

DATE: February 15, 2017

REPORT TITLE: **PEEL 2041 REGIONAL OFFICIAL PLAN REVIEW – ROPA 27 ADOPTION - HEALTH AND THE BUILT ENVIRONMENT, AGE-FRIENDLY PLANNING, AND TECHNICAL AND ADMINISTRATIVE UPDATES**

FROM: Lorraine Graham-Watson, Commissioner of Corporate Services  
 Nancy Polsinelli, Commissioner of Health Services  
 Eileen de Villa, MD MBA MHSc CCFP FRCPC, Medical Officer of Health

## RECOMMENDATION

Whereas the Regional Official Plan, as revised by Regional Official Plan Amendment (ROPA) 27 and as it pertains to ROPA 27, meets the requirements of Section 26(1)(a), (b) and (c) of the *Planning Act*;

Therefore be it resolved, that the ROPA 27, attached as Appendix I to the report of the Commissioner of Corporate Services, Commissioner of Health Services and the Medical Officer of Health titled “Peel 2041 Regional Official Plan Review – ROPA 27 Adoption - Health and the Built Environment, Age-Friendly Planning, and Technical and Administrative Updates”, be adopted in accordance with section 17(22) of the *Planning Act*;

And further, that a copy of the by-law to amend the Regional Official Plan be presented for enactment;

And further, that the Healthy Development Framework as defined in the Peel Healthy Development Assessment User Guide, be approved;

And further, that notice of decision of Council’s adoption of ROPA 27 be given in accordance with section 17(23) of the *Planning Act*;

And further, that a copy of the subject report be provided to the Town of Caledon, and Cities of Brampton and Mississauga;

And further, that a copy of the subject report and supporting materials be provided to the Ontario Ministry of Municipal Affairs for review and approval, in accordance with section 17(31) and 26(6) of the *Planning Act*.

## REPORT HIGHLIGHTS

- This report recommends that Regional Council adopt Regional Official Plan Amendment (ROPA) 27, attached as Appendix I.
- ROPA 27 is part of the Peel 2041 Regional Official Plan Review and addresses policies

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related to health and the built environment, age-friendly planning, and technical and administrative updates.

- The health and the built environment focus area proposed policies will strengthen Official Plan policies requiring that health assessments are part of the development application process, and that municipal councils are informed of the outcomes of the health assessment to support the creation of healthy communities.
- The age-friendly planning focus area proposes new policies in the areas of aging within the community, universal accessibility in the built environment including public service facilities, and creating better environments for active aging.
- Regional staff will work with local municipal staff to assess the built environment and supporting services in neighbourhoods with a concentration of seniors to support the implementation of universal accessible design principles and opportunities to better support Peel residents.
- Regional staff has consulted with stakeholders including the local municipalities, provincial staff, development industry, aboriginal groups, and the general public.
- One statutory open house was held in each local municipality and a statutory public meeting was held on October 13, 2016.
- All comments received have been reviewed and considered in preparing ROPA 27
- ROPA 27 and all other ROPAs adopted by Regional Council that are part of the Peel 2041 Regional Official Plan Review are subject to Provincial review and approval in accordance with section 26(6) of the *Planning Act*.

## DISCUSSION

### 1. Background

This report provides a recommendation to Regional Council to adopt Regional Official Plan Amendment (ROPA) 27 to add and revise policies related to health and the built environment, age-friendly planning, and technical and administrative updates in the Regional Official Plan (Official Plan) (attached as Appendix I). Regional Council is also requested to approve the Healthy Development Framework as defined in the Peel Healthy Development Assessment User Guide.

ROPA 27 is the first amendment from the Peel 2041 Regional Official Plan Review (Peel 2041). Health and the built environment and age-friendly planning are two of the ten focus areas of Peel 2041. Additional policies related to technical and administrative updates arising from the research and consultation undertaken are also included in ROPA 27.

### 2. Peel 2041 Regional Official Plan Review

The Official Plan is required to be reviewed at least every five years to conform to Provincial plans, legislation, and policies, and to address emerging planning issues affecting the Region, while ensuring the goals of the Official Plan are met. Regional Council held a special meeting of Council on May 23, 2013 in accordance with the *Planning Act* to initiate Peel 2041. Peel 2041 addresses current Regional planning issues and a number of legislative and policy initiatives that have been introduced by the Province (e.g. Amendment 2 to the Growth Plan forecasts, 2014 Provincial Policy Statement).

