On August 10, 2016 the submission date was changed to October 31, 2016.

#### **Purpose**

The purpose of this report is to:

- Identify, review and provide recommended responses to the Ministry of Municipal Affairs on the proposed changes to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan for the consideration of Council;
- Obtain direction from Council to forward the Council approved responses to the Ministry as the City's position on the proposed amendments to the Provincial Plans; and
- Request that the Ministry of Municipal Affairs take the City's responses into consideration when finalizing the amendments to the Provincial Plans.

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**Background - Analysis and Options**

Executive Summary

This report sets out the proposed amendments to the Provincial Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan for the purposes of preparing recommended responses for the consideration of Council. The report addresses the following matters as the basis for the recommendations provided above.

- The Origin of the Provincial Coordinated Plan Review;
- An Overview of the Proposed Amendments to the Growth Plan for the Greater Golden Horseshoe, The Greenbelt Plan and the Oak Ridges Moraine Conservation Plan;
- A Review of the Major Policy Changes and their Implications;
- The implications of the recommendations of the Provincial Coordinated Plan Review;
- The Need for Supplementary Direction in the form of Guidance Documents;
- Implications of the Proposed Changes to the Provincial Plans on the City's Current Planning Processes and Future Operations;
- The conclusions leading to the staff recommendations.

The Origin of the Provincial Coordinated Plan Review

***The Provincial Plan Coordinated Review Commenced in February of 2015***

Authority to prepare Provincial Plans is provided by the *Planning Act*. The Region of York and the City of Vaughan are subject to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. Together the plans are intended to provide direction on how to accommodate growth in a sustainable way that uses land more efficiently and protects resources, while distinguishing between urban and rural areas. They support compact development, an integrated transportation network, the creation of complete communities, the efficient use of infrastructure and continued prosperity and economic competitiveness. The VOP 2010 was prepared to comply with these plans.

Periodic review of these plans is mandated by their respective enabling legislation. It was the decision of the Province that the subject plans be reviewed comprehensively. On February 27, 2015 the Ministry of Municipal Affairs and Housing initiated the review. Notice of a 90-day public review period was posted on Environmental Registry with May 28, 2015 set as the deadline for the submission of comments.

The focus of the review was on how the plans can better achieve six goals:

- Protecting agricultural land, water and natural areas;
- Keeping people and goods moving, and building cost-effective infrastructure;
- Fostering healthy, livable and inclusive communities;
- Building communities that attract workers and create jobs;
- Addressing climate change and building resilient communities;
- Improving implementation and better aligning plans.

***Further Public Consultation took place through the work of the Advisory Panel on the Coordinated Plan Review***

In addition to the request for comments posted on the Environmental Registry, the Province appointed an Advisory Panel to inform the review. The role of the panel was to provide

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consensus based recommendations to the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry on ways to amend and improve the Plans. This work included 17 Town Hall meetings held across the Greater Golden Horseshoe and consideration of submissions and briefings from the public, stakeholders and municipalities.

On December 7, 2015 the Advisory Panel released its report entitled *Planning for Health, Prosperity and Growth in the GGH-2041*. The report contained a total of 87 recommendations. The panel concluded that there were signs of progress toward more effective growth management but that there were also signs that the existing policy framework needed to be strengthened.

The Panel's recommendations were organized around a number of themes including: Building Complete Communities; Supporting Agriculture; Protecting Natural and Cultural Heritage; Providing Infrastructure; Mainstreaming Climate Change; and Plan Implementation.

***The City provided comments on the Coordinated Plan Review in response to the February 27, 2015 posting on the Environmental Registry***

On May 19, 2016 Council approved a series of comments, recommendations and resolutions for consideration and action by the Province, when conducting the Coordinated Plan Review.

In summary Council approved:

- A request for the Region and Province to examine the details of three requests for amendments to the Oak Ridges Moraine Conservation Plan as part of the Plan Review process; and that the Province confirm the requirements for proceeding with such amendments and enshrine the requirements in legislation or regulation to allow for their consideration at the time of a Municipal Comprehensive Review;
- A set of comments and recommendations to be submitted to the Province as Vaughan's response to the Phase 1 public consultation process of the Coordinated Plan Review and that they be taken into consideration when preparing any resulting amendments to the plans, for further consideration in Phase 2;
- A request that the Province consider a number of Landowners' requests for Plan amendments as part of the Provincial Plan Review;
- A request that the Province provide for a minimum 180 day review and comment period for the Stage 2 consultation process;
- Notification of the Region and the Province that it supported a site specific redesignation of lands within the Oak Ridges Moraine Conservation Plan Area from "Countryside" to "Settlement";
- A request that the Region and Province establish a defined process to permit adjustments to the Greenbelt Plan boundaries through OPAs adopted by Local and Regional Councils; and that the Province and the Region consider expanding the uses permitted within the Greenbelt to include uses such as active public parks and public stormwater management facilities.

***The City's comments on the Provincial Plan Review focused on desired outcomes not individual policies***

The approach taken was to target outcomes and not individual policies, recognizing that the solutions may or may not be confined to one plan or an individual policy. With the City identifying a clearly articulated outcome, the Province could modify an individual plan or multiple plans or put in place a set of policies or procedures to address the issue. The objective of the comments was to encourage the Province to improve and update the Plans to create a cohesive set of documents that address the issues that are affecting the City of Vaughan in particular and the Greater Golden Horseshoe in general. The comments are summarized below.

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- The need to develop more consistency and cohesion between the Plans, including the Metrolinx Regional Transportation Plan, from an administrative and operational perspective, which could include the creation of an integrated Office for the Planning of the Greater Golden Horseshoe;
- The need for the Province to develop a process with transparent and detailed criteria for the review of Greenbelt Plan boundaries; and provide for a review of the southern boundary of the Oak Ridges Moraine Conservation Plan;
- Provincially led coordination and cooperation among infrastructure proponents, including private and public providers should be required to maximize efficiency of the planned corridors (GTA West Corridor) and minimize land consumption. This could be similar to the Parkway Belt West Plan but with a modified administrative structure;
- Where major infrastructure projects impact Greenbelt, Oak Ridges Moraine or Natural Heritage features, compensation measures should be required;
- The need to improve the ability to identify and protect strategic employment lands;
- Support should be provided to direct public facilities (such as schools, transit stations, hospitals, etc.) to co-locate in hubs, in a more compact urban form, especially in urban intensification areas;
- Mechanisms and tools established through changes to other acts, regulations, and processes, will need to occur to ensure that infrastructure funding will be available to support the objectives of the Plans;
- The need to preserve the “Whitebelt”, except where the preservation of natural heritage features merits consideration, for the expansion of the Greenbelt and maintaining an appropriate agricultural presence at the Urban Fringe;
- Protection and inclusion of Urban River Valleys to grow the Greenbelt (e.g. portions of the Humber and Don Rivers) particularly where these are owned or controlled by public bodies;
- Ensuring that Employment Density Targets do not prejudice certain strategic uses; and
- Ensuring the timely implementation of a monitoring program for the Provincial Plans.

***Landowner requests for adjustments to the Provincial Plans were also identified and the nature of each request was described.***

A number of landowners requested that adjustments be made to the Plans to provide for amendments that would either result in greater development rights on their properties or establish a process that would lead to such a policy change. At the time of writing (May 2015) thirteen requests were known to the City and the Region

It was recommended that the Province be requested to evaluate the landowners' proposed amendments in the context of the Coordinated Plan Review. The landowner requests were generally summarized as follows:

- Wishes to maintain status under the “Whitebelt” and for a modification to the Greenbelt Plan to permit modifications to the boundaries of the Plan outside of the 10 year review: Two Respondents.
- Intends to submit an application to amend the Greenbelt boundaries subject to any studies required by the municipalities or the Province: Two Respondents.
- Intends to submit an application to amend the Oak Ridges Moraine Conservation Plan boundary subject to any studies required by the municipalities or the Province: One Respondent.
- To further boundary adjustments in the Greenbelt Plan, the Plan be amended to permit a process where the boundary limits (or policies) could be adjusted by way of the 10 year review or in between. A generally identified suggestion was that it be by way of, or like, a municipal planning process: Five respondents.



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- Request for Council support for Oak Ridges Moraine Conservation Plan redesignation and policy amendments: One Respondent.
- Request for an amendment to the Oak Moraine Conservation Plan to permit site specific use exceptions, subject to criteria: One Respondent.

Since that original reporting, it is understood that additional submissions have been made directly to the Province from Vaughan landowners and other stakeholders. In addition, Staff have communicated the concerns of landowners, raised areas where technical adjustments should be considered and suggested potential additions of currently environmentally sensitive areas in public ownership as part of an expanded Greenbelt plan.

#### ***The Ministry of Municipal Affairs is implementing a process to further evaluate proposed site specific changes that were received through the Coordinated Plan Review***

While two changes were proposed in Vaughan (recognition of the OMB decision for Block 47 and the addition of Urban River Valley Area to the lower reaches of the Humber and Don Rivers) specific processes have not been detailed in policy to address other potential or requested changes to the plans. However, the Province is evaluating proposed changes that originated with the Coordinated Plan Review. It will be conducting its work throughout the autumn of 2016. The proposal will be evaluated against the policies of the PPS, the pertinent Plan and the original methodology used to identify the boundary. Ultimately, it will report to Cabinet with recommendations as to whether any boundary changes are warranted. This is not expected before the first quarter of 2017.

#### **Overview of the Proposed Amendments to the Growth Plan for the Greater Golden Horseshoe, The Greenbelt Plan and the Oak Ridges Moraine Conservation Plan: Process and Content**

##### **The Process was Based on a Number of Common Themes**

#### ***On May 10, 2016 the Province released the drafts of the amended Growth Plan, Greenbelt Plan and Oak Ridges Moraine Conservation Plan for public comment***

The amended plans were posted on the Environmental Registry with a deadline date of September 30, 2016 for providing comments to the Province, prior to finalization. On August 10, 2016 the commenting deadline was extended to October 31, 2016. The Province had signaled its intent to have the amended plans approved by the end of 2016.

#### ***Eight Policy Themes Underpin the Coordinated Plan Review***

It was the intention of the Coordinated Plan Review that the Provincial Plans function collectively to manage growth, provide for complete communities, support economic development and protect the natural environment. To this end, eight overarching themes were introduced to provide guidance to ensure that all the plans are aligned around specific policy objectives. These include:

- Building Complete Communities;
- Supporting Agriculture;
- Protecting Natural Heritage and Water;
- Growing the Greenbelt;
- Addressing Climate Change;
- Integrating Infrastructure;
- Improving Plan Implementation;
- Measuring Performance, Promoting Awareness and Increasing Engagement.

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***A number of Number of Common Amendments are proposed to the Provincial Plans***

A number of key amendments have been identified. Given the desire to coordinate the broader planning regime some are common to all of the Plans. These include:

Amendments Common to All Plans

- The requirement for Provincial mapping of a Greater Golden Horseshoe Agricultural System to be protected over the long term;
- Alignment with the Provincial Policy Statement for consistency in approach and definitions;
- Requirement for climate change to be considered in the planning and managing of growth, agriculture and natural heritage protection;
- Encouragement of complete communities and community hubs in all settlement areas;
- Requirement for the integration of infrastructure planning with land use planning.

The Proposed Growth Plan for the Greater Golden Horseshoe

***The Proposed Growth Plan (May, 2016 draft) is Structured Around Nine Sections***

The Growth Plan consists of policy sections, non-policy contextual commentary, definitions, schedules and appendices, which are set out as follows:

- Section 1: Introduction;
- Section 2: Where and How to Grow;
- Section 3: Infrastructure to Support Growth;
- Section 4: Protecting What is Valuable;
- Section 5: Implementation and Interpretation;
- Section 6: Simcoe Sub Area;
- Section 7: Definitions;
- Section 8: Schedules;
- Section 9: Appendices.

***A number of Key Amendments to the Growth Plan Have Been Proposed***

The amended Growth Plan does not represent a complete rewriting of the current plans, but there are substantial changes that warrant identification and comment. These amendments are set out below.

- A requirement for a minimum of 60% intensification increased from 40% (percentage of annual residential growth directed to the built-up area, with “Prime Employment Areas excluded from the density calculation);
- A requirement that the Designated Greenfield Area density requirement of 50 residents and jobs per hectare be increased to 80 residents and jobs per hectare;
- Yonge Street between Highway 7 and Finch Avenue is no longer identified as a priority area for higher order rapid transit;
- The introduction of “Strategic Growth Areas” and a requirement to establish minimum density requirements therein;
- A requirement for minimum densities around transit stations or stops (subways 200; LRT/BRT 160; RER/GO 150 persons-jobs/ha);
- The planning and zoning for “Priority Transit Corridors” is prioritized;
- “Prime Employment Areas” are defined for protection through the Upper Tier Official Plan;

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- Settlement Area expansions will now be subject to the following:
  - Demonstration of life cycle financial viability of infrastructure and public facilities;
  - Completion of water master plans based on watershed planning;
  - Completion of stormwater master plans based on watershed planning;
  - Compliance with the Minimum Distance Separation formula.
- No conversion of Prime Employment Land to non-employment uses will be permitted, even at the time of a local or upper tier Municipal Comprehensive Review. Conversion from Prime Employment to other employment uses, and other employment uses to non-employment can be considered through an MCR;
- The Province will establish a common methodology for assessing land needs;
- The municipalities are to identify and protect the Natural Heritage System in accordance with provincial mapping and methodology;
- More direction is provided in regard to mandatory watershed planning;
- Green infrastructure and Low Impact Development is encouraged;
- Infrastructure and transit planning is to consider climate change and contribution toward greenhouse gas emission targets;
- There is a requirement for incorporating climate change policies into Official Plans;
- A stormwater management section has been added;
- Recognition that the planning horizon has been extended to 2041.

