

# Peer Review for the Peel 2051 Official Plan Review and Municipal Comprehensive Review (MCR)



## Table of Contents

Executive Summary .....	4
<b>1. Background .....</b>	<b>6</b>
<b>1.1 What is the Peel 2051 Official Plan Review? .....</b>	<b>6</b>
<b>1.2 Planning Policy Context .....</b>	<b>6</b>
<b>1.3 Official Plans .....</b>	<b>8</b>
<b>1.4 Purpose of this Report .....</b>	<b>9</b>
<b>2. Updating the Official Plan .....</b>	<b>10</b>
<b>2.1 Requirements of s.26 Under the Planning Act .....</b>	<b>10</b>
<b>2.2 Municipal Comprehensive Reviews .....</b>	<b>10</b>
<b>2.3 Overview of Peel 2051 Work Plan .....</b>	<b>11</b>
<b>2.4 Sequencing and Scheduling .....</b>	<b>12</b>
<b>2.5 Resources Assigned .....</b>	<b>13</b>
<b>3. Municipal Comprehensive Review Work Plan .....</b>	<b>14</b>
<b>3.1 Land Needs Assessment and Growth Management .....</b>	<b>14</b>
<b>3.2 Settlement Area Boundary Expansion (SABE) .....</b>	<b>17</b>
<b>3.3 Major Transit Station Areas .....</b>	<b>21</b>
<b>3.4 Natural Heritage System and Agricultural System Mapping .....</b>	<b>22</b>
<b>4. Peel 2051 Official Plan Review Policy Updates .....</b>	<b>23</b>
<b>4.1 Age Friendly Planning .....</b>	<b>23</b>
<b>4.2 Aggregate Resources and Excess Soil .....</b>	<b>24</b>
<b>4.3 Agricultural and Rural Systems .....</b>	<b>24</b>
<b>4.4 Climate Change .....</b>	<b>25</b>
<b>4.5 Greenlands System .....</b>	<b>26</b>
<b>4.6 Health and Built Environment .....</b>	<b>27</b>
<b>4.7 Housing .....</b>	<b>28</b>
<b>4.8 Provincial Greenbelt Plans .....</b>	<b>29</b>
<b>4.9 Transportation .....</b>	<b>29</b>
<b>4.10 Water Resources .....</b>	<b>30</b>
<b>4.11 Wildland Fires .....</b>	<b>31</b>
<b>4.12 Other Policy and Mapping Updates .....</b>	<b>32</b>
<b>5. Public Consultation and Co-ordination with Public Bodies .....</b>	<b>34</b>
<b>5.1 The Duty to Inform the Public (Notice) .....</b>	<b>34</b>
<b>5.2 Upper Tier Obligation to Consult Lower Tiers .....</b>	<b>34</b>
<b>5.3 The Role of Regional Council .....</b>	<b>35</b>

<b>5.4</b>	<b>Engaging First Nations</b> .....	<b>36</b>
<b>5.5</b>	<b>Consultation With Other Stakeholders</b> .....	<b>36</b>
<b>5.6</b>	<b>Checking In With Provincial Staff</b> .....	<b>36</b>

## Executive Summary

This report describes the process by which the Region of Peel 2051 Official Plan is being reviewed. It also assesses how the process meets the requirements of Ontario's Planning Act, in particular the Official's Plan's consistency with the *Provincial Policy Statement 2020* (PPS) and its conformity with the *Growth Plan for the Greater Golden Horseshoe 2020* (Growth Plan). The report finds that:

- The Peel 2051 process has had regard for all matters of Provincial interest set out in section 2 of the Planning Act, in part through structuring the Official Plan review and municipal comprehensive review as 13 focus areas.
- The new Official Plan implements all policies of the *Growth Plan for the Greater Golden Horseshoe* (2020) (Growth Plan) through a municipal comprehensive review as defined by the Growth Plan.
- Through detailed and lengthy background research, public consultation, and policy formulation, the Region's municipal comprehensive review addresses all Growth Plan policies that specify implementation through a municipal comprehensive review including:
  - establishing an urban structure;
  - undertaking integrated planning for infrastructure and public service facilities;
  - delineating areas to which targets apply (i.e. the delineated built-up area, major transit station areas, other strategic growth areas, and the designated greenfield area);
  - establishing targets;
  - assessing land needs pursuant to a prescribed Provincial methodology;
  - determining the feasibility and appropriate location of settlement boundary expansions;
  - allocating forecasts and establishing targets for lower-tier municipalities; and
  - mapping the Provincial Natural Heritage System and Agricultural System.
- The Peel 2051 process also results in proposed Official Plan policies that are consistent with PPS policies and conform to Growth Plan policies that address:
  - age friendly planning;
  - aggregate resources and excess soils<sup>1</sup>;
  - agricultural and rural systems;
  - climate change;
  - greenlands system;
  - health and built environment;
  - housing;
  - Provincial Greenbelt Plans;
  - transportation;
  - water resources;
  - wildland fires; and
  - other policy matters and mapping updates.
- The Peel 2051 process meets the statutory requirements of section 26 of the Planning Act in

---

<sup>1</sup> The Aggregate Resources and Excess Soils Policy Review is proceeding as part of the Peel 2051 Review as a separate amendment to the Regional Official Plan.

respect of notification requirements, public meetings and open houses.

- The Peel 2051 process has facilitated extensive co-ordination of public bodies, including lower-tier municipalities, and undertaken regular and thorough consultation with a range of stakeholders including the Province and the general public. Engagement with Indigenous communities, in a manner required by the Growth Plan and the Provincial Policy Statement, have also been undertaken.

## 1. Background

The official plan is the central document in the municipal planning process. It establishes a framework for how land in a community is to be used by identifying where new development will be located, determining what services and infrastructure will be needed, and ensuring that environmentally sensitive lands are protected.

This report describes the process by which the Region of Peel 2051 Official Plan is being reviewed. It also assesses how the process meets the requirements of Ontario's Planning Act, in particular the Official's Plan's consistency with the *Provincial Policy Statement 2020* (PPS) and its conformity with the *Growth Plan for the Greater Golden Horseshoe 2020* (Growth Plan).

### 1.1 What is the Peel 2051 Official Plan Review?

Under the Planning Act, municipalities in Ontario must update their official plans every 5 years. The Peel 2051 Official Plan Review therefore responds to a statutory requirement that ensures that the policies of the plan are consistent with the latest Provincial policies and conform to current Provincial plans. Regular reviews also provides the Region with an opportunity to update the Official Plan to reflect the evolving vision and goals of its communities. The formal Peel 2051 process started on May, 23 2013 with a public meeting.

### 1.2 Planning Policy Context

The authority to plan communities and their land uses in Canada is fundamentally a provincial responsibility under the Constitution. In Ontario, planning functions are shared between the provincial government and its municipalities, with the role of each level of government established by the Planning Act.

Section 1 of the Planning Act begins by setting the "purposes" of the Act and, in doing so, arranges a balance between local and provincial authority. Section 1.1 states that the purposes of the Act include:

- (b) to provide for a land use planning system led by provincial policy;
- (c) to integrate matters of provincial interest in provincial and municipal planning decisions;
- (f) to recognize the decision-making authority and accountability of municipal councils in planning.

Matters of provincial interest are identified in section 2 of the Act and municipal councils must have regard to these matters when making planning decisions. The provincial interests include:

- Protection of ecological systems and agricultural resources;
- Conservation and management of natural and mineral resources as well as conservation of features

- of significant architectural, cultural, historical, archaeological or scientific interest;
- Supply, efficient use and conservation of energy and water;
- Adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- Minimization of waste;
- Development of safe and healthy communities, including accessibility for persons with disabilities;
- Adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- Adequate provision of a full range of housing, including affordable housing, and employment opportunities;
- Protection of the financial and economic well-being;
- Co-ordination of planning activities of public bodies;
- Resolution of planning conflicts involving public and private interests;
- Protection of public health and safety;
- Appropriate location of growth and development;
- Promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians and built form that is well-designed, encourages a sense of place, provides for high-quality public spaces; and
- Mitigation of greenhouse gas emissions and adaptation to a changing climate.

These matters of provincial interest establish the foundation for all land use planning in Ontario. They must be applied through the Peel 2051 Official Plan Review process.

Section 3 of the Act establishes the formal relationship between the list of provincial interests and local decision making. It grants the Minister of Municipal Affairs and Housing the authority to issue policy statements on matters related to municipal planning. Moreover, planning decisions—including those made by municipal councils—must be consistent with policy statements and must conform (or not conflict with) with provincial plans.