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Peel 2041 will also address Bill 7 *Promoting Affordable Housing Act*, 2016 and the current coordinated review of Provincial land use plans – Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, Niagara Escarpment Plan, and Oak Ridges Moraine Plan. These updated Provincial land use plans are currently in draft form and once the plans are finalized, staff will address the changes in subsequent ROPAs of Peel 2041 in 2017 and 2018.

Peel 2041 identifies focus areas through which the Official Plan is being reviewed to ensure conformity with provincial initiatives and progress on planning matters. In accordance with section 26(6) of the *Planning Act*, the Province is the approval authority for all Regional Official Plan Amendments (ROPA) which are adopted by Council as part of Peel 2041.



### 3. Implementing Regional and Provincial Initiatives

Healthy and age-friendly built environments contribute to active and healthy communities. An integrated approach to address healthy community planning helps advance the implementation of the Term of Council Priority (ToCP) - Promote Healthy and Age-Friendly. Built Environments and twenty year outcomes in the Strategic Plan where we live in a community 1) that promotes mobility, walkability and various modes of transportation and 2) and where the built environment promotes healthy living.

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The 2014 Provincial Policy Statement (PPS) includes updated policies to support active and healthy communities by building on existing policies promoting public spaces. The PPS policies in Section 1.5 Public Spaces, Recreation, Parks, Trails and Open Space promote healthy and active communities by planning public streets, spaces and facilities to facilitate active transportation and community connectivity. Further additions to the PPS include planning and providing for equitable distribution of publicly-accessible built and natural settings for trails and linkages.

The *Smart Growth for Our Communities Act*, 2015 (Bill 73) adds language to the *Planning Act* on promoting built-form as a matter of Provincial interest, which municipalities shall have regard to when implementing the *Planning Act*. ROPA 27 helps implement these Provincial initiatives while advancing Regional planning and health interests to achieve the following desired outcomes by working with the local municipalities, development industry, community groups, and other stakeholders to:

- Ensure health impacts are considered and prioritized in new development.
- Support the creation of walkable communities close to amenities, green spaces, programs and services.
- Support more healthy, complete communities where residents can live, work, play, and age in place.

#### 4. Health and the Built Environment

The health and the built environment focus area of Peel 2041 aims to increase and strengthen the application of health-based criteria into the land-use planning process across the Region of Peel. Specifically, ROPA 27 proposes policies that aim to:

- Require Regional and municipal planners to be consistent and integrate the Healthy Development Framework (HDF) evidence-based elements and standards into relevant planning policies and documents.
- Require new development applicants to complete a health assessment as part of the development application process and that the results be reported to local council.
- Require health assessments for new Regionally or municipally owned and operated public facility project applications.

To operationalize these policies, the Healthy Development Assessment (HDA) has been developed. The HDA is a user-friendly tool for assessing the health impacts of land-use development proposals through consistent, quantitative standards. The HDA measures the health promoting potential of a planning or development proposal by producing a score to communicate the achievement of design standards that are essential to building healthy and complete communities. Design standards are organized according to the following built environment attributes that are linked to health outcomes:

- Density
- Service Proximity
- Land-Use Mix
- Street Connectivity
- Streetscape Characteristics

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- Efficient Parking

Each element is further refined into quantifiable measures that are statistically associated with specific physical activity outcomes.

Regional staff has collaborated with the local municipal staff to integrate the elements and standards of the HDA into existing and forthcoming tools for each unique local context. This includes:

- City of Brampton through the Sustainable Community Development Guidelines.
- City of Mississauga is expected to implement the Healthy by Design Tool in 2017.
- Town of Caledon is using the HDA in its current form.

This collection of evolving health assessment tools makes up the Healthy Development Framework (HDF), which includes the HDA and the local municipal assessment tools that address their specific development contexts. The HDF integrates Regional and municipal implementation strategies to reduce duplication and maximize opportunities for healthy development. All tools contain the interconnected elements of the built environment that are linked to health outcomes. The HDF is defined in the Peel HDA User Guide which can be found at [peelregion.ca/health/resources/healthbydesign/pdf/HDA-User-Guide-Jun3-2016.pdf](http://peelregion.ca/health/resources/healthbydesign/pdf/HDA-User-Guide-Jun3-2016.pdf) or in Appendix II which contains an excerpt from the Peel HDA User Guide. In addition to recommending Regional Council adopt ROPA 27, this report will recommend approving the HDF to support the implementation of the proposed health and the built environment policies.