#### The Proposed Greenbelt Plan

#### ***The Proposed Greenbelt Plan (May, 2016 draft) is Structured Around Six Sections***

The Greenbelt Plan consists of policies, descriptions and contextual commentary as well as definitions, schedules and appendices, as set out below.

Section 1: Introduction;  
Section 2: The Greenbelt Plan;  
Section 3: Geographic Specific Policies in the Protected Countryside;  
Section 4: General Policies in the Protected Countryside;  
Section 5: Implementation;  
Section 6: Urban River Valley Policies;  
Definitions;  
Schedules and Appendices.

#### ***A number of Key Amendments to the Greenbelt Plan are Have Been Proposed***

The proposed amendments to the Greenbelt Plan address the following areas.

- New policies are added to support and enhance agricultural viability;
- New requirements are added to provide for Agricultural Assessments;
- Settlement Areas outside the Greenbelt are not permitted to expand into it, but Towns and Villages are permitted moderate expansions, subject to criteria in the Growth Plan, through an MCR;
- Policies provide support for local food availability and urban and near urban agriculture;
- Growing the Greenbelt includes river valleys and the Greenbelt may be expanded in the future without support from affected municipalities;
- Greenbelt settlement areas are to include the goal of becoming 'net-0" or low carbon;
- An agricultural systems approach is taken, with flexibility to support agricultural, agricultural-related and on farm diversified uses to reflect an evolving agricultural and rural economy;

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- Technical adjustments to harmonize the boundary of the protected countryside of the Oak Ridges Moraine Conservation Plan as determined by the 245m elevation contour;
- Watershed scale planning is required;
- An exemption for agricultural buildings or structures from natural heritage or hydrological evaluations while ensuring that the impacts are minimized by way of criteria;
- Soil re-use strategies and best practices for managing excess soil or fill;
- A policy has been deleted permitting minor rounding out of Towns/Villages or Hamlets;
- New policies are included clarifying that only publicly owned lands are subject to the policies of the Urban River Valley Designation.

#### The Proposed Oak Ridges Moraine Conservation Plan

#### ***The Proposed Oak Ridges Moraine Conservation Plan (May, 2016 draft) is Structured Around Five Parts***

The Oak Ridges Moraine Conservation Plan is not like the other Provincial Plans, being an Ontario Regulation (O.Reg 140/02). The Plan's format and structure follows that of a regulation and the wording is meant to be clear and unambiguous. The area subject to the Plan is shown on the Land Use Designation Map. The Plan consists of five parts, which form the regulatory portion. The Introduction and Implementation Sections are part of the Plan but not part of the Regulation.

Introduction Section;

Part I: General

Part II: Land Use Designations;

Part III: Protecting Ecological and Hydrological Integrity;

Part IV: Prescribed Provisions;

Implementation

#### ***A number of Key Amendments to the Oak Ridges Moraine Conservation Plan Have Been Proposed***

Significant amendments to the Plan include:

- A new goal for net-zero communities;
- The preservation of cultural heritage resources are provided for within the Plan area;
- The Plan's agricultural policies are aligned with 2014 Provincial Policy Statement;
- The agricultural related uses are no longer required to be small scale, but must be compatible with the surrounding areas;
- Policies to address the need to ensure the sustainable use of water;
- Policies regarding Watershed Planning include additional criteria for evaluating impacts including the assimilative capacity of the watershed to deal with sewage disposal and to assess climate change impacts on water, wastewater and stormwater management systems;
- Developments are to strive to reduce greenhouse gas emissions;
- It provides that municipalities are to ensure that new and expanded infrastructure is supported by studies that include green infrastructure and assess actions to reduce greenhouse gas emissions and adapt to climate change;
- Clarification of the treatment of land once the 245 m contour is confirmed, i.e. if not contiguous with the Greenbelt Plan, lands outside of the contour would not be part either the Greenbelt Plan or the Moraine Plan;

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A Review of the Major Policy Changes and their Implications

***There are a number of policy changes to the Growth Plan, Greenbelt Plan and the Oak Ridges Moraine Conservation Plan and it is important to highlight those of greater significance***

In reviewing the amendments to the Provincial Plans a number of the policy changes were identified as representing a significant departure from the current Plans and being worthy of more detailed discussion. Some apply specifically to an individual plan and others affect more than one of the plans.

*The Growth Plan – Land Budget and Density: An Increase to the Intensification Target Has Been Proposed*

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;
- 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 possibly affecting the affordability of this type of housing stock;
- Adjustments to the approval process should be undertaken to minimize OMB appeals and expensive hearings;
- Recently, 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 Growth Plan – Land Budget and Density: An Increase to the Density in the Designated Greenfield Area Target Has Been Proposed*

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.

- 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

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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) 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 par with intensifications 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. They may be unprecedented at the periphery of the urban boundary; and
- Without transition provisions being applied, in progress Studies would have to be revisited resulting in additional time and resource requirements.

*The Growth Plan – 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. The density increases in the DGA will need to be addressed. 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.

*The Growth Plan – Clarity is Required on Transition Provisions*

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. 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.

*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 these locations. 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,

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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 for these areas. This 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 distinctions 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 rapid service is available (the Finch Terminal) or planned for construction (Yonge St. Viva BRT Service north of Highway 7)

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 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. 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

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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.



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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 would 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 is now required through an Agricultural Impact Assessment. Staff has requested that the Province provide guidance documents such as Agricultural Impact Assessment Terms of Reference, edge management or interface guidelines between agriculture uses and residential uses and, criteria to establish land use compatibility. Staff is requesting that guidance be provided in an accelerated manner to support the Municipal Comprehensive Review

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*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 direct the update 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: 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; informing a water or wastewater master plan; etc.

*All Plans – Climate change actions have been incorporated throughout all aspects of the plan 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 City agrees with 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 for City projects.

Supplementary Direction and Guidance Documents

***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

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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 proceeding with 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.

Implications of the Proposed Changes to the Provincial Plans on the City's Current Planning Processes and Future Operations

***The Region of York's Municipal Comprehensive Review and the City of Vaughan Growth Management Strategy Update (GMSU)/Municipal Comprehensive Review (MCR) will be substantially delayed by the Provincial Coordinated Plan Review***

As reported in June of 2016, the most critical impacts on the GMSU and MCR originate with the changes to the Growth Plan. The Region of York had already initiated its Municipal Comprehensive Review, based on the 2006 Growth Plan and Amendment 2 thereto, and had reported to Regional Council in November of 2015 on a preferred development scenario and land budget to accommodate population and employment growth to 2041.

The City's initial planning for the GMSU and MCR has also been based on the policy direction of the in-effect Growth Plan. However, if approved by the Province, the proposed changes to the Growth Plan will have significant policy impacts for the Region and City, which may affect both the location and character of growth reaching out to 2041.

Clarity in these matters, including the targets and transition provisions, will be a key to the success of the City's GMSU and MCR. Clear policy direction, including more certainty over the status of the GTA West Corridor EA which is currently on hold, is required to inform the City's immediate work to understand the implications of the policy changes. Clarity is required so the City can work with the Region, to advance the background work and consulting procurement process to move forward with the MCR. Without clarity on the proposed amendments and the early provision of guidance documents, Council's direction to have the outcome of the MCR available for consideration in the first quarter of 2018 is unattainable.

The Province has requested comments by September 30, 2016 on the proposed amendments to the Provincial Plans and is targeting final approval by the end of 2016. On August 10, 2016 the submission date was extended to October 31, 2016. This will probably result in the approval of the Plans not taking place until the first quarter of 2017. Should the significant changes, now being proposed to the Growth Plan and other Plans, be approved, further analysis will be required by York Region. The product of this work would have to be approved by York Region Council and developed into policy that would be reflected in the updated Regional Official Plan. This process may now extend beyond the first half of 2017. The result of the Region's MCR will be a key input into the City's MCR process and is a project dependency.

To the extent that the process can be predicted, the earliest that the City may be able to adopt an implementing official plan amendment emerging from the MCR would probably be the latter part of 2019, assuming resource, budget and timing risks can be effectively managed.

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***Costs to the City of Preparing the Growth Management Strategy Update/Municipal Comprehensive Review may escalate as a result of changes to the Provincial Plans***

The approved 2016 Capital Budget (See Economic Impact section) established the budget for a large portion of the GMSU/MCR work. The underlying cost estimates were based on the assumption that this would be a relatively minor 5-year updating of the current VOP 2010 and the associated Master Plans, based on the scenarios emerging from the Region's MCR work.

Until the amended plans are approved by the Province, the financial implications cannot be fully investigated. Based on the draft changes, additional work may be anticipated as a result of several policy directions. These include: The need to accommodate greater intensification; the number and breadth of policy changes; the introduction of new concepts such as climate change mitigation and resiliency; the emerging importance of community hubs; the changes to the employment area policies; and the need for integrated infrastructure planning, asset management plans and life-cycle costing as part of the growth management process.

Once the Provincial Plans are approved, the budget impacts can be reassessed. The current budgets are satisfactory to initiate work, but Additional Resource Requests (ARRs) may be required to fully address the new issues.

***Implementing the new requirements may have on-going cost implications in regard to staffing, new business functions and processes including monitoring and reporting***

As noted above, the new Provincial Policies have the potential to expand the range of matters that must be addressed in undertaking its planning exercises. Through the City's implementation measures (i.e. the GMSU/MCR) new operational responsibilities and processes may be identified to respond to the requirements of the Provincial Plans.

One measure that will need to be addressed will be the requirement for monitoring and reporting on outcomes. For example, Policy 5.2.6 of the Growth Plan provides for the Minister to develop a set of performance indicators. Municipalities will be required to report in accordance with the standards and guidelines issued by the Minister, for the purpose of demonstrating progress in the implementation of the Plan.

Much of this responsibility for monitoring and reporting will fall within the jurisdiction of the Planning and Growth Management portfolio. There will be the need to develop the in-house processes to respond to these and other related responsibilities like supporting and monitoring the City's planning and development processes. This will entail acquiring and retaining the necessary data, developing the processing analytical expertise, supported by robust mapping and geomatics systems, which will allow for the timely production of the required information. This capability should be developed concurrently with the preparation of the City's GMSU/MCR and be the foundation for a broader Corporate strategy.

**Relationship to the Term of Council Service Excellence Strategy Map (2014-2018)**

The Provincial Plans will have a material effect on the City's growth and development through their influence on the Official Plan and related growth management plans and policies. The most direct impact is on the Term of Council priority to "Update the Official Plan and supporting studies". The influence of the Provincial Plans also extends into a number of other priorities, including: "Invest, renew and manage infrastructure and assets"; "Attract investment and create jobs"; "Create and manage affordable housing options"; and "Continue to cultivate an environmentally sustainable city". Therefore, it is important for the City to be aware of changes to the Provincial planning regime and provide comments if warranted.

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#### **Regional Implications**

The Region of York is actively involved in the review of the Provincial Plans. A preliminary report on the 2016 Draft Policy Amendments to the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan was considered by Regional Council on June 23, 2016. Regional Council adopted a resolution expressing concern with the increase in the Growth Plan's density and intensification targets. Regional Council also directed that its staff consult with local municipalities on the proposed Provincial Plan amendments and report back to Council in September of 2016 with a detailed analysis of the amendments and a draft response to the Ministry of Municipal Affairs regarding the proposed plan amendments.

#### **Conclusion**

The proposed Growth Plan, in combination with the amendments to the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan, address many of the important planning issues currently facing the Greater Golden Horseshoe. The challenges of accommodating rapid population and employment growth, while meeting the triple bottom line objectives of creating vibrant communities, a healthy environment and a strong and competitive economy cannot be overestimated.

Finding the correct balance will be essential and it is anticipated that numerous stakeholders, from a variety of sectors, will be providing their input into the finalization of the Provincial Plans. From the perspective of a local municipality operating in a Regional framework, the revised Plans are supportable, subject to a number of caveats.

Foremost, the intensification targets within the Built Area and the density requirements in the Designated Greenfield Areas require further scrutiny. It is not entirely clear what the implications 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 parameters should be revisited in consultation with the Regional Municipalities and be amended as appropriate.

The amended Plans also impose more obligations on the City in a number of areas, such as climate change mitigation, monitoring and reporting, the integration of land use and infrastructure planning, identification and preservation of priority employment lands, the need for asset management plans and life cycle accounting in planning for new growth and introduction of strategic growth areas and priority transit corridors. Many reflect directions that the City is currently pursuing and may be seen as part of the evolution of planning in an increasingly complex urban region. As such, these changes are largely supportable.

The timing of the Provincial approvals will have the effect of delaying the City's Growth Management Strategy Update/Municipal Comprehensive Review. In addition, the new policies may well affect the cost of the City's GMSU/MCR and may result in implementation costs to the City in the form of new processes, additional staffing and expertise. The extent of these impacts can only be definitively assessed with the final approval of the Plans and the availability of the pertinent Guidance Documents that will emerge after approval.