### **Provincial Policy Statement 2020 (PPS)**

The PPS establishes the link between the list of provincial interests and municipal decision making. It provides provincial policy direction regarding, among other matters, land use, housing, environmental protection, agricultural lands, economic development and job creation, infrastructure and municipal servicing, and growth management. All planning decisions in Ontario must be consistent with the PPS and official plans are the most important vehicle for implementing its policies. As such, PPS policies must be carefully considered in reviewing the Peel Official Plan.

The current PPS was most recently updated and approved in 2020.

### **Growth Plan for the Greater Golden Horseshoe 2020 (Growth Plan)**

Building on the PPS, the Province has enacted a plan specifically to manage growth in the Greater Golden Horseshoe (the Growth Plan). The Growth Plan builds upon the PPS and provides additional requirements to guide growth within the GGH. Policies in the Growth Plan are to be read in conjunction with the PPS and take precedence where there is a conflict between the two.

Building on the PPS, the Province has enacted a plan specifically to manage growth in the GGH (the Growth Plan). Policies in the Growth Plan are to be read in conjunction with the PPS and take precedence where there is a conflict between the two documents. The Growth Plan includes detailed policies for managing growth, for planning for infrastructure to support growth, achieving complete communities, and for protecting environmental systems and natural resources.

Municipalities are required to implement the Growth Plan in part by bringing their official plans into conformity with it. A new official plan, or an official plan amendment, initiated by an upper-tier municipality under section 26 of the Planning Act that comprehensively applies the policies and schedules of the Growth Plan is defined in the Growth Plan as a “municipal comprehensive review” (MCR). The Peel 2051 Official Plan Review (Peel 2051) serves as an MCR.

The Region’s Official Plan must be brought into conformity with the current Growth Plan by July 1<sup>st</sup>, 2022.

### **Other Provincial Plans**

In addition to the Growth Plan, there are other provincial plans that apply to the Region, including the Greenbelt Plan (2017), Niagara Escarpment Plan (2017), Lake Simcoe Protection Plan (2009) and Oak Ridges Moraine Conservation Plan (2017). These plans work together with the Growth Plan to, among other things, protect farmland, areas of environmental significance including water resources, natural heritage systems, and hydrologic features, and other important cultural and natural resources. The work plan for the Peel 2051 Official Plan Review addresses conformity with these provincial plans in addition to conformity requirements of the Growth Plan.

### **1.3 Official Plans**

The official plan is the central document of the municipal land use planning process. It is fundamentally a policy document rather than a regulatory document, adopted by a municipal council and approved by the Minister as an official statement of planning policy for the municipality. Official plan policies are used to govern the approval of by-laws, to direct public works and land acquisition, and to assess applications for land use changes and development. Section 24 of the Planning Act ensures this in part by requiring that “where an official plan is in effect, no public work shall be undertaken and...no by-law shall be passed for any purpose that does not conform therewith”.

#### **The Planning Act defines an official plan as follows:**

16 (1) An official plan shall contain,

- (a) goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built and natural environment of the municipality or part of it, or an area that is without municipal organization;
- (a.1) such policies and measures as are practicable to ensure the adequate provision of affordable housing;
- (b) a description of the measures and procedures for informing and obtaining the views of the

public in respect of,

- (i) proposed amendments to the official plan or proposed revisions of the plan,
- (ii) proposed zoning by-laws,
- (iii) proposed plans of subdivision, and
- (iv) proposed consents under section 53; and

(c) such other matters as may be prescribed.

(2) An official plan may contain,

- (a) a description of the measures and procedures proposed to attain the objectives of the plan;
- (b) a description of the measures and procedures for informing and obtaining the views of the public in respect of planning matters not mentioned in clause (1) (b); and
- (c) such other matters as may be prescribed.

#### **1.4 Purpose of this Report**

The main purpose of this report is to document the background work undertaken by the Region as part of the Peel 2051 Official Plan Review. In particular, aspects of the Official Plan Review which address Growth Plan requirements for an MCR process are highlighted.

## 2. Updating the Official Plan

Updating a Regional Official Plan is a complex process. A comprehensive review such as the Peel 2051 Official Plan Review requires the co-ordination of all municipal departments to conduct policy reviews, technical studies, produce background papers, and develop new, comprehensive policies which adhere to the Region's planning principles and conform with the required regional and provincial policies.

This section of the Peer Review is a digest of all the work completed by the Region and its departments as part of Peel 2051. It is divided into two major sections. The first addresses the MCR requirements in the Growth Plan and the corresponding work in the Official Plan Review that addresses those requirements. The second section addresses all other policy reviews, which are not mandated by MCR policy in the Growth Plan. This includes work completed to address other policies in the PPS, Growth Plan and other recent legislative changes outside the Provincial land use planning framework.

### 2.1 Requirements of s.26 Under the Planning Act

Section 26 of the Planning Act sets out the requirements for updating an official plan. They include:

- ➔ Revising a plan at least 10 years after it comes into effect as a new plan and at least 5 years thereafter, unless the plan has been replaced by another new official plan.
- ➔ The revised official plan will conform with provincial plans, have regard for provincial interest, and be consistent with the PPS.
- ➔ Before revising the plan, Regional council must consult with the approval authority (i.e. the Minister of Municipal Affairs and Housing) and prescribed public bodies about what revisions may be required and hold a public meeting with Regional council discussing said revisions.

Upper- and single-tier official plans or official plan amendments adopted in accordance with section 26 require Provincial approval. Provincial decisions on these matters are non-appealable.

### 2.2 Municipal Comprehensive Reviews

The MCR is a process required by the Growth Plan for all single and upper-tier municipalities to bring their official plans into conformity with the Growth Plan. Because this process is mandated by provincial policy, the MCR is a significant piece of the Peel 2051 Official Plan Review.

Many of the policies in the Growth Plan can be implemented through official plan amendments at any time. However, there are specific policies that require implementation through an MCR. They include:

- ➔ establishing an urban structure;
- ➔ setting growth targets;
- ➔ delineating various planning areas including *built-up areas urban growth centers, strategic growth areas, and major transit station areas*;

- undergoing employment area conversions; determining land need through a *land needs assessment*;
- expanding settlement areas through a *settlement area boundary expansion*; and
- refining the mapping of the *Natural Heritage System* for the Growth Plan and *Agricultural System* issued by the Province.

Implementation of these policies can be phased, through a series of amendments.

In the Peel 2051 Official Plan Review and the resulting Regional Official Plan Amendments (ROPAs), the Region has addressed all necessary policies that can only achieve *Growth Plan* conformity through the MCR process. The following subsections outline policies in the *Growth Plan* which specify implementation through an MCR as well as the corresponding updates and supporting documents from the Peel 2051 Official Plan Review that address each policy.

As the MCR is concerned expressly with Growth Plan conformity, this Peer Review focusses mainly on the Growth Plan. However, aspects of the Peel 2051 Official Plan Review addressing conformity with other policies or regulations, or with Growth Plan policies that are not required to be addressed through an MCR process, are also covered.

### **2.3 Overview of Peel 2051 Work Plan**

The work plan for Peel 2051 updates the Regional Official Plan through staged amendments. The work plan organizes the technical background work, including policy review, official plan updates, and technical and mapping exercises into 13 focus areas (see Figure 1). The focus areas conduct policy reviews on separate timelines, producing independent reports and documentation. Some studies and updates however, required integration and collaboration across focus areas. In particular, growth management and settlement area boundary expansion work require a comprehensive planning approach and in these cases multiple focus areas were required to achieve the necessary policy revisions and technical studies.

The 13 focus areas broadly cover the matters of provincial interest identified in section 2 of the Planning Act (see above).

Figure 1 - Focus Study Areas



Focus area work was carefully co-ordinated. For example, work on Provincial Greenbelt Plans, Greenlands System, Climate Change, and Water Resources focus areas was presented through public consultation simultaneously, and their policy updates were undertaken to achieve conformity with the overlapping provincial policies and plans and to inform the Growth Management related components of the Peel 2051 Review. Likewise, ROPA 27, which addressed health and built environment and related age-friendly planning policies, was adopted in the early stages of the Peel 2051 process.

Over the course of the Peel 2051 Official Plan Review, regional departments have produced a number of background documents, technical studies, mappings and discussion papers to support policy development and the MCR. While technical studies are ongoing throughout the review process, Appendix 1 of this report is a Peel Region document prepared in September 2021 outlining all supporting documents produced as part of the review process, organized by focus area. The draft and final versions of supporting studies are accessible through the Peel 2051 project website.