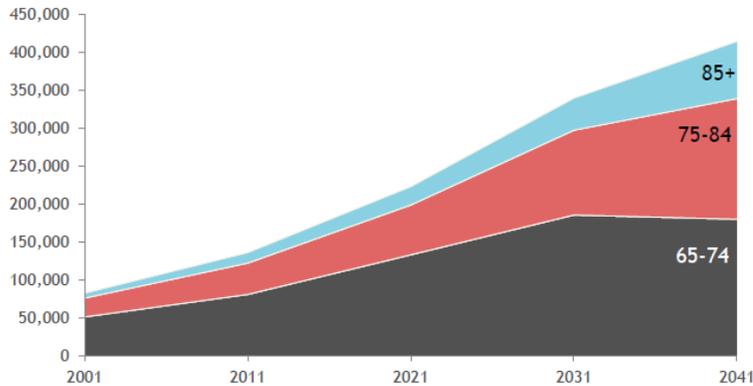
## 5. Age-Friendly Planning

Peel is experiencing a steadily increasing seniors population as the 'baby boomer' cohort ages. The following are future trends related to the senior's population in Peel:

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#### Aging Population in Peel



- Population over 65 is estimated to increase by 200% by 2041
- More than 415,000 people: 1 in 5 will be seniors
- A growing proportion of our population will likely require some support in daily living
- If current trends continue to 2035, if Peel was a village of 100, there would be 20 seniors

Source: Statistics Canada 2001 & 2011 Census, Hemson Consultants (Amendment 2 Forecasts)

To respond to this changing demographic trend, the Region of Peel is recognizing the need to plan, prepare and adapt its Regional programs and services. The Peel Aging Population Steering Committee prepared 26 recommendations in 2014 on how the Region of Peel can continue to support its aging population. One of the recommendations was to incorporate age-friendly planning policies in the Official Plan. Peel 2041 also presents an opportunity for the Region and local municipalities to: respond to senior level governmental initiatives including the Province's "Action Plan for Seniors", address the needs of an increasing seniors population in our communities, and build on the existing policy framework by adding new policies to the Official Plan to support the establishment of age-friendly communities.

A discussion paper "Planning for an Aging Population" was released in July 2016 that identifies strengths and opportunities to advance the development of age-friendly communities through the Official Plan. The discussion paper can be found at [peelregion.ca/planning/officialplan/pdfs/age-friendly-discussion-paper.pdf](http://peelregion.ca/planning/officialplan/pdfs/age-friendly-discussion-paper.pdf).

Opportunities have been identified to specifically support seniors to age in their communities. Universal accessibility design in the built form including public services facilities should be encouraged to create a safe, barrier-free and more inclusive environment. This will further support the HDF by requiring the local municipalities to implement this tool to support active and healthy aging in Peel. Another opportunity is to assess the built environment including public services facilities in existing neighborhoods where there is a preponderance of seniors to support the implementation of universal accessible design principles. Regional staff will work with local municipal staff to assess the built environment. These policy directions are proposed as part of ROPA 27.

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## **6. Technical and Administrative Updates**

Administrative changes to the Official Plan are to improve and clarify the understanding of existing policies. Key technical and administrative updates proposed through ROPA 27 include:

- A policy is proposed to permit administrative updates and to correct minor errors through the preparation of an Official Plan office consolidation without a formal ROPA provided that the purpose, effect, meaning and substance of the plan are not affected. This is similar to the approach of other municipal official plans.
- Further revisions are proposed to reflect current terminology such as the term Long Term Waste Resource Management Strategy has changed to Waste Reduction and Resource Recovery Strategy.

The list of Regional services in Chapter 6: Regional Services of the Official Plan was intended to be updated through ROPA 27 to reflect changing responsibilities and terminology but is deferred and will be updated at a later date once the Region's list of services are refined and validated to support the implementation of the 2015-2035 Strategic Plan and Term of Council Priorities.

## **7. Communication, Consultation, and Engagement**

Communication, consultation and engagement have played an important role in the overall Peel 2041 process and specifically ROPA 27. Regional staff consulted with stakeholders (including local municipalities, the Province, development industry, municipal older adults/seniors committees) and the general public through a website, newsletters, stakeholder meetings, community events, open houses, and a public meeting.