Therefore it is recommended that this report be forwarded to the Ministry of Municipal Affairs as the City of Vaughan's initial comments on the proposed amendments to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. With the extension of the commenting deadline to October 31, 2016, staff will continue to review the Plans and consult with other stakeholders. If the outcome of the further review is warranted, a follow-up report will be prepared for Council consideration, with further comments for the Ministry's review and action.

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**Attachments**

Not applicable.

**Report prepared by:**

Roy McQuillin, Director of Policy Planning, ext. 8211  
Ruth Rendon, Senior Planner – Environment, ext. 8104

*Regional Councillor Di Biase declared an interest with respect to this matter insofar as it relates to Block 27, as his children own land in Block 27 given to them by their maternal Grandfather and did not take part in the discussion or vote on the matter.*

September 6<sup>th</sup>, 2016

**Mayor Maurizio Bevilacqua and Members of Council**  
Vaughan City Hall  
2141 Major Mackenzie Drive  
Vaughan, ON  
L6A 1T1

MGP File: 14-2314

Via email to City Clerks [Clerks@vaughan.ca](mailto:Clerks@vaughan.ca)

c 25
Communication
CW: <u>Sept 7/16</u>
Item: <u>19</u>

Dear Mayor Bevilacqua and Members of Council,

**RE: Development Services Committee – September 6<sup>th</sup>, 2016**

**Agenda Item #19: Co-ordinated Land Use Planning Review: Response to Proposed Changes  
The Growth Plan, Greenbelt Plan and Oak Ridges Moraine Conservation Plan, (File #16.30)  
Block 41, City of Vaughan**

Malone Given Parsons Ltd. is the land use planning consultant for the Block 41 Landowners Group. Block 41 is one of two New Community Areas identified in the City of Vaughan's Official Plan 2010, which are to accommodate growth up to the 2031 planning horizon. These lands are currently the subject of a City-lead study and planning process to support preparation and approval of Secondary Plans that will enable development for a range of urban uses.

**Greenbelt Boundary & Site Specific Technical Adjustments:**

We support the staff recommendation h. **"that technical mapping corrections, including those related to site specific requests, be made prior to finalizing the plan amendments and schedules."** Further, we request that the City of Vaughan obtain clarity from the Ministry of Municipal Affairs (MMA) regarding the Greenbelt Plan boundary refinement process.

We are very concerned with the status of the Ministry's review of site specific requests for modifications to the Greenbelt boundary. We understand from the MMA website page entitled **"Response to Site Specific Requests"** that the Ministry is *"...obtaining detailed technical information from municipalities, conservation authorities and landowners to determine if further refinements are required to achieve the natural heritage protection objectives of the Greenbelt. This will also help [MMA] determine impacts on specific properties. If any minor changes are considered necessary, the province will consult again."*

Currently it is very unclear if there is in fact a formal process to review the Greenbelt boundaries and if so, what that process is. As this is the 10-year review of the Greenbelt Plan, there must be an open and transparent process put in place to review boundaries and make refinements to reflect prior inaccuracies or lack of detailed environmental analysis and ground truthing.

Much of the Block 41 Lands are located within the Greenbelt Boundary, some of which do not comprise natural heritage features and warrant removal from the Greenbelt Plan. There must be a process to permit such refinements and correct past errors.

Our clients have requested to meet with MMA staff to provide the detailed technical information supporting their site specific requests, as per the direction on the provincial website. However, staff at the Ministry has responded that: *"At this point we are not making any appointments to meet with developers or land owners about the boundary."*

The Ministry has not provided any further details about the process, nor has there been any timeframe indicated as to when the above-referenced *"detailed technical information will be obtained from municipalities, conservation authorities and landowners to determine if further refinements are required."*

As such, we are requesting that the City include in its recommendations to the Province the following:

- **Clarification on what open and transparent process is being established to review Greenbelt boundaries;**
- **Clarification on the criteria for boundary refinements;**
- **Outline a clear timeframe as to when this process will be established and open for submissions; and, further;**
- **Permit the precise limit of the Greenbelt boundary in the City of Vaughan's New Community Areas to be established through the Secondary Plans that will be completed for these areas.**

We suggest that the City advise the Province that an appropriate process for the Block 41 Lands is to rely on and implement the findings of the scientific studies completed through the City's Secondary Plan process. These studies determine environmental feature boundaries, buffers, and the resulting development limits and incorporate full participation by agencies including the City of Vaughan, the Regional Municipality of York, the Toronto and Region Conservation Authority, the Ministry of Natural Resources and Forestry, etc.

We request that the City ask the Ministry to permit the Greenbelt boundary in the Block 41 to be refined through and consistent with the Secondary Plan studies. This can be done by either:

- **a Greenbelt Plan policy permitting the Greenbelt boundary to be refined on approval of the Secondary Plans, or**
- **a Greenbelt Plan policy permitting development between the Greenbelt boundary and the development limit established through approval of the Secondary Plans.**

The attached graphic illustrates an area highlighted in yellow, being the approximate area between the environmental feature boundaries (before any feature buffers), and demonstrates the inconsistent variability of the Greenbelt boundary line in the Greenbelt Plan.



### **Recreational Uses in the Greenbelt:**

The proposed Greenbelt Plan recognizes that a system of parklands, open spaces and trails across the Greenbelt is necessary to provide opportunities for recreation, tourism and appreciation of cultural heritage and natural heritage. It also states that they serve as an important component of Complete Communities and provide important benefits to support environmental protection, improved air quality and climate change mitigation.

Given that there are significant Greenbelt lands in Block 41 that will be surrounded by urban uses and that do not have any environmental features, we are requesting that the City include in its recommendations to the Province the following:

- **That additional recreational and parkland uses be permitted within the Greenbelt Plan area as parkland dedication for the development of lands outside of the Greenbelt.**

As noted within the Greenbelt Plan, recreational and parkland uses are necessary to support complete communities and can complement natural areas by enlarging their footprints and by offering public access and visual windows into otherwise private Greenbelt Plan areas.

### **Proposed Growth Plan – Density & Intensification:**

Currently, the minimum density of 70 people and jobs per ha is not practical for Block 41, because transit opportunities will be limited and the public use requirements of the City and School Boards will force the unit mix to be dominated by townhouses, stacked townhouses and apartments to achieve that minimum of 70 people and jobs per ha.

We do not believe Block 41 can achieve the 70 people and jobs per ha mandated by York Region and have requested that the density minimums not be applied in all blocks at the same level. We believe that greater flexibility is needed when a situation like Block 41 arises. If the density of 80 persons and jobs per ha becomes the new standard, the mix would be dominated by stacked townhouses and apartments. City staff have raised this an issue and we agree that it is unrealistic to expect that level of density for a Greenfield location on the edge of the City where transit will be limited. We are requesting that the City include in its recommendations 1.c to the Province the following:

- **That the City explicitly and strongly indicate to the Ministry that it does not support the proposed Growth Plan's new target densities of 80 people and job per ha for Designated Greenfield Areas and the proposed Growth Plan's 60% intensification target.**

Further, we support the City's transition recommendation 1.d, in that if there are new densities in the new Growth Plan, it is fair and appropriate that all lands that are currently within "urban" and "future urban" designations be transitioned to permit development to occur in a manner that is consistent with current policies of the Growth Plan.

Lastly, we have attached a memorandum previously submitted to both the Region of York and City of Vaughan regarding the Block 41 Lands, outlining in greater detail our comments as it relates to

TO: Mayor Bevilacqua and Members of Council  
RE: Agenda Item #19: *Co-ordinated Land Use Planning Review*

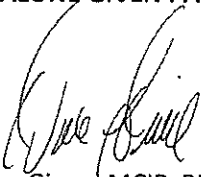
September 6<sup>th</sup>, 2016

Recommendation 73 of the Advisory Panel Report on the on the *Co-ordinated Review of the Provincial Growth Plan, Oak Ridges Moraine Conservation Plan, Greenbelt Plan and Niagara Escarpment Plan*.

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

Yours very truly,

**MALONE GIVEN PARSONS LTD.**



Don Given, MCIP, RPP  
President  
[dgiven@mgp.ca](mailto:dgiven@mgp.ca)

cc.

Daniel Kostopoulos, City Manager, City of Vaughan  
John Mackenzie, Deputy City Manager, Planning and Growth Management, City of Vaughan  
Roy McQuillin, Acting Director of Policy Planning, City of Vaughan  
Valerie Shuttleworth, Director of Long Range Planning, Regional Municipality of York  
Block 41 Landowners Group

att/1

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## MEMORANDUM

TO: Region of York and the City of Vaughan

FROM: Malone Given Parsons Ltd.

DATE: March 2, 2016

MGP FILE: 14-2314

SUBJECT: Recommendation 73 – Recommendations of the Advisory Panel  
Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe:  
2015-2041  
Block 41 – City of Vaughan

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On December 7, 2015 the *Advisory Panel on the Coordinated Review of the Growth Plan, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan, and the Niagara Escarpment Plan* released a report entitled **"Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe: 2015-2041"**, providing a wide-ranging set of 87 recommendations intended to inform this coordinated review.

"Recommendation 73" of the report deals specifically with boundary concerns within the existing Plans including the Greenbelt Plan. According to the recommendation, boundary concerns should be addressed through policy changes by working with upper- and single-tier municipalities as they undergo official plan conformity, and by Provincial approval authority for official plan conformity amendments.

Block 41 is one of two New Community Areas identified in the City of Vaughan's *Official Plan 2010* which are to accommodate growth up to the 2031 planning horizon. As per the attached schedule, it is our opinion that the lands identified in yellow, totalling 78 hectares, should be removed from the *Greenbelt Plan* area reflecting the result of the natural heritage and science based studies currently underway. Making use of lands efficiently is consistent with the policies of the various provincial plans as well as regional and local official plans and policy documents relating to complete communities.

Requests for any adjustments to the Greenbelt Plan boundary must consider the recommendations of the Advisory Panel as they relate to each of these policy concerns. Block 41 meets the recommendation criteria, where applicable, as per the following:

### Settlement Area Expansion

- The Growth Plan establishes a process for Settlement Area Expansion, the decision of which must meet certain criteria. Block 41 is one of two New Community Areas identified in the City of Vaughan's Official Plan 2010 intended to accommodate growth up to the 2031 planning horizon.
- As part of the City of Vaughan's Secondary Plan process for Block 41, a Master Environmental Servicing Plan (MESP) will use science to define a more accurate "Limit of Development", resulting in refinements to the Greenbelt Plan boundary and constituting a minor boundary expansion of the Settlement Area.
- Settlement Area Expansions are subject to York Region's Municipal Comprehensive Review (MCR) process and supported by the City of Vaughan. Expansion may occur on lands that meet the following criteria:
  - Lands must not be restricted by availability of servicing;
  - Lands must not comprise a Specialty Crop Area;
  - Lands must not be Natural Heritage System lands;
  - Lands must not be located in the Moraine Natural Core and Linkage Areas;
  - Expansion must occur on lands experiencing growth pressures and/or with locations appropriate for growth;
  - Lands must have existing or planned infrastructure to support and accommodate significant growth.
- Block 41 meets all Settlement Area Expansion criteria itemized above.

### Complete Communities

- • The City of Vaughan's Official Plan 2010, as adopted by Council on September 7, 2010 and endorsed with modifications by the Region of York on June 28, 2012 and partially approved by the Ontario Municipal Board, includes "complete community" policies.
- Boundary adjustments resulting in additional tableland will strengthen the opportunity to create a new community that better integrates and supports transportation planning, complete streets, built form and urban design best practices.

### Strategic Employment Lands

- • This criterion is not applicable to Block 41. Strategic Employment Lands are located directly east of Block 41 on both sides of Highway 400. As such, no boundary expansion is required in Block 41 to facilitate Strategic Employment Lands.

### Infrastructure and Servicing

- Infrastructure and servicing has been planned and built into the Development Charges Background Study in anticipation of the future planned development.

- Adjustments to the Greenbelt boundary will further encourage compact and efficient growth pattern, and support existing planned infrastructure and servicing for Block 41.

#### Agricultural Viability / Protection of Farmland

- Block 41 is currently designated for growth and development by both the City of Vaughan and the Region of York official plans. The development of Block 41 will result in fragmented agricultural parcels within the Greenbelt whose viability for long-term agricultural purposes will be severely constrained. As such, these parcels should be removed from the Greenbelt to permit more efficient and compact development that utilizes planned infrastructure.
- The Greenbelt boundary should be based on an evidenced based approach that utilizes science based evidence to delineate the boundary.

#### Natural Heritage Systems

- At present, the boundary is not science-based and includes tableland within the Greenbelt Plan area, not encumbered by a natural heritage feature, effectively sterilizing the land from development by virtue of their inclusion in the Greenbelt Plan area.
- Block 41 is subject to several in-depth studies as part of the Conceptual Master Plan process including comprehensive Subwatershed Studies (SWS) for all watercourses within and adjacent to the New Community Areas.
- This information will be further studied as part of the Master Environmental Servicing Plan (MESP), using science to build on the environmental context of natural features and functions in systems-based approach, thereby defining a more accurate limit of development.
- Small fragmented parcels of lands left vacant and unused, and surrounded by urban uses which are too small to be economically viable agricultural parcels, serves no environmentally significant purpose.