<https://peelregion.ca/officialplan/review/media/appendix-II.pdf>

## 2.4 Sequencing and Scheduling

Following the provincial Planning Act mandate to update an Official Plan every 5 years, The Peel 2051 Official Plan Review started on May 23, 2013 with a public meeting with the following key objectives:

- Incorporate new provincial legislation, regulations and policies.
- Implement new regional policy initiatives and plans.
- Have a meaningful community engagement process.
- Guide growth and development within the Region to the year 2051

While work on the official plan review, including Growth Management Workshops, began in 2013, much of the policy development and technical analysis focused around settlement area boundary expansion and growth management took place from 2019 onwards, with the revision and amendment to the Growth Plan in 2017 and 2020. These Growth Plan updates also introduced a deadline of July 1, 2022 for official plans to conform with the updated policies.

The significant changes to the Provincial policy framework, including a revision of the PPS in 2020, largely shaped the Regional work plan:

- Prior to the changes to the Growth Plan, the Region had conducted a Provincial Coordinated Plans Review in 2016 and passed and implemented ROPA 27 in 2017, which updated Official Plan policies related to health, built environment, and age-friendly planning focus areas.
- The Growth Plan updates of 2017 and 2020 led the Region to revise its pre-existing work on settlement area boundary expansion, growth management, and transportation policies. Public consultation for environmental focus areas, including Climate Change, Water Resources, Greenbelt Plans, Rural Systems and Agriculture were undertaken in March 2020. Growth-related focus areas including Growth Management, Settlement Area Boundary Expansion, MTSAs, Housing, Greenlands System, and Transportation were undertaken in September 2020. Virtual “Meet the Planner” drop-in sessions were held in July and August 2021 to provide overviews of the Peel 2051 work plan progress and consultation on policies underway at the time. The final round of consultations took place in October 2021 and dovetailed with the statutory public consultations (see below). Ahead of each round of consultations, Regional Council Reports were approved for consultations.
- Draft MCR policies were prepared in the Fall of 2021, ahead of the expected Spring 2022 adoption of the new Official Plan and its related Official Plan policy updates. The timeline provides 120 days for Provincial approval ahead of the July 1<sup>st</sup> 2022 deadline required to be met for Growth Plan conformity.

## 2.5 Resources Assigned

The 2051 Peel Official Plan Review was headed by the Region’s Chief Planner through the Planning department and was supported by all regional departments. Significant material, financial, and human resources were assigned to the work.

### 3. Municipal Comprehensive Review Work Plan

The MCR is a particular type of planning instrument that involves a process through which municipalities undertake background research, public consultation, and policy formulation necessary to bring an official plan into conformity with the Growth Plan. By definition, the MCR requires the comprehensive application of the Growth Plan policies. As such, upon completion of the MCR process, the official plan (once approved and in effect) will be entirely in conformity with the Growth Plan.

This section describes the Region of Peel's MCR process. The final approval by the Province of the Regional Official Plan under section 26 of the Planning Act will need to satisfy the test of conformity with the Growth Plan.

#### 3.1 Land Needs Assessment and Growth Management

As part of Peel 2051 and as a requirement of the MCR, the Region has completed a land needs assessment to determine the amount of land required to accommodate the Growth Plan's forecasted population and employment growth to the year 2051, in accordance with the requirements of a Provincially mandated methodology.

The *Region of Peel 2051 Land Needs Assessment Report* (March 2022) informs subsequent planning efforts in the Peel 2051 MCR, including how growth is allocated to local municipalities, the planning for a range and mix of housing, the implementation of prescribed minimum intensification and density targets across the Region, and the justification for a settlement boundary area expansion in the Town of Caledon. In support of the land needs assessment, and as part of the growth management focus area of the Official Plan Review, the following documents were prepared:

- Cushman & Wakefield *Employment Strategy Discussion Paper* (2017)
- *Growth Management Policy Directions Report* (2020)
- *Intensification Analysis Report* (2020), and the *Draft Intensification Analysis: 2051 Addendum* (2021)
- *Employment Planning Implementation Report* (2022)
- Cushman & Wakefield *Employment Strategy Discussion Paper 2051 Addendum* (2022)
- *Employment Conversion Analysis* (2022)
- *Region of Peel Vacant and Underutilized Employment Land Inventory* (2021)

In assessing land needs, Growth Plan policy 2.2.1.5 requires that municipalities follow a standard methodology established by the Minister.<sup>2</sup> The prescribed methodology has been applied in the *Region of Peel 2051 Land Needs Assessment Report* and its appendices.

---

<sup>2</sup> *Land Needs Assessment Methodology for the Greater Golden Horseshoe, 2020*, released in accordance with Growth Plan policy 5.2.2.1 c).

<b>Table 1: MCR Growth Plan Policies Addressed by Growth Management Focus Area</b>		
<b>Growth Plan Policy</b>	<b>Policy Summary</b>	<b>Peel 2051 Supporting Documents</b>
2.2.1.2	<p>Forecasted growth to the horizon of this Plan will be allocated so that the vast majority of growth is directed to <i>settlement areas</i> that have a built boundary, have existing water and wastewater systems, and can support complete communities. Growth will be limited in <i>rural settlements</i> and <i>settlement areas</i> in the <i>Greenbelt Area</i>.</p> <p>Within <i>settlement areas</i>, growth will be focused in <i>delineated built-up areas; strategic growth areas;</i> areas with existing or planned transit and prioritizing <i>higher order transit</i>, and areas with existing or planned <i>public service facilities</i>.</p> <p>The establishment of new <i>settlement areas</i> is prohibited.</p>	<p>Peel 2051 Land Needs Assessment Report</p> <p>Growth Management Policy Directions Report</p> <p>Growth Management Strategy</p>
2.2.1.3	<p>Upper- and single-tier municipalities will undertake integrated planning to manage forecasted growth to the horizon of this Plan, which will:</p> <ul style="list-style-type: none"> <li>a) Establish a hierarchy of <i>settlement areas</i>;</li> <li>b) Be supported by planning for infrastructure and public service facilities by considering the full life cycle costs of these assets and developing options to pay for these costs over the long-term;</li> <li>c) Provide direction for an urban form that will optimize infrastructure particularly along transit and transportation corridors, to support the achievement of complete communities through a more compact built form;</li> <li>d) Support the environmental and agricultural protection and conservation objectives of this Plan; and</li> <li>e) Be implemented through a municipal comprehensive review and, where applicable, include direction to lower-tier municipalities</li> </ul>	<p>2051 Land Needs Assessment Report</p>
2.2.5.9	<p>The conversion of lands within employment areas to non-employment uses may be permitted only through a municipal comprehensive review.</p>	<p>2051 Land Needs Assessment Report</p>
2.2.5.10	<p>The re-designation of an employment area to a designation that permits non-employment uses is considered a conversion and may occur only</p>	<p>2051 Land Needs Assessment Report</p>

	through a municipal comprehensive review undertaken in accordance with policy 2.2.5.9.	
5.2.3.2	<p>Upper-tier municipalities, in consultation with lower-tier municipalities, will, through a municipal comprehensive review, provide policy direction to implement this Plan, including:</p> <p>a) identifying minimum intensification targets for lower-tier municipalities based on the capacity of delineated built-up areas, including the applicable minimum density targets for strategic growth areas in this Plan, to achieve the minimum intensification target in this Plan;</p> <p>b) identifying minimum density targets for strategic growth areas, including any urban growth centres or major transit station areas, in accordance with this Plan;</p> <p>c) identifying minimum density targets for employment areas;</p> <p>d) identifying minimum density targets for the designated greenfield areas of the lower-tier municipalities, to achieve the minimum density target for the upper- or single-tier municipality;</p> <p>e) allocating forecasted growth to the horizon of this Plan to the lower-tier municipalities in a manner that would support the achievement of the minimum intensification and density targets in this Plan; and</p> <p>f) addressing matters that cross municipal boundaries.</p>	2051 Land Needs Assessment Report
5.2.4.2	All upper- and single-tier municipalities will, at a minimum, through a municipal comprehensive review, apply the forecasts in Schedule 3 or such higher forecasts as are established by the applicable upper- or single-tier municipality through its municipal comprehensive review for planning and managing growth to the horizon of this Plan.	Peel 2051 Land Needs Assessment Report
5.2.5.3	For the purposes of implementing the minimum intensification and density targets in this Plan, upper- and single-tier municipalities will, through a municipal comprehensive review, delineate the following in their official plans where applicable:	Peel 2051 Land Needs Assessment Report

	<ul style="list-style-type: none"> <li>a) Delineated built-up areas</li> <li>b) Urban growth centres</li> <li>c) Major transit station areas</li> <li>d) Other strategic growth areas for which a minimum density target will be established and</li> <li>e) Excess lands</li> </ul>	
--	--	--

### 3.2 Settlement Area Boundary Expansion (SABE)

The Growth Plan requires *settlement area* boundaries to be delineated in official plans, and for any expansion to the boundary of these settlement areas to only occur through an MCR.