The 2014 PPS provides direction for municipalities to consult with Aboriginal communities on planning matters that may affect their rights and interests. Aboriginal groups have been consulted through individual letters to update them on Peel 2041 and circulated draft ROPA 27 for comment. Staff met with the Mississauga's of the New Credit First Nation to provide an overview of Peel 2041 and draft ROPA 27 on December 13, 2016.

In addition, Regional staff has had consultations with Provincial staff through regular meetings. Staff also frequently met with local municipal staff through the Planning Technical Advisory Committee (TAC). TAC has provided opportunities for feedback on the draft ROPA 27 policies and led to refinements in policy.

On July 7, 2016 Regional Council endorsed a report on draft ROPA 27 which directed Regional staff to undertake statutory public consultations including a public meeting and open houses. The open houses were held on September 19, 2016 at the Town of Caledon, September 21, 2016 at the City of Mississauga, and September 26, 2016 at the City of Brampton. A public meeting was held on October 13, 2016 to receive oral and written submissions on draft ROPA 27. Minutes of the public meeting are located in Appendix III.

Regional staff also met with the Peel Chapter of the Building Industry and Land Development (BILD) Association on September 15, 2016 and the Peel Building Industry and

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Land Development Team (BLT) on September 26, 2016 to review draft ROPA 27 and how implementation of policies would occur.

Additional consultation was held on draft ROPA 27 and Peel 2041 at local community events, including farmers markets on September 17, 2016 at the Downtown Brampton Farmers Market, October 1, 2016 at the Bolton Farmers Market, and October 16, 2016 at the Mississauga Lions Farmers Market. These were opportunities to engage with the community to inform them and obtain feedback on draft ROPA 27 and Peel 2041.

#### 8. Comments Received on Draft ROPA 27

A total of thirty five comments were received; eleven written submissions during the statutory public consultation period and two oral comments at the public meeting. Appendix IV of this report contains a brief summary of the comments and Regional staff responses and Appendix V has all the comments received and Regional staff responses. The following are key comments received:

- Ministry of Municipal Affairs (MMA) and partner ministries commend the work on ROPA 27 in linking health and the built environment and suggest adding direction to Section 7.4.2.5 as to when the local municipalities require development proposals to address the results of the health assessment.
- Town of Caledon staff agrees with the policy direction of ROPA 27 and cautions that lack of transit may lead to weaker health assessment scores for applications. Outside of public transit, the HDA will still contribute to the development of healthy, complete communities.
- City of Brampton staff supports ROPA 27 as the City's Sustainable Community Development Guidelines (SCDGs) is one of the three tools that comprise the Region's Healthy Development Framework. The City's Official Plan will be updated by adding policies that require the completion of the SCDGs as part of a health assessment and by adding age-friendly planning policies.
- City of Mississauga staff provided comments prior to the release of draft ROPA 27 for statutory public consultation. City of Mississauga supports the application of a health assessment to city initiated planning studies and private applications.
- The Building Industry and Land Development (BILD) Association agrees with the intent of the HDA. BILD has requested additional language in ROPA 27 on how often the HDA and HDF will be updated, how they will be monitored and an opportunity for BILD members to participate and provide input.
- BILD noted that the policies being reviewed in Peel 2041 should be prepared, reviewed, and adopted together to understand the interplay between policies.

#### 9. Staff-Recommended ROPA 27

Staff-recommended ROPA 27 is attached as Appendix I. The following summarizes the main changes identified by Regional staff in response to comments received on the draft ROPA 27 that was circulated for statutory public consultation:

- To address a resident's comment about the lack of appropriate housing accommodation for Caledon seniors, the proposed Age-Friendly Planning new Section 6.3.2.5 is added which encourages increasing the supply of affordable,