#### Water Resources

- Currently underway and as noted above, water resources for Block 41 will be planned to manage surface and ground water at the highest and best practices level.

#### Climate Change

- York Region and the City of Vaughan official plans include policies that support complete communities, land use planning, transportation planning and energy planning for Block 41.
- Adjustments to the boundary will further encourage compact and efficient growth patterns, and support the planning framework currently in place for Block 41.

#### Enhancing Plan Implementation

- Both York Region and the City of Vaughan require completion of a rigorous and comprehensive Secondary Plan process before any development can be approved in Block 41, including science-

based studies such as the MESP and SWS.

- Land within the City of Vaughan's New Community Areas should be used to the greatest extent possible to make efficient use of land, a key Growth Plan objective as it reduces the need for outward expansion of urban areas.
- Given the authority, we are confident that the Region and the City of Vaughan would consider adjustments to the Greenbelt where appropriate, to fulfill the various objectives of all Provincial Plans, as implemented through Official Plan Amendments.



### Conclusion

Based on Advisory Panel's recommendations and the detailed science-based studies currently underway for Block 41, it is our opinion that a minor refinement to the Greenbelt Plan boundary on these lands is consistent with the recommended directives as stated in the Report.

# PROVINCIAL PLANNING REVIEW, 2015-2016

Block 41 Landowner's Group  
City of Vaughan

## Legend

-  Block 41 Lands
-  Greenbelt Boundary

Lands proposed to be removed from the  
Greenbelt - 78.0 ha.



Date: May 8, 2015  
Prepared by:

 MALONE GIVEN PARSONS LTD.

September 6<sup>th</sup>, 2016

**Mayor Maurizio Bevilacqua and Members of Council**  
Vaughan City Hall  
2141 Major Mackenzie Drive  
Vaughan, ON  
L6A 1T1

MGP File: 14-2314

C26	
Communication	
CW:	Sept 7/16
Item:	19

Via email to City Clerks [Clerks@vaughan.ca](mailto:Clerks@vaughan.ca)

**Dear Mayor Bevilacqua and Members of Council,**

**RE: Development Services Committee – September 6<sup>th</sup>, 2016**

***Agenda Item #19: Co-ordinated Land Use Planning Review: Response to Proposed Changes  
The Growth Plan, Greenbelt Plan and Oak Ridges Moraine Conservation Plan, (File #16.30)  
Block 55 West (11191 Hwy 27 and 11363 Hwy 27), City of Vaughan***

Malone Given Parsons Ltd. is the land use planning consultant for properties located within Block 55 West (11191 Hwy 27 and 11363 Hwy 27). Notwithstanding that portions of these lands are within the "Protected Countryside" designation of the Greenbelt Plan, the provisions of the Greenbelt Plan do not apply to these lands as they were within an identified Settlement Area and were identified for "Future Residential" and other urban uses within OPA 601. As OPA 601 predates the Greenbelt Plan by four years, and based on the provisions of the Greenbelt Plan, the policies of the Greenbelt Plan were never intended to apply to lands that were in existing Settlement Areas at the time of adoption. This interpretation was confirmed by the Province in a series of letters between Mr. Victor Doyle (MMAH) and Mr. John Zipay (City of Vaughan) in 2005 and 2006.

Based on this, we ask the City to support a boundary adjustment to the Greenbelt which implements the policies respecting the limits of development in OPA 601. This should occur in a similar fashion to the lands on the west side of Highway 27, which had the limits of development established through the policy of OPA 601, despite portions of the lands being within the "Protected Countryside" designation of the Greenbelt Plan.

In addition to this request, my clients have the following comments on the Co-Ordinated Land Use Review and how they may impact the future development potential of their lands.

**Greenbelt Boundary & Site Specific Technical Adjustments:**

We support the staff recommendation h. "that technical mapping corrections, including those related to site specific requests, be made prior to finalizing the plan amendments and schedules." Further, we request that the City of Vaughan obtain clarity from the Ministry of Municipal Affairs (MMA) regarding the Greenbelt Plan boundary refinement process.



We are very concerned with the status of the Ministry's review of site specific requests for modifications to the Greenbelt boundary. We understand from the MMA website page entitled "**Response to Site Specific Requests**" that the Ministry is *"...obtaining detailed technical information from municipalities, conservation authorities and landowners to determine if further refinements are required to achieve the natural heritage protection objectives of the Greenbelt. This will also help [MMA] determine impacts on specific properties. If any minor changes are considered necessary, the province will consult again."*

Currently it is very unclear if there is in fact a formal process to review the Greenbelt boundaries and if so, what that process is. As this is the 10-year review of the Greenbelt Plan, there must be an open and transparent process put in place to review boundaries and make refinements to reflect prior inaccuracies or lack of detailed environmental analysis and ground truthing.

There are significant lands located within the Greenbelt Boundary, some of which do not comprise natural heritage features and warrant removal from the Greenbelt Plan. There must be a process to permit such refinements and correct past errors.

Our clients have requested to meet with MMA staff to provide the detailed technical information supporting their site specific requests, as per the direction on the provincial website. However, staff at the Ministry has responded that: *"At this point we are not making any appointments to meet with developers or land owners about the boundary."*

The Ministry has not provided any further details about the process, nor has there been any timeframe indicated as to when the above-referenced *"detailed technical information will be obtained from municipalities, conservation authorities and landowners to determine if further refinements are required."*

As such, we are requesting that the City include in its recommendations to the Province the following:

- **Clarification on what open and transparent process is being established to review Greenbelt boundaries;**
- **Clarification on the criteria for boundary refinements;**
- **Outline a clear timeframe as to when this process will be established and open for submissions; and, further;**
- **Permit the precise limit of the Greenbelt boundary in the City of Vaughan's New Community Areas to be established through the Secondary Plans that will be completed for these areas.**

We suggest that the City advise the Province that an appropriate process for the Block 55 Lands is to rely on and implement the findings of the scientific studies completed through the City's Secondary Plan process. These studies determine environmental feature boundaries, buffers, and the resulting development limits and incorporate full participation by agencies including the City of Vaughan, the Regional Municipality of York, the Toronto and Region Conservation Authority, the Ministry of Natural Resources and Forestry, etc.

We request that the City ask the Ministry to permit the Greenbelt boundary in the Block 55 to be refined through and consistent with the Secondary Plan studies. This can be done by either:

- a Greenbelt Plan policy permitting the Greenbelt boundary to be refined on approval of the Secondary Plans, or
- a Greenbelt Plan policy permitting development between the Greenbelt boundary and the development limit established through approval of the Secondary Plans.

The attached graphic illustrates an area highlighted in yellow, being the approximate area between the environmental feature boundaries (before any feature buffers), and demonstrates the inconsistent variability of the Greenbelt boundary line in the Greenbelt Plan.

#### **Recreational Uses in the Greenbelt:**

The proposed Greenbelt Plan recognizes that a system of parklands, open spaces and trails across the Greenbelt is necessary to provide opportunities for recreation, tourism and appreciation of cultural heritage and natural heritage. It also states that they serve as an important component of Complete Communities and provide important benefits to support environmental protection, improved air quality and climate change mitigation.

Given that there are significant Greenbelt lands in Block 55 that will be surrounded by urban uses and that do not have any environmental features, we are requesting that the City include in its recommendations to the Province the following:

- **That additional recreational and parkland uses be permitted within the Greenbelt Plan area as parkland dedication for the development of lands outside of the Greenbelt.**

As noted within the Greenbelt Plan, recreational and parkland uses are necessary to support complete communities and can complement natural areas by enlarging their footprints and by offering public access and visual windows into otherwise private Greenbelt Plan areas.

#### **Proposed Growth Plan – Density & Intensification:**

The proposed density of 80 people and jobs per ha is not practical for Block 55, because transit opportunities will be very limited to support a unit mix of townhouses, stacked townhouses and apartments that will be required to achieve the 80 people and jobs per ha.

We do not believe Block 55 can achieve the 80 people and jobs per ha and we believe that greater flexibility is needed, as it is unrealistic to expect that level of density for a Greenfield location on the edge of the City where transit will be limited. We are requesting that the City include in its recommendation 1.c to the Province the following:

- **That the City explicitly and strongly indicate to the Ministry that it does not support the proposed Growth Plan's new target densities of 80 people and job per ha for Designated Greenfield Areas and the proposed Growth Plan's 60% intensification target.**

Further, we support the City's transition recommendation 1.d, in that if there are new densities in the new Growth Plan, it is fair and appropriate that all lands that are currently within "urban" and "future urban" designations be transitioned to permit development to occur in a manner that is consistent with current policies of the Growth Plan.

TO: Mayor Bevilacqua and Members of Council  
RE: Agenda Item #19: *Co-ordinated Land Use Planning Review*

September 6<sup>th</sup>, 2016

Lastly, we have attached a memorandum previously submitted to both the Region of York and City of Vaughan regarding the Block 55 Lands, outlining in greater detail our comments as it relates to Recommendation 73 of the Advisory Panel Report on the *Co-ordinated Review of the Provincial Growth Plan, Oak Ridges Moraine Conservation Plan, Greenbelt Plan and Niagara Escarpment Plan*.

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

Yours very truly,

**MALONE GIVEN PARSONS LTD.**



Don Given, MCIP, RPP

President

[dgiven@mgp.ca](mailto:dgiven@mgp.ca)

cc.

Daniel Kostopoulos, City Manager, City of Vaughan  
John Mackenzie, Deputy City Manager, Planning and Growth Management, City of Vaughan  
Roy McQuillin, Acting Director of Policy Planning, City of Vaughan  
Valerie Shuttleworth, Director of Long Range Planning, Regional Municipality of York  
Block 55 Landowners Group

att/1

## MEMORANDUM

**TO:** Region of York and the City of Vaughan

**FROM:** Malone Given Parsons Ltd.

**DATE:** March 1<sup>st</sup>, 2016

**MGP FILE:** 13-2206

**SUBJECT:** Recommendation 73 – Recommendations of the Advisory Panel  
Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe:  
2015-2041  
Copper Creek Golf Club and Kirby 27 Developments Limited, Kleinburg, City of  
Vaughan  
11191, 11063 and 11363 Highway 27, Kleinburg, City of Vaughan

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On December 7<sup>th</sup>, 2015 the Advisory Panel on the Coordinated Review of the Growth Plan, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan, and the Niagara Escarpment Plan released its recommendation report entitled **“Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe: 2015-2041”** providing a wide-ranging set of 87 Recommendations intended to inform this coordinated review.

“Recommendation 73” of the report deals specifically with boundary concerns within the existing Plans including the Greenbelt Plan. According to the recommendation, boundary concerns should be addressed through policy changes by working with upper and single-tier municipalities as they undergo official plan conformity, and by Provincial approval authority for official plan conformity amendments, related to each of the criteria below.

### Copper Creek Golf Club and Kirby Property, City of Vaughan:

Making use of lands efficiently is consistent with the policies of the various Provincial Plans, as well as regional and local official plans and policy documents relating to complete communities.

As such, we propose the removal of up to approximately 9.0 hectares (20 acres) of land from the Greenbelt. We refer to lands associated with the Copper Creek Golf Club and the property to the north, municipally known as 11363 Highway 27 and herein referred to as the Kirby Property.

It was our preliminary opinion that the lands identified in yellow, totalling 4.3 hectares (10.6 acres) on Attachment 1 should be removed from the Greenbelt Plan area. Since then, based on the Toronto Region Conservation Authority staking of the natural heritage features and the science based studies in progress, it appears that the area should actually be 7.9 ha (19.5 acres) as shown on Attachment 2, further supporting our request for having policy in place to make adjustments to the boundaries.

Most recently, our clients have purchased the Kirby Property to the north of the Copper Creek Golf Club.

Attachment 4 illustrates both the Copper Creek Golf Club and the Kirby Property consolidated.

Based on aerial photography and topographic mapping, it is our estimate that approximately 1.1 ha (2.7 acres) of the Kirby Property should be removed from the Greenbelt Plan area as shown on Attachment 3. A Conservation Authority staking and science based studies will have to take place for the Kirby Property to verify the precise land area to be removed from the Greenbelt Plan area.

Requests for adjustments to the Greenbelt Plan boundary must consider the recommendations of the Advisory Panel as they relate to each of the following policy concerns. The Copper Creek Golf Club and the Kirby Property meet the criteria in "Recommendation 73" as follows:

#### Settlement Area Expansion

- This criterion is not relevant.
- The Copper Creek and Kirby lands, including the portion within the Greenbelt, are located within the City of Vaughan's Urban Area Boundary. No expansion to the existing Urban Boundary is required to permit development on the subject lands.

#### Complete Communities

- The Copper Creek and Kirby lands are planned as a complete community.
- A variety of land uses will be developed on the lands including a range of residential uses (low and medium), commercial/recreational and institutional uses.
- This provides an opportunity to complete the community of Kleinburg and will support transportation planning, complete streets, built form and urban design best practices.

#### Strategic Employment Lands

- This criterion is not relevant.
- This site is not within or near a designated or existing employment area.

#### Infrastructure and Servicing

- Appropriate infrastructure is available or planned to service development on the Copper Creek and Kirby lands within the Urban Boundary.
- Adjustment to the Greenbelt boundary will further support a compact and efficient growth pattern by efficiently using lands within an urbanizing area where servicing and infrastructure is already in place or planned.