The SABE focus area represents one of the most significant parts of the 2051 Peel Official Plan Review. The SABE studies identify and locate future settlement areas to accommodate new community area and employment area to 2051 in order to support the Provincial population and employment forecasts prescribed by Schedule 3 of the Growth Plan.

Pursuant to section 2.2.8.3 of the Growth Plan, once the need for a boundary expansion is identified in a land needs assessment, a comprehensive planning effort that applies all planning policies in the Growth Plan must be undertaken. As such, technical studies and draft policies coordinating multiple regional departments is necessary. The Region’s SABE process was conducted in four phases, resulting in the following studies and assessments concerning the proposed focus study area for the expansion lands:

#### Phase 1: Background

- Focus study area report and mapping (2020)

#### Phase 2: Technical Studies

- *Agricultural Impact Assessment* (2020, 2021)
- *Climate Change Study* (2020)
- *Cultural Heritage Assessment* (2020)
- *Stage 1 Archaeologic Assessment* (2020)
- *Employment and Commercial Study* (2020)
- *Fiscal Impact Technical Study* (2020)
- *Health Assessment* (2020)
- *Public Facilities Report* (2020)
- *Transportation Assessment* (2020, 2021)
- *Water and Wastewater Assessment* (2020, 2021)
- *Mineral Aggregate Resources Screening* (2020, 2021)
- *Front-End Funding and Financing Options Report* (2021)
- *Rural Settlements Technical Memorandum* (2020, 2021, 2022)

#### Phase 3: Draft Policies and Mapping

- *Draft Conceptual SABE 2051 boundary mapping* (2021)
- *Planning Justification Report for Draft Conceptual SABE Part 1 and 2* (2020, 2021, 2022)

**Phase 4: Final Official Plan Amendment**

- Recommendation report (2022)
- Final mapping and policies (2022)

In addition, the Region prepared a separate study titled the *Environmental Screening Report and Scoped Subwatershed Study* alongside the general SABE studies. The outcome of this study was the *Environmental Screening Report (2020)* and the following *Scoped Subwatershed Studies*:

- *Scoped Subwatershed Study Part A – Existing Conditions and Characterization (2022)*
- *Scoped Subwatershed Study Part B – Detailed Studies and Impact Assessment (2022)*
- *Scoped Subwatershed Study Part C – Implementation Plan (2022)*

These also inform the SABE study’s consistency with policies beyond the Growth Plan – specifically the *Oak Ridges Moraine, Greenbelt Plan* and *Niagara Escarpment* plans.

The table below sets out Growth Plan policies which provide criteria for both the need for a SABE, as well as how the SABE is to be identified and implemented once the need has been determined. The Region through its MCR has conducted the necessary studies required to conform to Growth Plan section 2.2.8 as shown below.

<i>Growth Plan Policy</i>	<i>Policy Summary</i>	<i>Peel 2051 Supporting Documents</i>
2.2.8.2	<p>A settlement area boundary expansion may only occur through a municipal comprehensive review where it is demonstrated that:</p> <ul style="list-style-type: none"> <li>a) based on the minimum intensification and density targets in this Plan and a land needs assessment undertaken in accordance with policy 2.2.1.5, sufficient opportunities to accommodate forecasted growth to the horizon of this Plan are not available through <i>intensification</i> and in the <i>designated greenfield area</i>:</li> <li>i. within the upper-or single-tier municipality, and;</li> <li>ii. within the applicable lower-tier municipality;</li> <li>a) the proposed expansion will make available sufficient lands not exceeding the horizon of this Plan, based on the analysis provided for in policy 2.2.8.2 a), while minimizing land consumption; and</li> <li>b) the timing of the proposed expansion and the phasing of development within the <i>designated greenfield area</i> will not</li> </ul>	2051 Land Needs Assessment Report

	<p>adversely affect the achievement of the minimum intensification and density targets in this Plan, as well as the other policies of this Plan.</p> <p>c) The timing of the proposed expansion and the phasing of development within the <i>designated greenfield area</i> will not adversely affect the achievement of the minimum intensification and density targets in this Plan, as well as the other polices of this plan</p>	
<p>2.2.8.3</p>	<p>Where the need for a <i>settlement area</i> boundary expansion has been justified in accordance with policy 2.2.8.2, the feasibility of the proposed expansion will be determined and the most appropriate location for the proposed expansion will be identified based on the comprehensive application of all of the policies in this Plan, including the following:</p> <p>a) there is sufficient capacity in existing or planned <i>infrastructure</i> and <i>public service facilities</i>;</p> <p>b) the <i>infrastructure</i> and <i>public service facilities</i> needed would be financially viable over the full life cycle of these assets;</p> <p>c) the proposed expansion would be informed by applicable water and wastewater master plans or equivalent and <i>stormwater master plans</i> or equivalent, as appropriate;</p> <p>d) the proposed expansion, including the associated water, wastewater and stormwater servicing, would be planned and demonstrated to avoid, or if avoidance is not possible, minimize and mitigate any potential negative impacts on watershed conditions and the <i>water resource system</i>, including the <i>quality and quantity of water</i>;</p> <p>e) <i>key hydrologic areas</i> and the <i>Natural Heritage System for the Growth Plan</i> should be avoided where possible;</p> <p>f) <i>prime agricultural areas</i> should be avoided where possible. To support the <i>Agricultural System</i>, alternative locations across the upper-or single-tier municipality will be evaluated, prioritized and determined based on avoiding, minimizing and mitigating the impact on the <i>Agricultural System</i> and in accordance with the following:</p>	<p>Focus Study Area Report</p> <p>All Phase 2 Technical Studies</p> <p>Scoped Subwatershed Study</p>

	<p>i. expansion into <i>specialty crop areas</i> is prohibited;</p> <p>ii. reasonable alternatives that avoid <i>prime agricultural areas</i> are evaluated; and</p> <p>iii. where <i>prime agricultural areas</i> cannot be avoided, lower priority agricultural lands are used;</p> <p>g) the <i>settlement area</i> to be expanded is in compliance with the <i>minimum distance separation formulae</i>;</p> <p>h) any adverse impacts on the <i>agri-food network</i>, including agricultural operations, from expanding <i>settlement areas</i> would be avoided, or if avoidance is not possible, minimized and mitigated as determined through an <i>agricultural impact assessment</i>;</p> <p>i) the policies of Sections 2 (Wise Use and Management of Resources) and 3 (Protecting Public Health and Safety) of the PPS are applied;</p> <p>j) the proposed expansion would meet any applicable requirements of the Greenbelt, Oak Ridges Moraine Conservation, Niagara Escarpment, and Lake Simcoe Protection Plans and any applicable source protection plan; and</p> <p>k) within the Protected Countryside in the <i>Greenbelt Area</i>:</p> <p>i. the <i>settlement area</i> to be expanded is identified in the Greenbelt Plan as a Town/Village;</p> <p>ii. the proposed expansion would be modest in size, representing no more than a 5 per cent increase in the geographic size of the <i>settlement area</i> based on the <i>settlement area</i> boundary delineated in the applicable official plan as of July 1, 2017, up to a maximum size of 10 hectares, and residential <i>development</i> would not be permitted on more than 50 per cent of the lands that would be added to the <i>settlement area</i>;</p> <p>iii. the proposed expansion would support the achievement of <i>complete communities</i> or the local agricultural economy;</p> <p>iv. the proposed uses cannot be reasonably accommodated within the existing <i>settlement area</i> boundary;</p>	
--	--	--

	<p>v. the proposed expansion would be serviced by existing <i>municipal water and wastewater systems</i> without impacting future <i>intensification</i> opportunities in the existing <i>settlement area</i>; and</p> <p>vi. expansion into the Natural Heritage System that has been identified in the Greenbelt Plan is prohibited.</p>	
--	--	--

### 3.3 Major Transit Station Areas

Major Transit Station Areas are lands within 500-800m radius of a transit stations or stops, primarily along existing or planned transit corridors. The Growth Plan requires that the Region delineate Major Transit Station Areas (MTSAs) in the Official Plan through the MCR process. This delineation, in addition to planning for the MTSA minimum density targets in collaboration with local municipalities, is addressed in the Peel 2051 Official Plan Review through the *Peel MTSA Study Phase 1A/1B Reports*.