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- accessible, adequate and appropriate housing of all types, sizes, densities and tenures to support seniors to age within their community.
- Regional staff deleted the existing definitions of Health Assessment and Health Background Study Framework (HBSF) because health assessments are prepared in accordance with the HDF which is proposed to be included in the glossary. The HBSF has been further refined into the HDA which is a more user-friendly tool.
  - Regional staff also revised the definition of the HDF to be consistent with the definition from the Peel HDA User Guide.
  - The following Sections are revised, based on the Province’s suggestions:
    - Sections 7.3.6.2.2, 7.4.2.5, 7.4.2.6, and 7.4.2.7 are revised to clarify, a health assessment/s “in accordance with” the HDF rather than “as defined by” to provide flexibility in undertaking a health assessment as it evolves over time.
    - The introductory paragraph 7.4 Healthy Communities and the Built Environment now references Official Plan Section 5.9.5 The Inter and Intra-Regional Transit, 5.9.10 Active Transportation, and all other relevant policies to support pedestrian, cycling, and transit supportive infrastructure.
    - The introductory Section 7.4 Healthy Communities and the Built Environment and 6.3 Age-Friendly Planning are amended to include a general statement about Provincial guidelines and other documents to support the planning of healthy and age-friendly communities.
    - Section 7.4.2.5 is strengthened by noting the local municipalities “should” rather than “may” require proposals to address the results of a health assessment and clarify an additional outcome of “working towards achieving minimum requirements”.
    - Section 7.4.2.8 adds an additional outcome of “provide access to transit services where such services exist or are planned” when assessing the community health and well-being of developed areas to inform development, policies, strategies, and/or studies to support language in introductory paragraph 7.4 Healthy Communities and the Built Environment related to transit supportive infrastructure.
  - To address BILD’s comments, introductory Section 7.4 Healthy Communities and the Built Environment now identifies engaging development stakeholders to participate and provide input when health assessments are incorporated into the development and review process.

ROPA 27, as amended, represents good planning for the Region of Peel. The Official Plan, as revised by ROPA 27 and as it pertains to the substance of ROPA 27, meets the requirements of clauses 26(1) (a), (b), and (c) of the *Planning Act*. Specifically, ROPA 27 is consistent with Provincial Policy Statement section 1.5.1a) with respect to active and healthy communities and has regard to the matter of Provincial interest on promoting built-form as outlined in section 2 of the *Planning Act* by introducing Official Plan policies that integrate the Healthy Development Framework (HDF) evidence-based elements and standards into relevant planning policies and documents, requiring a health assessment as part of the development application process, and encouraging the use of universal accessibility design in the built environment to support active transportation and community connectivity. ROPA 27 also advances regional planning and health interests to ensure that health impacts are considered and prioritized in new development; to support for walkable communities that are

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close to amenities, green spaces, programs, and services; and to support creation of complete communities where residents can live, work, play, and age in one place.

#### **10. Implementation of ROPA 27**

Achieving the desired outcomes from staff recommended ROPA 27 will involve collaboration with stakeholders, including the local municipalities, development industry and community groups. To identify gaps with respect to environments that can be used by people of all ages, sizes, and abilities; and opportunities to better support Peel residents; Regional staff recommends working with the local municipalities to assess supporting services and the built environment in neighbourhoods where there is a predominance of seniors.

#### **11. Next Steps**

Upon adoption of ROPA 27 by Regional Council, notice of adoption of the amendment will be sent to all those who requested such notice, in accordance with the *Planning Act* and persons and bodies prescribed to receive notice under the *Planning Act* and *Ontario Regulation 543/06*.

ROPA 27 will be submitted to the Ministry of Municipal Affairs for Provincial review and approval, under section 26(6) of the *Planning Act*. If there are no appeals to the OMB, the amendment will come into effect and will be incorporated into the Official Plan.

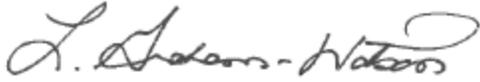
#### **CONCLUSION**

Regional staff has completed research and policy development for ROPA 27 through stakeholder consultation including a stakeholder workshop, stakeholder meetings, community events, three open houses, and a public meeting. Comments received on draft ROPA 27 during statutory public consultation were considered and revisions were made to draft ROPA 27.

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Regional staff recommends that ROPA 27 be adopted by Regional Council to support the creation of walkable communities close to amenities, green spaces, programs and services and more healthy, complete communities where residents can live, work, play, and age in place.



Lorraine Graham-Watson, Commissioner of Corporate Services



Nancy Polsinelli, Commissioner of Health Services



Eileen de Villa, MD MBA MHSc CCFP FRCPC  
Medical Officer of Health

**Approved for Submission:**



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Stephen VanOfwegen for D. Szwarc, Chief Administrative Officer

**APPENDICES**

- Appendix I – ROPA 27
- Appendix II – Healthy Development Framework
- Appendix III – Public Meeting Minutes, October 13, 2016
- Appendix IV – Summary of Comments Received and Responses
- Appendix V – Detailed Analysis of Comments Received and Responses

*For further information regarding this report, please contact Arvin Prasad, Director, Integrated Planning Division, Extension 4251, [arvin.prasad@peelregion.ca](mailto:arvin.prasad@peelregion.ca).*

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