#### Agricultural Viability/ Protection of Farmland

- The Copper Creek and Kirby lands are located within the City's Urban Boundary and are suitable for growth and development.
- Adjustments to the Greenbelt Boundary will ensure that lands are used efficiently and avoid the need for unnecessary expansion of the Urban Boundary and will ensure that existing farmland outside the Urban Boundary is protected from development.

#### Natural Heritage Systems

- Based on field staking with the Toronto and Region Conservation Authority completed in June of 2015 on the Copper Creek lands, approximately 7.9 hectares of lands are located within the Greenbelt Plan area and not encumbered by a natural heritage feature.
- Approximately 0.4 ha of the Greenbelt Area within the Copper Creek lands is occupied by the Golf Club Clubhouse.
- Based on aerial photography and topographic mapping, approximately 1.1 hectares of lands on the Kirby Property are located within the Greenbelt Plan area and not encumbered by a natural heritage feature.
- The Kirby Property is an example of a small fragmented agricultural parcel of land surrounded by urban uses, which is too small to be economically viable and serves no environmentally significant purposes.
- These areas are prime examples of land, which are within the urban boundary and are otherwise constrained from development by virtue of their inclusion in the Greenbelt Plan Area.
- Defining the natural features and functions, as they exist on the ground in a natural heritage systems approach, will allow for a more accurate limit of development and a better use of land, rather than the current arbitrary Greenbelt limit, which is not based on science.

#### Water Resources

- The Copper Creek lands contain watercourses and Provincially Significant Wetlands (PSW's).
- Water resources on the Kirby Property have yet to be investigated but will be completed shortly.
- All natural heritage features, including the watercourses and PSW's will be conserved and protected from development.

#### Climate Change

- Development on the Copper Creek and Kirby lands support intensification and will be developed

in a compact and efficient pattern, all of which is supportive of complete communities.

- In addition, the proposed developments will be Energy Star rated which will reduce energy demands and assist in reducing climate change.

#### Enhancing Plan Implementation

- Where individual owners can demonstrate that the inclusion within the Greenbelt Plan Area is inaccurate based on detailed environmental analysis and ground truthing, appropriate latitude to amend the Greenbelt Plan Area boundary should be provided.
- This will ensure that lands within existing settlement areas are used efficiently to support the growth management objectives established by the Growth Plan, as well as all upper and lower tier municipalities and reduce the need for outward expansion.

#### Conclusion

Based on the Advisory Panel's recommendations, it is our opinion that a refinement to the Greenbelt Plan boundary on the Copper Creek lands and Kirby Property is consistent with the recommended directives in the "Planning for Health, Prosperity and Growth in the Greater Golden Horseshoe: 2015-2041" Report.

It is our opinion, based on these policy recommendations, that approximately 9.0 hectares within the Greenbelt Plan Area on the Copper Creek lands and the Kirby Property meet the above policy considerations and as such, should be considered for removal from the Greenbelt Plan Area.

# ATTACHMENT #1

## PROVINCIAL PLANNING REVIEW, 2015-2016

Copper Creek Golf Club  
11063 Highway 27  
11191 Highway 27  
City of Vaughan

### LEGEND

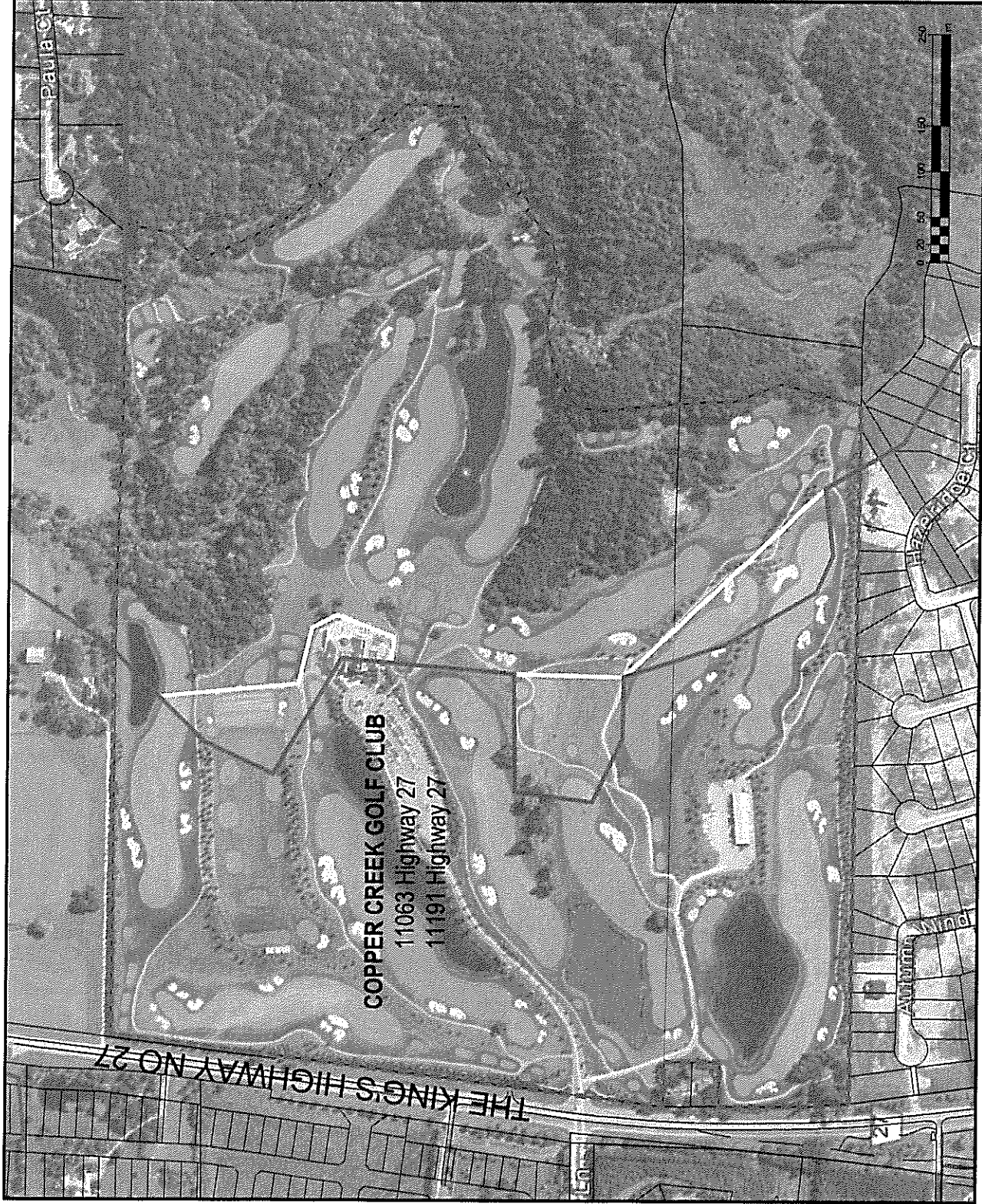
- Subject Lands
- Greenbelt Boundary
- Lands proposed to be removed from the Greenbelt ~ 4.3 ha



Date: February 24, 2016

Prepared by:

MALONE GIVEN PARSONS LTD.





## ATTACHMENT #2

### PROVINCIAL PLANNING REVIEW, 2015-2016

Copper Creek Golf Club  
11063 Highway 27  
11191 Highway 27  
City of Vaughan

#### LEGEND

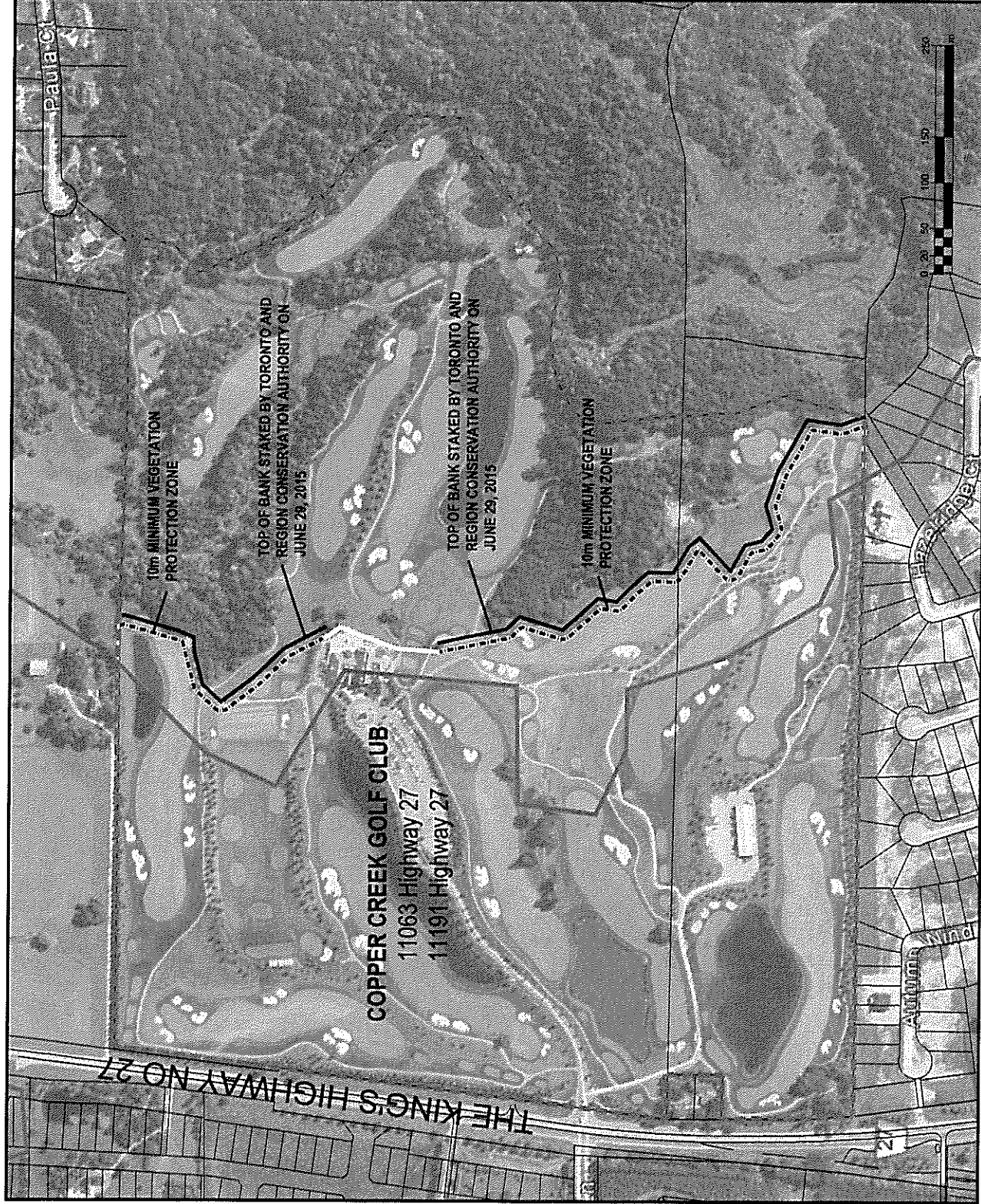
- Subject Lands
- Greenbelt Boundary
- Land proposed to be removed from the Greenbelt ~ 7.9 ha
- Staked Top of Bank TRCA - June 29, 2015
- 10m Minimum Vegetation Protection Zone



Date: February 24, 2016

Prepared by:

MALONE GIVEN PARSONS LTD.