While finalized delineations did not appear until the end of the MCR process when the new or updated Official Plan was prepared, the Region established draft MTSAs early in the MCR process so as to determining appropriate intensification targets and to plan for transit-supportive growth.

The MTSA Phase 1A and 1B work profiled potential MTSAs and assessed existing densities. The Phase 1B work reviewed and classified potential MTSAs, established minimum densities, and provided guidance to local municipalities based on development and infrastructure analysis to best achieve transit-oriented neighborhoods. The resulting deliverables from the 1A and 1B work are as follows:

- *Peel MTSA Study Phase 1A Report, March 2020*
- *Peel MTSA Study Phase 1B Report, Revised August 2021*
- *Peel MTSA Study Phase 1B – MTSA Profiles, August 2021*

In addition, to reflect changes made in response to comments received from the Province and the public during statutory consultation, the *Peel Major Transit Station Area Supplemental Information Package* (March 2022) was prepared.

<b>Growth Plan Policy</b>	<b>Policy Summary</b>	<b>Peel 2051 Supporting Documents</b>
2.2.4.2	For major transit station areas on priority transit corridors or subway lines, upper- and single-tier municipalities, in consultation with lower-tier municipalities will delineate the boundaries of major transit station areas in a transit-supportive manner that maximizes the size of the area and the number of potential transit users that are within walking distance of the station.	MTSA Study Phase 1A/B
2.2.4.3	Major transit station areas on priority transit corridors or subway lines will be planned for a	MTSA Study Phase 1A/B

	minimum density target of: 200 residents and jobs combined per hectare for those that are served by subways, 160 for those that are served by light rail or bus rapid transit, or 150 for those served by GO Transit rail network.	
5.2.5.3 c)	For the purposes of implementing the minimum intensification and density targets in this Plan, upper- and single-tier municipalities will delineate, where applicable, major transit station areas.	MTSA Study Phase 1A/B

### 3.4 Natural Heritage System and Agricultural System Mapping

As of February 9, 2018 the Agricultural System for the GGH and Natural Heritage System for the Growth Plan came into effect. While the mapping applies immediately and prevails over municipal official plan land use designations, the MCR affords an opportunity for the Region to propose and implement refinements to the mapping.

In the 2051 Peel Official Plan Review, the Region has refined both the Agricultural System mapping and Natural Heritage System mapping in accordance with Growth Plan policies 4.2.2.5 and 4.2.6.9. These refinements are supported by the appropriate documentation, including fine-scale mapping of natural features. This work has been undertaken in close in co-ordination with the Province. In addition, settlement area boundary expansion into the provincial Natural Heritage System have been introduced in conformity with Growth Plan policy 4.2.2.7 and are also addressed in the Settlement Area Boundary Expansion focus area (see above) and in separate policies specific to the Natural Heritage System for the Growth Plan that have been incorporated into the recommended Regional Official Plan.

Refinements in NHS and Agricultural System Mapping are supported with documentation and studies prepared as part of the Official Plan Review and are outlined in the table below.

<b><i>Growth Plan, 2019 Policy</i></b>	<b><i>Policy Summary</i></b>	<b><i>Peel 2051 Supporting Documents</i></b>
4.2.2.5	Upper- and single-tier municipalities may refine provincial mapping of the Natural Heritage System for the Growth Plan at the time of initial implementation in their official plans. For upper-tier municipalities, the initial implementation of provincial mapping may be done separately for each lower-tier municipality. After the Natural Heritage System for the Growth Plan has been implemented in official plans, further refinements may only occur through a municipal comprehensive review.	Greenlands Discussion Paper  Peel Regional NHS Integration Project  Correspondence from the Ministry of Natural Resources approving the refinement of the Growth Plan NHS in Peel

4.2.2.7	If a settlement area is expanded to include the Natural Heritage System for the Growth Plan in accordance with the policies in subsection 2.2.8, the portion that is within the revised settlement area boundary will: a) be designated in official plans; b) no longer be subject to policy 4.2.2.3; and c) continue to be protected in a manner that ensures that the connectivity between, and diversity and functions of, the natural heritage features and areas will be maintained, restored, or enhanced.	Greenlands Discussion Paper  Peel Regional NHS Integration Project  Environmental Screening and Scoped Subwatershed Study
4.2.6.9	Upper- and single-tier municipalities may refine provincial mapping of the agricultural land base at the time of initial implementation in their official plans, based on implementation procedures issued by the Province. For upper-tier municipalities, the initial implementation of provincial mapping may be done separately for each lower-tier municipality. After provincial mapping of the agricultural land base has been implemented in official plans, further refinements may only occur through a municipal comprehensive review.	Agricultural and Rural Systems Discussion Paper  Agricultural Mapping Refinement Methodology Report

## 4. Peel 2051 Official Plan Review Policy Updates

In addition to Provincial policies that specify the need for an MCR, there are a number of other Official Plan updates and supporting studies that have been undertaken as part of the Peel 2051 Official Plan Review. This section covers the planning work prepared by the Region according to the 13 focus areas the Region has outlined in its workplan for the Official Plan Review. Some overlap between the work addressed in this section and previous sections may occur, as work informing updates to the Official Plan updates can address conformity requirements across multiple policy frameworks.

### 4.1 Age Friendly Planning

The age friendly planning focus area in the Peel 2051 Official Plan Review has undertaken work supporting the related policies in the Regional Official Plan Amendment 27 (ROPA 27), approved and in-effect as of September 1, 2017. The policy work addresses directions from the current 2015-2035 Strategic Plan and recommendations from the Aging Population Steering Committee to better incorporate age-friendly planning principles into the official plan.

The policy amendment and the supporting *Planning for an Aging Population: Peel 2041 Regional Official Plan Review Discussion Paper* (2016) identifies consultation efforts with the community and research on best practices. In its analysis, the Region reviewed age-friendly policies from local municipalities, and

across Canadian jurisdiction to better understand and integrate policies that address the needs of an aging population.

The focus area work is also informed by the following strategies, plans and guides across all levels of government including:

#### **International**

- *World Health Organization Global Age-friendly Cities Guide (2007)*

#### **Federal**

- *Age-Friendly Rural and Remote Communities: A Guide (2006)*
- *Age-Friendly Communities in Canada: Community Implementation Guide (2012)*

#### **Provincial**

- *The Aging at Home Strategy (2007)*
- *Living Longer, Living Well (2012)*
- *Ontario's Action Plan for Seniors (2012)*
- *The Age Friendly Community Planning Guide (2013)*

The resulting adoption of ROPA 27 includes policies related to health, built environment, and age-friendly planning which:

- encourages local municipalities to develop policies that support seniors to age in place;
- promotes the use of universal design principles to create safer, barrier-free and inclusive environments in Peel; and
- provides direction to assess the built environment, including public facilities in existing neighbourhood where there is a significant senior population

As part of the *Peel 2051 Official Plan Review*, the Region is also completing an *Age-Friendly Communities Built Environment Assessment*. The project aims to gather information on the diverse senior's population in Peel and identify gaps to address healthy, active aging, and universal, accessible design in the built environment.

## **4.2 Aggregate Resources and Excess Soil**

The aggregate resources and excess soil focus area includes a review of the regional official plan policies for mineral aggregate resources and excess soil management policies to ensure that they are in full conformity with provincial policy, including the PPS and the Growth Plan.

Included in the review is also an updating of *High Potential Mineral Aggregate Resources Areas (HPMARA)* mapping to show new provincial bedrock mapping and constraints, as well as policy updates that address Regional local needs and interests.

Further policy review on this focus area, including the preparation of a discussion paper, policy review memorandum, and draft policies are expected to be completed in 2022.

## **4.3 Agricultural and Rural Systems**

The previous section of this report addresses the work completed under the agricultural and rural systems focus area that meets Growth Plan policy conformity requirements specific to the MCR. In particular, Growth Plan policy 4.2.6.9 requires municipalities to incorporate refinements to the Province's Prime Agricultural Area and Rural System into official plans through the MCR. Beyond addressing this policy, the proposed policies developed through the agricultural and rural systems review address the following objectives:

- update of policies to be consistent with provincial policies beyond MCR requirements;
- incorporate the Provincial requirement of an Agricultural System Approach, protecting agricultural land and supporting agriculture and the agri-food network;
- provide enhanced permissions for agriculture-related and on-farm diversified uses in Prime Agricultural Areas;
- enhance support for urban agriculture and access to affordable healthy and local food
- introduce a new Schedule D-1 showing the Rural System and its components including the agricultural land base;
- maintain the integrity and distinctive character of rural Peel;
- address water and sewage services, including private communal services; and
- ensure that lot creation is consistent with Provincial and Regional policy and with good planning

The outcomes of the policy review align the Region's agricultural resource and rural system policies with the PPS, provincial plans, provincial guidelines, and address the recommendations of the technical studies undertaken by the Region.

The *Agricultural and Rural System Discussion Paper*, *Urban Agriculture Discussion Paper*, and *Agricultural Mapping Refinement Methodology Report* summarize the key provincial and regional policies considered through conducting the focus area policy review. In particular, the analysis notes the agriculture policies which inform the Official Plan that have been updated since the Region's last Official Plan update. The following are regional and provincial policies, plans and documents referenced in the discussion paper and informing the proposed policies:

- *Provincial Policy Statement*
- *Ontario Ministry of Agriculture, Food & Rural Affairs (OMAFRA) Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas (2016);*
- *OMAFRA Minimum Distance Separation Document (2017);*
- *OMAGRA guidelines on Permitted Uses in Ontario's Prime Agricultural Areas (2016);*
- *Amendments to the Provincial Greenbelt Plan, Niagara Escarpment Plan and the Oak Ridges Conservation Plan (2017);*
- *OMAFRA Implementation Procedures for the Agricultural System in Ontario's Greater Golden Horseshoe Area (2018); and*
- *A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)*

#### 4.4 Climate Change

As part of the Peel 2051 Official Plan Review the climate change policy review and corresponding discussion paper represents part of a larger environmental themed review which interconnects the focus areas of water resources, greenlands system, agriculture, greenbelt conformity and wildland fire.

The climate change policy review is informed by section 16(1) (a) of the Planning Act, requiring official

plans to include “goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic, built, and natural environment.” In addition, initiatives at the international, national, and provincial levels provide guidance and direction to mitigate and adapt to the impacts of climate change in the Region including the *Provincial Climate Change Strategy (2015)*, *Climate Change Action Plan 2016-2020*, and the region’s draft *Approach to Climate Change Adaption (2018)*.

Conformity with the regional and provincial policy is also a key outcome of the Peel 2051 review. In particular, GHG emission reduction is a key focus in the Planning Act, the PPS, and the Growth Plan. As such, key direction on climate change in the provincial plans include:

- Requiring upper-tier and single-tier municipalities to incorporate climate change policies into their official plans;
- Encouraging the preparation of municipal GHG emissions inventories, emission reduction strategies, and related targets for reduction;
- Increasing intensification targets for greenfield developments, and enhanced policies that support and make transit a sustainable and preferred mode of transportation;
- Enhancing policies for agriculture and natural heritage that further protects and restores ecosystem services;
- Ensuring comprehensive stormwater management planning that considers the vulnerability of infrastructure from climate change;
- Encouraging municipalities to use green infrastructure and require low-impact development storm water approaches that include integrating green space, natural heritage, and water systems; and
- Encouraging a culture of conservation to conserve water and energy, and reduce waste.

The outcomes of the climate change focus area policy review include:

- New proposed policies which put provincial policy into effect to reduce emission in the Greater Golden Horseshoe and prepare for impacts of a changing climate;
- Incorporating climate change policies in key areas throughout the Regional Official Plan including in growth management transportation, energy, water resources, natural heritage and agriculture sections; and
- Supporting the Region and local municipalities in developing healthy and sustainable communities.

Supporting studies and technical reports prepared through the Peel 2051 Official Plan Review including:

- *Climate Change Master Plan (2019)*
- *Climate Trends and Future Projections in the Region of Peel (2016)*
- *Natural Systems and Water Infrastructure Systems Vulnerability to Climate Change Reports (2017)*
- *Climate Change Effects on Agricultural Production in the Region of Peel (2016)*
- *Peel Community GHG Inventory Update (2016)*

#### **4.5 Greenlands System**

The Greenlands system focus area of the Peel 2051 Official Plan Review contains policy updates that can

only be addressed through an MCR. These include revisions to provincially implemented natural heritage system mapping and changes to the natural heritage system as a result of a settlement area boundary expansion. These policies are found in Growth Plan sections 4.2.2.5 and 4.2.2.7 respectively, and efforts as a part of Peel 2051 to conform with these policies are covered in the previous section above.

Aside from policy updates through the MCR, the Greenland system policy review achieves the following:

- Ensures conformity with PPS
- Identifies actions needed to achieve the Region’s natural heritage objectives; and
- Transitions policies from a features-based approach to a systems approach to natural heritage planning; and
- Updates mapping and identifies the Regional Greenlands System as an overlay on a new schedule in the Regional Official Plan

Recent provincial policy, plans and legislation relevant to natural heritage planning in the Region, and that informs the updated policies in the Regional Official Plan are outlined in the focus area’s *Greenlands Discussion Paper*, and address:

- *Provincial Policy Statement (2020)*
- *A Place to Grow: Growth Plan for the Greater Golden Horseshoe (2020)*
- *Greenbelt Plan (2017)*
- *Oak Ridges Moraine Conservation Plan (2017)*; and
- *Niagara Escarpment Plan (2017)*

#### **4.6 Health and Built Environment**

Policy review as part of the Peel 2051 Official Plan Review resulted in ROPA 27 passed on February 23, 2017. It was the first set of policies adopted as part of the official plan review and includes policies in the areas of health and built environment and age-friendly planning.

Policy updates through Peel 2051 were largely informed by the Peel Healthy Development Index (2009) Health and Built Environment Discussion Paper (2013) conducted by Peel Public Health. Building on that research, the Region’s Healthy Development Framework (HDF) was produced in 2016 and since updated in 2020, and is a collection of local, context-specific tools that assess the health-promoting potential neighbourhoods in Peel.

The Region also created the Healthy Development Assessment (HDA) and Healthy Development Assessment Guide - a key component of the HDF. The HDA is a planning tool to assess the health potential of the built form, and to monitor and evaluate the development of healthy communities across the Region. The HDA tool is a submission requirement for many development applications, and continues to be updated to reflect research on best practices for healthy communities.

The overarching HDF informed policy passed as part of ROPA 27, and the HDA is organized by the following themes:

- Density
- Service proximity
- Land use mix

- Street connectivity
- Streetscape characteristics
- Efficient parking

The discussion paper notes the need for Peel Public health to follow the mandate under the *Ontario Public Health Standards* to assess and report factors affecting public health, and linking such mandates with the strategies and policies being pursued by the Region through the policy review. The policies passed relating to this focus area under ROPA 27 address the following:

- Requiring new development applicants to complete a health assessment as part of the development application process, with results being reported to local Council.
- Requiring health assessment for all Regionally or municipally owned and operated public facility project applications to enhance and encourage regular use of the Healthy Development Framework; and
- Implement healthy built environment design across the Region of Peel, in collaboration with the local municipalities

#### 4.7 Housing

The primary goal of the housing focus area is to introduce new and updated policies addressing affordable housing supply. Through the policy review process, a number technical studies, background papers, and reports have been produced, most foundational of which is the *2018 Housing Strategy*. The *Housing Strategy* contains four main components of policy review:

- Housing needs assessment
- Long and short-term outcomes and targets
- Roles and responsibilities of the Region and its partners
- Financial incentives and planning tools

The outcome of the *Housing Strategy* is support for a number of policy directions to be considered for implementation as part of the official plan update. In particular, the housing needs assessment provides the technical background which informs the following affordable housing efforts produced as part of the focus area study:

- *Housing and Homelessness Plan (2018)*
- *Affordable Housing Incentive Pilot Program Final Report (2020)*
- *Inclusionary Zoning Assessment Report (2021)*
- *Inclusionary Zoning Feasibility Analysis (2021)*
- *Regional Housing Strategy Data Update (2021)*

An emphasis in the housing studies was placed on the need to address *Promoting Affordable Housing Act (2016)*, *More Homes, More Choice Act (2019)*, and updates to *O. Reg. 232/18* under the Planning Act in the Official Plan. The latter, which permits municipalities to require inclusionary zoning policy as part of their housing strategy, has led to the inclusionary zoning reports and analysis, and the development of new proposed regional inclusionary zoning policies and the development of a Regional inclusionary zoning policy framework.

The housing policy review is also co-ordinated with the settlement area boundary expansion and growth

management focus areas. In particular, the *Peel 2051 Land Needs Assessment*, following Provincial land needs assessment methodology, has produced findings on household and housing growth and the planned mix of housing units required to achieve Growth Plan targets for the Region.