# ATTACHMENT #3

## PROVINCIAL PLANNING REVIEW, 2015-2016

Kirby 27 Developments Limited  
11363 Highway 27

City of Vaughan

### LEGEND

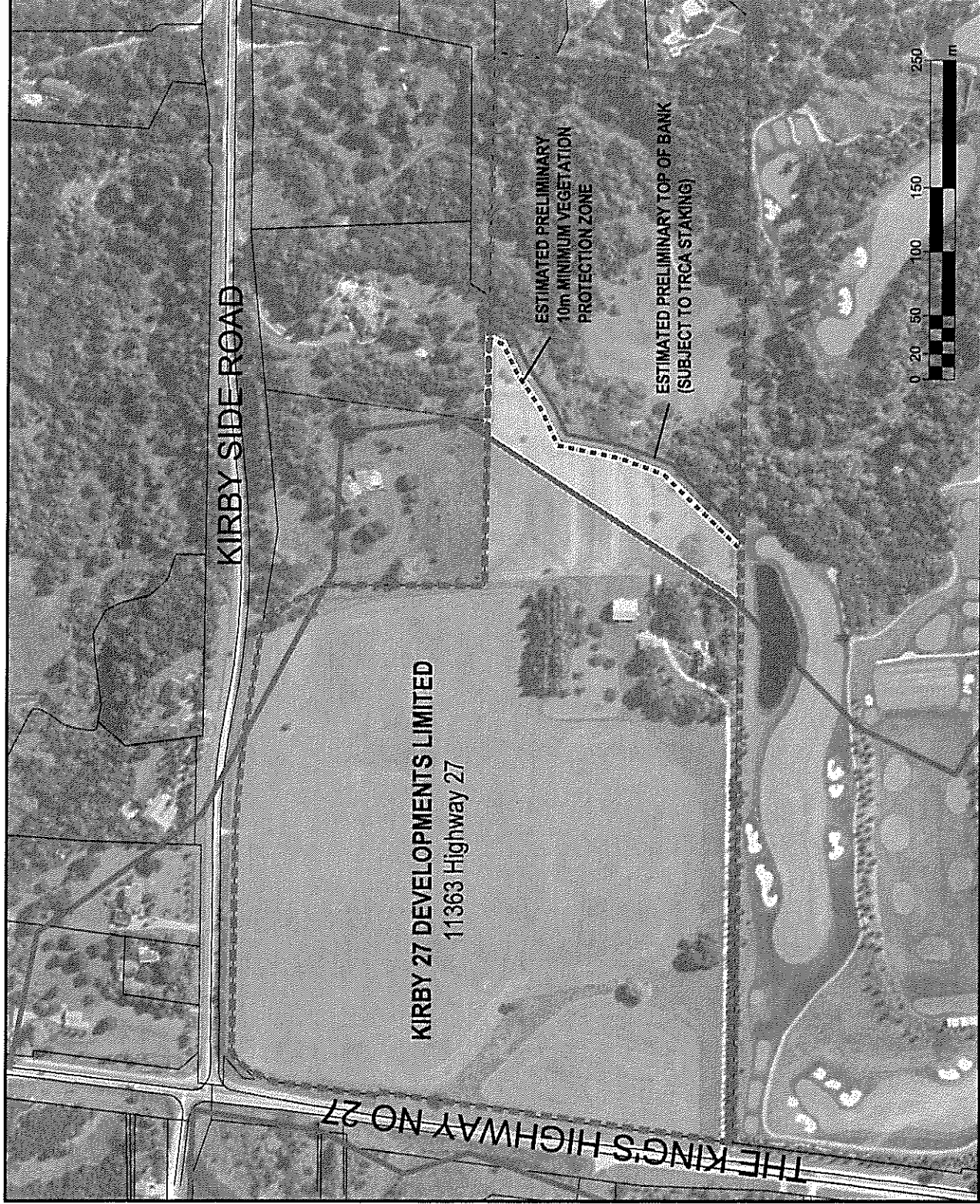
- Subject Lands
- Greenbelt Boundary
- Lands proposed to be removed from the Greenbelt ~ 1.1 ha
- Estimated Preliminary Top of Bank (Subject to TRCA Staking)
- Estimated Preliminary 10m Minimum Vegetation Protection Zone



Date: February 24, 2016

Prepared by:

MALONE GIVEN PARSONS LTD.





# ATTACHMENT #4

## PROVINCIAL PLANNING REVIEW, 2015-2016

Kirby 27 Developments Limited  
11363 Highway 27

Copper Creek Golf Club  
11063 Highway 27  
11191 Highway 27  
City of Vaughan

### LEGEND

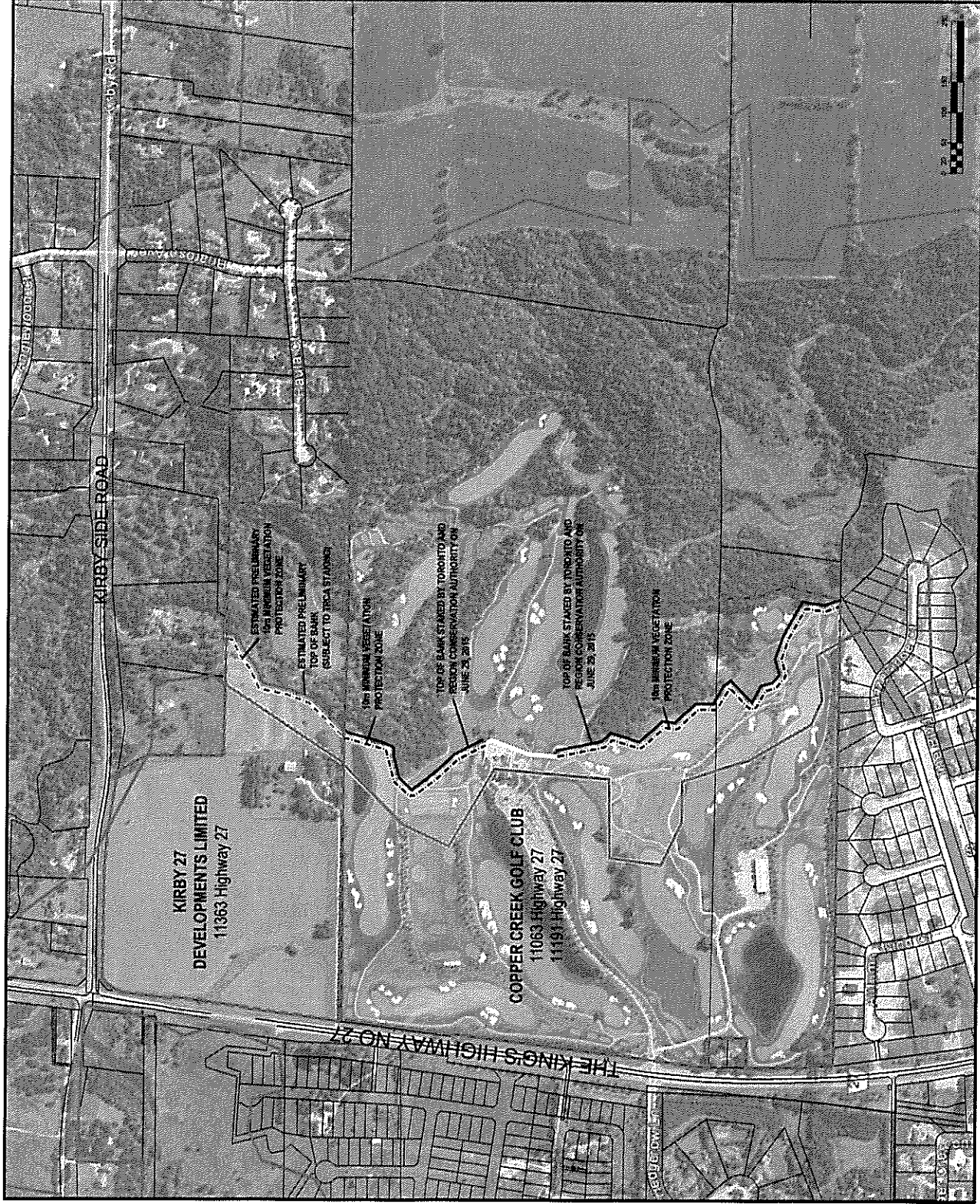
Subject Lands
Greenbelt Boundary
Lands proposed to be removed from the Greenbelt ~ 9.0 ha
Staked Top of Bank TRCA - June 29, 2015
10m Minimum Vegetation Protection Zone
Estimated Preliminary Top of Bank (Subject to TRCA Staking)
Estimated Preliminary 10m Minimum Vegetation Protection Zone

NOTE: Proposed re-development applications for both properties will be processed concurrently.

Date: February 24, 2016

Prepared by:

MALONE GIVEN PARSONS LTD.



**PROVINCIAL COORDINATED PLAN REVIEW  
RESPONSE TO PROPOSED CHANGES  
THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE  
THE GREENBELT PLAN  
THE OAK RIDGES MORAINES 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 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*, 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. That the Province clarify intended outcomes through both clearer policy in the final amendments and the preparation and issuance of Supplementary Direction, in the form of policy Guidance Documents at its first opportunity; 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. That the Ministry 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. That the Ministry 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. That 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. That 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. That, 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 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
2. 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;
  3. That this report be forwarded to the Regional Municipality of York and the Members of Provincial Parliament representing the City of Vaughan for information purposes; and
  4. That staff continue to review the plans and consult with other affected stakeholders and where warranted, prepare follow-up comments for Council's consideration, in advance of the new submission deadline date of October 31, 2016.

### **Contribution to Sustainability**

The updated Growth Plan for the Greater Golden Horseshoe, along with the Greenbelt and the Oak Ridges Moraine Conservation Plans, once approved, will guide the City's long-term growth and development to 2041. This will affect the City's forthcoming Growth Management Strategy Update/Municipal Comprehensive Review, as the resulting product (an updated Vaughan Official Plan 2010 and Master Plans) will need to conform to the new Growth Plan. The *Green Directions Vaughan*, Community Sustainability and Environmental Master Plan recognized the important role that the Growth Management Strategy plays in achieving the City's sustainability objectives. Specific policies were included in *Green Directions* to provide for the completion of the Growth

Management Strategy to 2031 and its subsequent renewal (now to 2041), as set out in the following policies.

**Objective 2.1:** To achieve sustainable growth and development by completing Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031, and by ensuring that the strategy is subject to periodic review and renewal;

**Action 2.1.1** In accordance with the requirements of the Strategic Plan, Vaughan Vision 2020, complete and implement Vaughan Tomorrow, the City's Consolidated Growth Management Strategy – 2031. Such a strategy will fulfill the requirements for an Integrated Community Sustainability Plan. The strategy will be prepared in accordance with the requirements of the Places to Grow plan and will be in conformity with the Region of York Official Plan. The Consolidated Growth Management Strategy will be composed of the following elements:

- *Green Directions Vaughan*, the City's first Community Sustainability and Environmental Master Plan;
- The new Official Plan;
- The Transportation Master Plan;
- The Drainage and Stormwater Master Plan;
- The Employment Sectors Strategy;
- The Fire and Rescue Services Master Plan;
- The Parks, Recreation, Facilities and Libraries Master Plan;
- The Long Range Financial Plan

**Action 2.1.2** Review the City's Growth Management Strategy at five-year intervals concurrent with the statutory five-year review of the Official Plan and such review shall be coordinated with the periodic review of the Strategic Plan.

**Action 2.1.3** At the time of initiating the review referred to in 2.1.2. develop a comprehensive framework for reviewing the strategy. This will include the evaluating and updating where necessary, of the plans cited in 2.1.1.

Council provided direction to proceed with the Growth Management Strategy/Municipal Comprehensive Review through a resolution on November 17, 2015.

### **Economic Impact**

There are no economic implications resulting from this response to the proposed changes to the Growth Plan. However, it is possible that the City may incur additional costs in undertaking the City's Municipal Comprehensive Review and the Growth Management Plan update as a result of changes to the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. The City is already incurring significant costs, including attendance at Ontario Municipal Board (OMB) hearings, to implement the Provincially endorsed VOP 2010 which was prepared in response to the 2006 Growth Plan and continues to be the subject of multiple areas specific and site specific appeals.

The November 17, 2015 report to Council identified the main components of the Growth Management Update and Municipal Comprehensive Review and their projected costs. The estimated costs, by study, were set out as follows.

<b>Review/Master Plan</b>	<b>Budget</b>	<b>Taxation</b>	<b>Engineering DCs</b>	<b>General DCs</b>
Municipal Comprehensive Review/ Five Year Official Plan Review	<b>\$1,623,110</b>	\$162,310	-	\$1,460,800
Green Directions Vaughan	<b>\$48,925</b>	\$4,890	-	\$44,035
Transportation Master Plan	<b>\$473,800</b>	-	\$473,800	-
Active Together Master Plan	<b>\$138,588</b>	\$13,859	-	\$124,729
Water and Sewer Master Plan	<b>\$296,400</b>	-	\$296,400	-
Storm water/Drainage Master Plan	<b>\$296,200</b>	-	\$296,200	-
Development Charges Study	<b>\$475,000</b>	\$23,750	\$237,500	\$213,750
2018 Engineering DC Background Study Update	<b>\$177,700</b>	-	\$177,700	-
Employment Sectors Strategy Study	<b>\$110,000</b>	\$10,000	-	\$100,000
<b>TOTAL</b>	<b>\$3,639,723</b>	\$214,809	\$1,481,600	1,943,314

On December 15, 2016 Council approved the City's 2016 Capital Budget. The studies identified above were funded in the 2016 Budget, except for the work on the Employment Sectors/Economic Development Strategy, which will be considered in the 2017 Capital Budget process.

Once the amendments to the Provincial Plans are approved, the requirements for the Municipal Comprehensive Review will be amended to reflect the policies of the new Plans. The need for additional resources will be assessed and accommodated through additional budget allocations, responding to such considerations as the availability of in-house management capacity, changes in scope or timing and the need for consulting services.

### **Communications Plan**

This report and Council minutes will be forwarded to the Ministry of Municipal Affairs, as specified in the May 10, 2016 posting on the Environmental Registry, the Region of York and the Members of Provincial Parliament that represent the City of Vaughan. The deadline for submissions was originally set for September 30, 2016. On August 10, 2016 the submission date was changed to October 31, 2016.

### **Purpose**

The purpose of this report is to:

- Identify, review and provide recommended responses to the Ministry of Municipal Affairs on the proposed changes to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan for the consideration of Council;
- Obtain direction from Council to forward the Council approved responses to the Ministry as the City's position on the proposed amendments to the Provincial Plans; and
- Request that the Ministry of Municipal Affairs take the City's responses into consideration when finalizing the amendments to the Provincial Plans.

### **Background - Analysis and Options**

#### **Executive Summary**

This report sets out the proposed amendments to the Provincial Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan for the

purposes of preparing recommended responses for the consideration of Council. The report addresses the following matters as the basis for the recommendations provided above.

- The Origin of the Provincial Coordinated Plan Review;
- An Overview of the Proposed Amendments to the Growth Plan for the Greater Golden Horseshoe, The Greenbelt Plan and the Oak Ridges Moraine Conservation Plan;
- A Review of the Major Policy Changes and their Implications;
- The implications of the recommendations of the Provincial Coordinated Plan Review;
- The Need for Supplementary Direction in the form of Guidance Documents;
- Implications of the Proposed Changes to the Provincial Plans on the City's Current Planning Processes and Future Operations;
- The conclusions leading to the staff recommendations.

#### The Origin of the Provincial Coordinated Plan Review

#### ***The Provincial Plan Coordinated Review Commenced in February of 2015***

Authority to prepare Provincial Plans is provided by the *Planning Act*. The Region of York and the City of Vaughan are subject to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. Together the plans are intended to provide direction on how to accommodate growth in a sustainable way that uses land more efficiently and protects resources, while distinguishing between urban and rural areas. They support compact development, an integrated transportation network, the creation of complete communities, the efficient use of infrastructure and continued prosperity and economic competitiveness. The VOP 2010 was prepared to comply with these plans.

Periodic review of these plans is mandated by their respective enabling legislation. It was the decision of the Province that the subject plans be reviewed comprehensively. On February 27, 2015 the Ministry of Municipal Affairs and Housing initiated the review. Notice of a 90-day public review period was posted on Environmental Registry with May 28, 2015 set as the deadline for the submission of comments.

The focus of the review was on how the plans can better achieve six goals:

- Protecting agricultural land, water and natural areas;
- Keeping people and goods moving, and building cost-effective infrastructure;
- Fostering healthy, livable and inclusive communities;
- Building communities that attract workers and create jobs;
- Addressing climate change and building resilient communities;
- Improving implementation and better aligning plans.

#### ***Further Public Consultation took place through the work of the Advisory Panel on the Coordinated Plan Review***

In addition to the request for comments posted on the Environmental Registry, the Province appointed an Advisory Panel to inform the review. The role of the panel was to provide consensus based recommendations to the Ministers of Municipal Affairs and Housing and Natural Resources and Forestry on ways to amend and improve the Plans. This work included 17 Town Hall meetings held across the Greater Golden Horseshoe and consideration of submissions and briefings from the public, stakeholders and municipalities.

On December 7, 2015 the Advisory Panel released its report entitled *Planning for Health, Prosperity and Growth in the GGH-2041*. The report contained a total of 87 recommendations. The panel concluded that there were signs of progress toward more effective growth management but that there were also signs that the existing policy framework needed to be strengthened.



The Panel's recommendations were organized around a number of themes including: Building Complete Communities; Supporting Agriculture; Protecting Natural and Cultural Heritage; Providing Infrastructure; Mainstreaming Climate Change; and Plan Implementation.

***The City provided comments on the Coordinated Plan Review in response to the February 27, 2015 posting on the Environmental Registry***

On May 19, 2016 Council approved a series of comments, recommendations and resolutions for consideration and action by the Province, when conducting the Coordinated Plan Review. In summary Council approved:

- A request for the Region and Province to examine the details of three requests for amendments to the Oak Ridges Moraine Conservation Plan as part of the Plan Review process; and that the Province confirm the requirements for proceeding with such amendments and enshrine the requirements in legislation or regulation to allow for their consideration at the time of a Municipal Comprehensive Review;
- A set of comments and recommendations to be submitted to the Province as Vaughan's response to the Phase 1 public consultation process of the Coordinated Plan Review and that they be taken into consideration when preparing any resulting amendments to the plans, for further consideration in Phase 2;
- A request that the Province consider a number of Landowners' requests for Plan amendments as part of the Provincial Plan Review;
- A request that the Province provide for a minimum 180 day review and comment period for the Stage 2 consultation process;
- Notification of the Region and the Province that it supported a site specific redesignation of lands within the Oak Ridges Moraine Conservation Plan Area from "Countryside" to "Settlement";
- A request that the Region and Province establish a defined process to permit adjustments to the Greenbelt Plan boundaries through OPAs adopted by Local and Regional Councils; and that the Province and the Region consider expanding the uses permitted within the Greenbelt to include uses such as active public parks and public stormwater management facilities.

***The City's comments on the Provincial Plan Review focused on desired outcomes not individual policies***

The approach taken was to target outcomes and not individual policies, recognizing that the solutions may or may not be confined to one plan or an individual policy. With the City identifying a clearly articulated outcome, the Province could modify an individual plan or multiple plans or put in place a set of policies or procedures to address the issue. The objective of the comments was to encourage the Province to improve and update the Plans to create a cohesive set of documents that address the issues that are affecting the City of Vaughan in particular and the Greater Golden Horseshoe in general. The comments are summarized below.

- The need to develop more consistency and cohesion between the Plans, including the Metrolinx Regional Transportation Plan, from an administrative and operational perspective, which could include the creation of an integrated Office for the Planning of the Greater Golden Horseshoe;
- The need for the Province to develop a process with transparent and detailed criteria for the review of Greenbelt Plan boundaries; and provide for a review of the southern boundary of the Oak Ridges Moraine Conservation Plan;
- Provincially led coordination and cooperation among infrastructure proponents, including private and public providers should be required to maximize efficiency of the planned corridors (GTA West Corridor) and minimize land consumption. This could be similar to the Parkway Belt West Plan but with a modified administrative structure;
- Where major infrastructure projects impact Greenbelt, Oak Ridges Moraine or Natural Heritage features, compensation measures should be required;

- The need to improve the ability to identify and protect strategic employment lands;
- Support should be provided to direct public facilities (such as schools, transit stations, hospitals, etc.) to co-locate in hubs, in a more compact urban form, especially in urban intensification areas;
- Mechanisms and tools established through changes to other acts, regulations, and processes, will need to occur to ensure that infrastructure funding will be available to support the objectives of the Plans;
- The need to preserve the “Whitebelt”, except where the preservation of natural heritage features merits consideration, for the expansion of the Greenbelt and maintaining an appropriate agricultural presence at the Urban Fringe;
- Protection and inclusion of Urban River Valleys to grow the Greenbelt (e.g. portions of the Humber and Don Rivers) particularly where these are owned or controlled by public bodies;
- Ensuring that Employment Density Targets do not prejudice certain strategic uses; and
- Ensuring the timely implementation of a monitoring program for the Provincial Plans.

***Landowner requests for adjustments to the Provincial Plans were also identified and the nature of each request was described.***

A number of landowners requested that adjustments be made to the Plans to provide for amendments that would either result in greater development rights on their properties or establish a process that would lead to such a policy change. At the time of writing (May 2015) thirteen requests were known to the City and the Region

It was recommended that the Province be requested to evaluate the landowners’ proposed amendments in the context of the Coordinated Plan Review. The landowner requests were generally summarized as follows:

- Wishes to maintain status under the “Whitebelt” and for a modification to the Greenbelt Plan to permit modifications to the boundaries of the Plan outside of the 10 year review: Two Respondents.
- Intends to submit an application to amend the Greenbelt boundaries subject to any studies required by the municipalities or the Province: Two Respondents.
- Intends to submit an application to amend the Oak Ridges Moraine Conservation Plan boundary subject to any studies required by the municipalities or the Province: One Respondent.
- To further boundary adjustments in the Greenbelt Plan, the Plan be amended to permit a process where the boundary limits (or policies) could be adjusted by way of the 10 year review or in between. A generally identified suggestion was that it be by way of, or like, a municipal planning process: Five respondents.
- Request for Council support for Oak Ridges Moraine Conservation Plan redesignation and policy amendments: One Respondent.
- Request for an amendment to the Oak Moraine Conservation Plan to permit site specific use exceptions, subject to criteria: One Respondent.

Since that original reporting, it is understood that additional submissions have been made directly to the Province from Vaughan landowners and other stakeholders. In addition, Staff have communicated the concerns of landowners, raised areas where technical adjustments should be considered and suggested potential additions of currently environmentally sensitive areas in public ownership as part of an expanded Greenbelt plan.

***The Ministry of Municipal Affairs is implementing a process to further evaluate proposed site specific changes that were received through the Coordinated Plan Review***

While two changes were proposed in Vaughan (recognition of the OMB decision for Block 47 and the addition of Urban River Valley Area to the lower reaches of the Humber and Don Rivers) specific processes have not been detailed in policy to address other potential or requested

changes to the plans. However, the Province is evaluating proposed changes that originated with the Coordinated Plan Review. It will be conducting its work throughout the autumn of 2016. The proposal will be evaluated against the policies of the PPS, the pertinent Plan and the original methodology used to identify the boundary. Ultimately, it will report to Cabinet with recommendations as to whether any boundary changes are warranted. This is not expected before the first quarter of 2017.

#### Overview of the Proposed Amendments to the Growth Plan for the Greater Golden Horseshoe, The Greenbelt Plan and the Oak Ridges Moraine Conservation Plan: Process and Content

##### The Process was Based on a Number of Common Themes

##### ***On May 10, 2016 the Province released the drafts of the amended Growth Plan, Greenbelt Plan and Oak Ridges Moraine Conservation Plan for public comment***

The amended plans were posted on the Environmental Registry with a deadline date of September 30, 2016 for providing comments to the Province, prior to finalization. On August 10, 2016 the commenting deadline was extended to October 31, 2016. The Province had signaled its intent to have the amended plans approved by the end of 2016.

##### ***Eight Policy Themes Underpin the Coordinated Plan Review***

It was the intention of the Coordinated Plan Review that the Provincial Plans function collectively to manage growth, provide for complete communities, support economic development and protect the natural environment. To this end, eight overarching themes were introduced to provide guidance to ensure that all the plans are aligned around specific policy objectives. These include:

- Building Complete Communities;
- Supporting Agriculture;
- Protecting Natural Heritage and Water;
- Growing the Greenbelt;
- Addressing Climate Change;
- Integrating Infrastructure;
- Improving Plan Implementation;
- Measuring Performance, Promoting Awareness and Increasing Engagement.

##### ***A number of Number of Common Amendments are proposed to the Provincial Plans***

A number of key amendments have been identified. Given the desire to coordinate the broader planning regime some are common to all of the Plans. These include:

##### Amendments Common to All Plans

- The requirement for Provincial mapping of a Greater Golden Horseshoe Agricultural System to be protected over the long term;
- Alignment with the Provincial Policy Statement for consistency in approach and definitions;
- Requirement for climate change to be considered in the planning and managing of growth, agriculture and natural heritage protection;
- Encouragement of complete communities and community hubs in all settlement areas;
- Requirement for the integration of infrastructure planning with land use planning.

#### The Proposed Growth Plan for the Greater Golden Horseshoe

##### ***The Proposed Growth Plan (May, 2016 draft) is Structured Around Nine Sections***

The Growth Plan consists of policy sections, non-policy contextual commentary, definitions, schedules and appendices, which are set out as follows:

Section 1: Introduction;  
 Section 2: Where and How to Grow;  
 Section 3: Infrastructure to Support Growth;  
 Section 4: Protecting What is Valuable;  
 Section 5: Implementation and Interpretation;  
 Section 6: Simcoe Sub Area;  
 Section 7: Definitions;  
 Section 8: Schedules;  
 Section 9: Appendices.

### ***A number of Key Amendments to the Growth Plan Have Been Proposed***

The amended Growth Plan does not represent a complete rewriting of the current plans, but there are substantial changes that warrant identification and comment. These amendments are set out below.

- A requirement for a minimum of 60% intensification increased from 40% (percentage of annual residential growth directed to the built-up area, with “Prime Employment Areas excluded from the density calculation);
- A requirement that the Designated Greenfield Area density requirement of 50 residents and jobs per hectare be increased to 80 residents and jobs per hectare;
- Yonge Street between Highway 7 and Finch Avenue is no longer identified as a priority area for higher order rapid transit;
- The introduction of “Strategic Growth Areas” and a requirement to establish minimum density requirements therein;
- A requirement for minimum densities around transit stations or stops (subways 200; LRT/BRT 160; RER/GO 150 persons-jobs/ha);
- The planning and zoning for “Priority Transit Corridors” is prioritized;
- “Prime Employment Areas” are defined for protection through the Upper Tier Official Plan;
- Settlement Area expansions will now be subject to the following:
  - Demonstration of life cycle financial viability of infrastructure and public facilities;
  - Completion of water master plans based on watershed planning;
  - Completion of stormwater master plans based on watershed planning;
  - Compliance with the Minimum Distance Separation formula.
- No conversion of Prime Employment Land to non-employment uses will be permitted, even at the time of a local or upper tier Municipal Comprehensive Review. Conversion from Prime Employment to other employment uses, and other employment uses to non-employment can be considered through an MCR;
- The Province will establish a common methodology for assessing land needs;
- The municipalities are to identify and protect the Natural Heritage System in accordance with provincial mapping and methodology;
- More direction is provided in regard to mandatory watershed planning;
- Green infrastructure and Low Impact Development is encouraged;
- Infrastructure and transit planning is to consider climate change and contribution toward greenhouse gas emission targets;
- There is a requirement for incorporating climate change policies into Official Plans;
- A stormwater management section has been added;
- Recognition that the planning horizon has been extended to 2041.