#### 4.8 Provincial Greenbelt Plans

The Provincial Greenbelt Plan focus area of the *Peel 2051 Official Plan Review* grounds proposed policies specifically addressing and conforming with the three Greenbelt Plans updated by the Province in 2017: the *Greenbelt Plan (2017)*, *Oak Ridges Moraine Conservation Plan (2017)*, and the *Niagara Escarpment Plan (2017)*. These plans were introduced to minimize the encroachment of urban development and ensure the protection of the agricultural land base as well as the ecological and hydrological features and functions surrounding the Greater Golden Horseshoe.

Proposed policies as part of the Official Plan Review incorporate the most recent changes to these provincial plans, including revision to mapping. Policies also direct local municipalities in protecting agricultural lands, enhancing natural features and areas, and preserve cultural heritage.

#### 4.9 Transportation

To accommodate forecasted growth identified in the Growth Plan, the transportation focus area developed updated Official Plan policies which implement policy frameworks at the Provincial level, take direction from technical work undertaken as part of the focus area studies, and reflect Peel's transportation initiatives.

As part of the focus area analysis, the Region identified the following key themes and principles to guide Official Plan Transportation Policies:

- Minimize Health Impacts/Improve Health through Transportation
- Increase Efficiency of the Goods Movement Network
- Integrate Land Use Planning With Transportation Planning
- Shift Trips to Sustainable Modes
- Partnerships
- Monitoring
- Environment

Policies organized by the above themes primarily concern revision for clarity and alignment with other policies, references to new applicable studies and updated base mappings. New policies were added in sections covering environmental impact, transportation demand management and active transportation. The following are policies identified in the *Transportation Discussion Paper* that are deemed relevant to the policy updates in the new Regional Official Plan:

##### **Provincial**

- *Provincial Policy Statement (2020)*
- *Growth Plan for the Greater Golden Horseshoe (2020)*
- *Metrolinx – The Big Move (2013)*
- *Ontario Cycling Strategy (2013)*
- *Accessibility for Ontarians with Disabilities Act (2005)*

## Regional

- *Regional Strategic Plan (2015)*
- *Long Range Transportation Plan (2013)*
- *Active Transportation Plan (2011)*
- *Goods Movement Strategic Plan (2012)*
- *Regional Road Characterization Study (2013)*
- *Intelligent Transportation Systems Strategic Plan (2012)*

In addition, the following Regional transportation documents produced since the preparation of the discussion paper have been integrated into the transportation focus area proposed Official Plan policies:

- *Vision Zero Road Safety Strategic Plan (2018)*
- *Long Range Transportation Plan (2019)*
- *Peel Region Goods Movement Strategic Plan (2017)*
- *Region of Peel's Road Characterization Study*
- *Sustainable Transportation Strategy (2018)*

## 4.10 Water Resources

The Region's water resource policies were reviewed as best practice guidance and Provincial policies for protecting water resources advance. As part of the water resources focus area, policies were developed that would ensure consistency and conformity with provincial legislation, strengthen policy direction for storm water management, drinking water management, watershed planning and integration with growth management, and policy for directing local municipalities in protecting water resources.

As part of the Peel 2051 Official Plan Review, three discussion papers were prepared focusing on water resource policy. These are the *Protecting Water Resources: Source Protection Plan Implementation (2018)*; *Protecting Water Resources: Roles and Responsibilities (2018)*; and *Protecting Water Resources: Policy Options (2019)* discussion papers.

The policy review undertaken as part of the water resources focus area work is informed by the policy and regulatory context of the relevant conservation authorities, provincial ministries, and federal departments and agencies. In particular, the water resources discussion papers provide information on how the regional official plan updates will be informed, how the updates will address conformity with provincial policies and regulations, as well as a summary of policy options and recommended amendments to the Regional Official Plan.

The following are the included provincial policies and regulations that inform the water resources official plan policy review:

- *Conservation Authorities Act, Regulation 160/06*
- *Clean Water Act (2006)*
- *CTC Region Source Protection Plan*
- *South Georgian Bay Lake Simcoe Source Protection Plan*
- *Halton-Hamilton Source Protection Plan*
- *Lake Simcoe Protection Act and Plan*
- *Ontario Water Resources Act*
- *Ontario Water Opportunities Act*

- *Great Lakes Protection Act and Plan*
- *Provincial Policy Statement*
- *Growth Plan*
- *Greenbelt Plan, 2017*
- *Oak Ridges Moraine Conservation Plan, 2017*
- *Niagara Escarpment Plan, 2017*

The application of these Provincial policies, as well as guidance found in conservation authority watershed and subwatershed plans, informed the final outcome of the policy review and update.

As well, the Region as part of the Official Plan Review prepared the *Peel Synthesis Report: Compilation of Conservation Authority Existing Watershed Plans and Related Studies*. This study supports the Region achieving conformity with the Growth Plan which requires municipalities to undertake watershed planning to inform various land use and infrastructure decision-making processes. The Growth Plan allows for equivalent studies to demonstrate conformity with these requirements.

#### 4.11 Wildland Fires

The Wildland Fires focus area reviews policies in the Official Plan related to natural hazards. In addition, the review updates existing policies and mapping to ensure conformity with provincial policy and regulations related to wildland fire mitigation and prevention.

In particular, the Wildland Fires focus area ensures Official Plan consistency with PPS policy 3.1.8, which states:

- *Development shall generally be directed to areas outside of lands that are unsafe for development due to the presence of hazardous forest types for wildland fire. Development may however be permitted in lands with hazardous forest types for wildland fire where the risk is mitigated in accordance with wildland fire assessment and mitigation standards.*

From the *Provincial Reference Manual on Planning for Wildland Fire Hazard*, the Provincial recommendations for Official Plan implementation of PPS policy 3.1.8 are to:

- Include policies that recognize wildland fire hazards as risks to public health and safety and as hazards that should be avoided
- Identify where hazardous forest types for wildland fire may be located, based on a municipally led “broad-level” assessment that refines MNRF’s generalized mapping
- Provide tools/mechanisms to ensure that site-level risk assessments and environmentally appropriate mitigation measures are conducted and implemented by proponents of development through the development application process (e.g. provide screening maps; describe the risk assessment and mitigation measures that are to be demonstrated/required as part of complete applications)

In addition, the Ministry of Natural Resources and Forestry (MNRF) has provided a generalized mapping of potential hazardous forest types for wildland fire across Ontario. The *Wildland Fire Discussion Paper*, prepared in consultation with the Province and with consideration of the location and extent of potential hazardous forests for wildland fire in Peel Region, outlines the need to incorporate policies addressing PPS policy 3.1.8 as well as the MNRF wildland fire mapping into the new Official Plan.

## 4.12 Other Policy and Mapping Updates

Outside of the focus area studies, other policy review and updates have been undertaken in order to address Provincial policy directions and to revise and clarify policies to be consistent with provincial direction. These include revising and introducing new waste management policies, revising rural water and wastewater servicing policies, refining rural settlement mapping within the Town of Caledon, adding airport noise and land use compatibility policies for the Brampton-Caledon Airport, and new Cultural Heritage policies proposed for the new Official Plan.

### Rural Boundary Refinement

A rural settlement area boundary refinement review was prepared ahead of updated mapping changes to rural areas around the Town of Caledon. 19 rural settlements were considered for updated mapping using criteria developed through a regionally developed methodology and informed by the *Niagara Escarpment Plan* and PPS policy. Affected mappings are now updated to an appropriate digital GIS format.

### Cultural Heritage and Indigenous Engagement

Updated Provincial policy direction found in PPS Section 2.6 and Growth Plan guiding principles (see Section 1.2.1) have guided other policy proposals for the 2051 Peel Official Plan Review. These include:

- Updating and adding definitions related to cultural heritage policies, such as built heritage resources and areas of archaeological potential.
- Conserving and promoting cultural heritage and archaeological resources to support the wellbeing of Indigenous communities.
- Improving connections in policy between Indigenous communities, cultural heritage and archaeological resources.
- Strengthening engagement and coordination policies.

In addition to the draft policies prepared as part of the Official Plan Review, the Region has also produced a *Cultural Heritage and Indigenous Engagement Policy Backgrounder* (2021).

### Waste Management

Updates made to waste management policies in the Official Plan reflect the recent changes to the legislative framework including the 2016 *Waste Free Ontario Act* as well as the *Resource Recovery and Circular Economy Act* (2016). To support these policy changes, the Region has prepared a Waste Management discussion paper which highlights non-regulatory plans further informing the policy updates. The discussion paper outlines the Region's current conformity with provincial policy including the PPS (policies 1.2.1 and 1.6.10) and Section 3 of the *Growth Plan*.

### Water and Wastewater Services

New and updated policies regarding water and wastewater servicing have been included in the policy updates to the Official Plan. Chapter 6 policies on the topic of Regional Services have included and revised policies to conform with PPS policies. In particular, the Official Plan follows PPS policy section 1.6.6.2 in identifying municipal sewage services and municipal water services as the preferred form of

servicing for settlement areas, and to promote such infrastructure where possible.

A Water and Wastewater Servicing Analysis was also prepared for the settlement area boundary expansion focus area to ensure that servicing needs are met in the future growth areas.

### **Lot Creation**

Policies regarding lot creation have been introduced to Chapter 7.4 on Healthy Communities and the Built Environment. These new policies set out conditions to be met for the creation of lots by consent, including special provisions for lot creation enabling greenlands securement.

## 5. Public Consultation and Co-ordination with Public Bodies

Under the Planning Act, municipalities must have regard to “the co-ordination of planning activities of public bodies” when making planning decisions. As an upper-tier municipality, this includes the obligation of the Region to co-ordinate with its local municipalities, regional council, First Nations groups, and the general public.

This section of the Peer Review assesses the Region’s efforts in coordinating with the necessary public bodies in the Peel 2051 Official Plan Review and MCR. Overall, the Region has gone above and beyond the regulatory and legislative requirements of consulting and co-ordinating with public bodies.

### 5.1 The Duty to Inform the Public (Notice)

In order for people to be meaningfully involved in the planning process, there must be a system for informing the public about official plan policy review. Under the Planning Act, the process of informing the public is called “notice”. This refers to a specific statutory (or regulatory) duty on behalf of the Region.

In addition to public notice, the Growth Plan includes specific policies that address how the Region is to engage specific bodies and groups of people during the MCR process. In particular, section 5.2.3.3 encourages municipalities to “engage the public and stakeholders in local efforts to implement [the Growth Plan], and to provide the necessary information to ensure the informed involvement of these communities.”

The Region of Peel has gone above and beyond in their duty of informing and consulting with the public throughout the Official Plan Review and MCR process. Some public consultation efforts regarding the ROPAs associated with Peel 2051 include:

- Public Open Houses, pursuant to Section 26(3) and 17(16) of the Planning Act held on October 26, 2021 and October 27, 2021.
- Public Meeting of Regional Council held on November 4, 2021
- Virtual Open House Display Boards provided on Region’s Peel 2051 portal
- Comment Period through letter mail or e-mail open until November 30, 2021
- September and October 2020 public consultations summarized in the Peel 2041+ Consultation Summary
- Comment Response Tables publicly accessible through Region’s Peel 2051 portal
- Peel 2051 Reading Room including detailed information on Peel 2051 Council reports, public meetings, and open houses accessible through Region’s Peel 2051 portal
- All draft policies including draft MCR ROPA and mapping available for public access through Region’s Peel 2051 portal
- All focus area discussion papers and supporting documents available for public access through Region’s Peel 2051 portal

### 5.2 Upper Tier Obligation to Consult Lower Tiers

Throughout the Growth Plan, and especially when concerning how the Growth Plan is to be implemented in official plans, there is an emphasis on coordination and collaboration between upper-

and lower-tier municipalities. In particular, when concerning an MCR undertaken by the upper-tier municipality, the Growth Plan requires that the upper-tier consult and provide direction to lower-tier municipalities in order for conformity to be achieved in a coordinated manner.

The following are Growth Plan policies that require official plan conformity and also specify an obligation for upper-tier municipalities to consult with lower-tier municipalities:

- Managing and allocating forecasted growth (2.2.1.3; 5.2.3.2e)
- Delineation of Major Transit Station Areas (2.2.4.2)
- Employment area designation and density targets (2.2.5.6; 2.2.5.13)
- Identifying a diverse range and mix of housing options (2.2.6.1)
- Settlement Area Boundary Expansion (2.2.8.2)
- Comprehensive, integrated, and long-term approach to watershed planning (4.2.1.1)
- Identification and direction for achieving minimum intensification targets in delineated built up areas (5.2.3.2a)
- Identification and direction for achieving minimum density targets for the designated greenfield areas (5.2.3.2d)

Emphasis on consultation between upper- and lower-tier municipalities is also found in the PPS, in particular policy 1.2.4, which states that the upper-tier municipality shall engage in consultation with lower-tier municipalities in all of the following exercises:

- Identifying and allocating population
- Identifying areas where growth will be directed
- Identifying targets for intensification and redevelopment
- Identifying density targets for major transit corridors; and
- Providing policy direction for lower-tier municipalities on matters that cross municipal boundaries.

The Region has gone above and beyond in its obligation to consult lower-tier municipalities as part of its Peel 2051 Official Plan Review and MCR. The Region has engaged with on-going correspondence, coordination, and consultation with the lower-tier municipalities, receiving feedback and engaging the lower-tier municipal planning staff in planning matters. This is apparent in each of the focus areas and their supporting documents which outline the process of lower-tier consultation and provide direction for lower-tier municipalities where applicable.

### **5.3 The Role of Regional Council**

The Region of Peel Council consists of 25 members including the mayors of Brampton, Caledon, Mississauga, council members from each city or town, and the Regional Chair. Regional Council have been heavily involved in the Official Plan Review process, including providing direction on proposed policies and the approval and initiation of planning stages in the Official Plan Review process. Council Reports have been presented to Regional Council to adopt the plans and policies prepared by each of the focus area policy reviews.

The Region of Peel Planning and Growth Management Committee (PGMC), established in 2021, is a subcommittee of the Council created to provide strategic guidance for official plan policy and managing growth. Throughout the Peel 2051 Official Plan Review Process, the committee has reviewed and made

recommendations to Regional Council on key aspects of Peel 2051.

#### 5.4 Engaging First Nations

Pursuant to Growth Plan policies 5.2.3.4 and 5.2.3.7, municipalities are required to engage Indigenous communities in local efforts to updating official plans, provide them with necessary information to ensure informed involvement, and co-ordinate planning matters with Indigenous communities throughout the planning process to ensure that appropriate engagement is undertaken.

Aboriginal and treaty rights are recognized under the Constitution and the Province has a duty to consult with First Nations and Metis communities when those rights might be affected, and section 35 of the *Constitution Act, 1982* mandates Provincial plans to be implemented by municipalities in a manner that is consistent with the recognition and affirmation of existing Indigenous treaty rights.

As part of the MCR process, the Region has communicated regularly with Indigenous communities and held consultations in the form of an informal open house in March 2020, with invitations extended to identified First Nations. A subset of these consultations addressed the *Stage 1 Archaeological and Cultural Heritage Studies*, and were specifically directed towards the nations of the Huron-Wendat, Haudenosaunee, Metis, Mississaugas of the Credit, and Six Nations of the Grand River.

All engagement and consultation undertaken by the Region as part of Peel 2051 have followed Provincial guidance and best practices to ensure a tailored, clear and effective approach. Throughout the Peel 2051 Official Plan review, the Region has applied engagement principles to create a mutual understanding of issues, expectation, and opportunities for long-term relationship-building with Indigenous communities.

#### 5.5 Consultation With Other Stakeholders

In addition to the statutory consultations held for the Official Plan update, numerous non-statutory sessions have been held across the entirety of the review to ensure that public stakeholders are informed, educated, and are given opportunity to provide feedback as part of the Official Plan Review process. These include:

- November 2019 Public Sessions on ROPA 27
- March 2020 in-person public sessions on Peel 2051, with a special focus on the Environmental Focus Areas
- September 2020 virtual public sessions on Peel 2051 with a special focus on growth-related focus areas
- Summer 2021 virtual informal “Ask the Planner” drop-in sessions on Peel 2051 and special focus on SABE
- November 2021 in-person “Meet the Planner” Open Houses on Peel 2051 overall

In addition, extensive targeted stakeholder consultations were undertaken with building industry, employment sectors, community service organizations and agricultural groups.

#### 5.6 Checking In With Provincial Staff

Provincial staff have had an ongoing role in the Peel 2051 Official Review. In addition to regular

communication and coordination throughout the process, the Region and the Province have had regular meetings to ensure that conformity requirements in the official plan policy updates have been addressed. Feedback received from provincial correspondence has been integrated into the focus area studies, and all technical work including mapping refinements in the NHS and Agricultural System focus areas have been submitted for review.

# Appendix 1 - Supporting Documents

[https://peelregion.ca/officialplan/review/\\_media/appendix-II.pdf](https://peelregion.ca/officialplan/review/_media/appendix-II.pdf)