### **The Proposed Greenbelt Plan**

#### ***The Proposed Greenbelt Plan (May, 2016 draft) is Structured Around Six Sections***

The Greenbelt Plan consists of policies, descriptions and contextual commentary as well as definitions, schedules and appendices, as set out below.

Section 1: Introduction;  
Section 2: The Greenbelt Plan;  
Section 3: Geographic Specific Policies in the Protected Countryside;  
Section 4: General Policies in the Protected Countryside;  
Section 5: Implementation;  
Section 6: Urban River Valley Policies;  
Definitions;  
Schedules and Appendices.

***A number of Key Amendments to the Greenbelt Plan are Have Been Proposed***

The proposed amendments to the Greenbelt Plan address the following areas.

- New policies are added to support and enhance agricultural viability;
- New requirements are added to provide for Agricultural Assessments;
- Settlement Areas outside the Greenbelt are not permitted to expand into it, but Towns and Villages are permitted moderate expansions, subject to criteria in the Growth Plan, through an MCR;
- Policies provide support for local food availability and urban and near urban agriculture;
- Growing the Greenbelt includes river valleys and the Greenbelt may be expanded in the future without support from affected municipalities;
- Greenbelt settlement areas are to include the goal of becoming 'net-0" or low carbon;
- An agricultural systems approach is taken, with flexibility to support agricultural, agricultural-related and on farm diversified uses to reflect an evolving agricultural and rural economy;
- Technical adjustments to harmonize the boundary of the protected countryside of the Oak Ridges Moraine Conservation Plan as determined by the 245m elevation contour;
- Watershed scale planning is required;
- An exemption for agricultural buildings or structures from natural heritage or hydrological evaluations while ensuring that the impacts are minimized by way of criteria;
- Soil re-use strategies and best practices for managing excess soil or fill;
- A policy has been deleted permitting minor rounding out of Towns/Villages or Hamlets;
- New policies are included clarifying that only publicly owned lands are subject to the policies of the Urban River Valley Designation.

The Proposed Oak Ridges Moraine Conservation Plan

***The Proposed Oak Ridges Moraine Conservation Plan (May, 2016 draft) is Structured Around Five Parts***

The Oak Ridges Moraine Conservation Plan is not like the other Provincial Plans, being an Ontario Regulation (O.Reg 140/02). The Plan's format and structure follows that of a regulation and the wording is meant to be clear and unambiguous. The area subject to the Plan is shown on the Land Use Designation Map. The Plan consists of five parts, which form the regulatory portion. The Introduction and Implementation Sections are part of the Plan but not part of the Regulation.

Introduction Section;  
Part I: General  
Part II: Land Use Designations;  
Part III: Protecting Ecological and Hydrological Integrity;  
Part IV: Prescribed Provisions;  
Implementation

### ***A number of Key Amendments to the Oak Ridges Moraine Conservation Plan Have Been Proposed***

Significant amendments to the Plan include:

- A new goal for net-zero communities;
- The preservation of cultural heritage resources are provided for within the Plan area;
- The Plan's agricultural policies are aligned with 2014 Provincial Policy Statement;
- The agricultural related uses are no longer required to be small scale, but must be compatible with the surrounding areas;
- Policies to address the need to ensure the sustainable use of water;
- Policies regarding Watershed Planning include additional criteria for evaluating impacts including the assimilative capacity of the watershed to deal with sewage disposal and to assess climate change impacts on water, wastewater and stormwater management systems;
- Developments are to strive to reduce greenhouse gas emissions;
- It provides that municipalities are to ensure that new and expanded infrastructure is supported by studies that include green infrastructure and assess actions to reduce greenhouse gas emissions and adapt to climate change;
- Clarification of the treatment of land once the 245 m contour is confirmed, i.e. if not contiguous with the Greenbelt Plan, lands outside of the contour would not be part either the Greenbelt Plan or the Moraine Plan;

### **A Review of the Major Policy Changes and their Implications**

***There are a number of policy changes to the Growth Plan, Greenbelt Plan and the Oak Ridges Moraine Conservation Plan and it is important to highlight those of greater significance***

In reviewing the amendments to the Provincial Plans a number of the policy changes were identified as representing a significant departure from the current Plans and being worthy of more detailed discussion. Some apply specifically to an individual plan and others affect more than one of the plans.

#### ***The Growth Plan – Land Budget and Density: An Increase to the Intensification Target Has Been Proposed***

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;
- 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 possibly affecting the affordability of this type of housing stock;
- Adjustments to the approval process should be undertaken to minimize OMB appeals and expensive hearings;
- Recently, 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 Growth Plan – Land Budget and Density: An Increase to the Density in the Designated Greenfield Area Target Has Been Proposed*

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.

- 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) 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 par with intensifications 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. They may be unprecedented at the periphery of the urban boundary; and
- Without transition provisions being applied, in progress Studies would have to be revisited resulting in additional time and resource requirements.

*The Growth Plan – 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. The density increases in the DGA will need to be addressed. 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.

*The Growth Plan – Clarity is Required on Transition Provisions*

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. 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.

*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 these locations. 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 for these areas. This 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 distinctions 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 rapid service is available (the Finch Terminal) or planned for construction (Yonge St. Viva BRT Service north of Highway 7)

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 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. 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 would 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 is now required through an Agricultural Impact Assessment. Staff has requested that the Province provide guidance documents such as Agricultural Impact Assessment Terms of Reference, edge management or interface guidelines between agriculture uses and residential uses and, criteria to establish land use compatibility. Staff is requesting 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 direct the update 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: 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; informing a water or wastewater master plan; etc.

*All Plans – Climate change actions have been incorporated throughout all aspects of the plan 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 City agrees with 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 for City projects.

#### Supplementary Direction and Guidance Documents

#### ***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 proceeding with 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.

#### Implications of the Proposed Changes to the Provincial Plans on the City's Current Planning Processes and Future Operations

#### ***The Region of York's Municipal Comprehensive Review and the City of Vaughan Growth Management Strategy Update (GMSU)/Municipal Comprehensive Review (MCR) will be substantially delayed by the Provincial Coordinated Plan Review***

As reported in June of 2016, the most critical impacts on the GMSU and MCR originate with the changes to the Growth Plan. The Region of York had already initiated its Municipal Comprehensive Review, based on the 2006 Growth Plan and Amendment 2 thereto, and had reported to Regional Council in November of 2015 on a preferred development scenario and land budget to accommodate population and employment growth to 2041.

The City's initial planning for the GMSU and MCR has also been based on the policy direction of the in-effect Growth Plan. However, if approved by the Province, the proposed changes to the Growth Plan will have significant policy impacts for the Region and City, which may affect both the location and character of growth reaching out to 2041.

Clarity in these matters, including the targets and transition provisions, will be a key to the success of the City's GMSU and MCR. Clear policy direction, including more certainty over the status of the GTA West Corridor EA which is currently on hold, is required to inform the City's immediate work to understand the implications of the policy changes. Clarity is required so the City can work with the Region, to advance the background work and consulting procurement process to move forward with the MCR. Without clarity on the proposed amendments and the early provision of guidance documents, Council's direction to have the outcome of the MCR available for consideration in the first quarter of 2018 is unattainable.

The Province has requested comments by September 30, 2016 on the proposed amendments to the Provincial Plans and is targeting final approval by the end of 2016. On August 10, 2016 the submission date was extended to October 31, 2016. This will probably result in the approval of the Plans not taking place until the first quarter of 2017. Should the significant changes, now being proposed to the Growth Plan and other Plans, be approved, further analysis will be required by York Region. The product of this work would have to be approved by York Region Council and developed into policy that would be reflected in the updated Regional Official Plan. This process may now extend beyond the first half of 2017. The result of the Region's MCR will be a key input into the City's MCR process and is a project dependency.

To the extent that the process can be predicted, the earliest that the City may be able to adopt an implementing official plan amendment emerging from the MCR would probably be the latter part of 2019, assuming resource, budget and timing risks can be effectively managed.

***Costs to the City of Preparing the Growth Management Strategy Update/Municipal Comprehensive Review may escalate as a result of changes to the Provincial Plans***

The approved 2016 Capital Budget (See Economic Impact section) established the budget for a large portion of the GMSU/MCR work. The underlying cost estimates were based on the assumption that this would be a relatively minor 5-year updating of the current VOP 2010 and the associated Master Plans, based on the scenarios emerging from the Region's MCR work.

Until the amended plans are approved by the Province, the financial implications cannot be fully investigated. Based on the draft changes, additional work may be anticipated as a result of several policy directions. These include: The need to accommodate greater intensification; the number and breadth of policy changes; the introduction of new concepts such as climate change mitigation and resiliency; the emerging importance of community hubs; the changes to the employment area policies; and the need for integrated infrastructure planning, asset management plans and life-cycle costing as part of the growth management process.

Once the Provincial Plans are approved, the budget impacts can be reassessed. The current budgets are satisfactory to initiate work, but Additional Resource Requests (ARRs) may be required to fully address the new issues.

***Implementing the new requirements may have on-going cost implications in regard to staffing, new business functions and processes including monitoring and reporting***

As noted above, the new Provincial Policies have the potential to expand the range of matters that must be addressed in undertaking its planning exercises. Through the City's implementation measures (i.e. the GMSU/MCR) new operational responsibilities and processes may be identified to respond to the requirements of the Provincial Plans.

One measure that will need to be addressed will be the requirement for monitoring and reporting on outcomes. For example, Policy 5.2.6 of the Growth Plan provides for the Minister to develop a set of performance indicators. Municipalities will be required to report in accordance with the standards and guidelines issued by the Minister, for the purpose of demonstrating progress in the implementation of the Plan.

Much of this responsibility for monitoring and reporting will fall within the jurisdiction of the Planning and Growth Management portfolio. There will be the need to develop the in-house processes to respond to these and other related responsibilities like supporting and monitoring the City's planning and development processes. This will entail acquiring and retaining the necessary data, developing the processing analytical expertise, supported by robust mapping and geomatics systems, which will allow for the timely production of the required information. This capability should be developed concurrently with the preparation of the City's GMSU/MCR and be the foundation for a broader Corporate strategy.

**Relationship to the Term of Council Service Excellence Strategy Map (2014-2018)**

The Provincial Plans will have a material effect on the City's growth and development through their influence on the Official Plan and related growth management plans and policies. The most direct impact is on the Term of Council priority to "Update the Official Plan and supporting studies". The influence of the Provincial Plans also extends into a number of other priorities, including: "Invest, renew and manage infrastructure and assets"; "Attract investment and create jobs"; "Create and manage affordable housing options"; and "Continue to cultivate an environmentally sustainable city". Therefore, it is important for the City to be aware of changes to the Provincial planning regime and provide comments if warranted.

**Regional Implications**

The Region of York is actively involved in the review of the Provincial Plans. A preliminary report on the 2016 Draft Policy Amendments to the Growth Plan, the Greenbelt Plan and the Oak

Ridges Moraine Conservation Plan was considered by Regional Council on June 23, 2016. Regional Council adopted a resolution expressing concern with the increase in the Growth Plan's density and intensification targets. Regional Council also directed that its staff consult with local municipalities on the proposed Provincial Plan amendments and report back to Council in September of 2016 with a detailed analysis of the amendments and a draft response to the Ministry of Municipal Affairs regarding the proposed plan amendments.

### **Conclusion**

The proposed Growth Plan, in combination with the amendments to the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan, address many of the important planning issues currently facing the Greater Golden Horseshoe. The challenges of accommodating rapid population and employment growth, while meeting the triple bottom line objectives of creating vibrant communities, a healthy environment and a strong and competitive economy cannot be overestimated.

Finding the correct balance will be essential and it is anticipated that numerous stakeholders, from a variety of sectors, will be providing their input into the finalization of the Provincial Plans. From the perspective of a local municipality operating in a Regional framework, the revised Plans are supportable, subject to a number of caveats.

Foremost, the intensification targets within the Built Area and the density requirements in the Designated Greenfield Areas require further scrutiny. It is not entirely clear what the implications 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 parameters should be revisited in consultation with the Regional Municipalities and be amended as appropriate.

The amended Plans also impose more obligations on the City in a number of areas, such as climate change mitigation, monitoring and reporting, the integration of land use and infrastructure planning, identification and preservation of priority employment lands, the need for asset management plans and life cycle accounting in planning for new growth and introduction of strategic growth areas and priority transit corridors. Many reflect directions that the City is currently pursuing and may be seen as part of the evolution of planning in an increasingly complex urban region. As such, these changes are largely supportable.

The timing of the Provincial approvals will have the effect of delaying the City's Growth Management Strategy Update/Municipal Comprehensive Review. In addition, the new policies may well affect the cost of the City's GMSU/MCR and may result in implementation costs to the City in the form of new processes, additional staffing and expertise. The extent of these impacts can only be definitively assessed with the final approval of the Plans and the availability of the pertinent Guidance Documents that will emerge after approval.

Therefore it is recommended that this report be forwarded to the Ministry of Municipal Affairs as the City of Vaughan's initial comments on the proposed amendments to the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. With the extension of the commenting deadline to October 31, 2016, staff will continue to review the Plans and consult with other stakeholders. If the outcome of the further review is warranted, a follow-up report will be prepared for Council consideration, with further comments for the Ministry's review and action.

### **Attachments**

Not applicable.

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Respectfully submitted,

*per:*  
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/lm