



Working together with our community

Council-In-Committee Meeting – October 01, 2019

Subject: Provincial Policy Statement Review
Report Number: DCS 19-96
Division: Development and Cultural Services
Department: Planning
Purpose: For Information

Executive Summary:

The Provincial government and Ministry of Municipal Affairs and Housing are proposing changes to the Provincial Policy Statement, 2014 (PPS) to help increase the supply of housing, support jobs and reduce barriers and costs in the land use planning system. Planning staff have reviewed the changes and drafted comments to submit to the Ministry of Municipal Affairs and Housing.

Discussion:

The PPS was last updated in 2014, and was intended to be reviewed again in 2024. With the introduction of the More Homes, More Choice Act, 2019 (Bill 108), the Government of Ontario initiated a review of the PPS in order to implement the direction of the Act. The comment period is open from July 22, 2019 until October 21, 2019.

The key proposed changes include the following:

- Longer planning horizons;
- New policies related to climate change;
- Opportunities for boundary expansions and conversion of employment lands outside of a comprehensive review; and
- Policies to encourage more housing opportunities.

Financial Services Comments:

There are no direct financial implications as this report is to allow for Council commentary on proposed changes by the Provincial government and Ministry of Municipal Affairs and Housing to the Provincial Policy Statement (PPS).

Interdepartmental Implications:

The PPS is primarily a Planning legislative document and speaks broadly to land use, infrastructure and implementation. While the document is most significantly utilized by Planning staff, there are implications for the majority of Norfolk County Departments as well due to the broadness of the document.

Consultation(s):

The Planning Advisory Committee (PAC) reviewed the proposed changes to the PPS at their meeting on September 16, 2019. PAC had no comments.

Planning Considerations:

Planning staff have reviewed the proposed changes to the PPS in detail. The following chart provides a summary of the significant proposed changes and staff's professional planning opinion. Minor changes with no anticipated impacts in Norfolk County, or which simply reword certain policies, are not included in the chart.

Current Policy	Proposed Policy	Planning Staff Comments
<p>1.1.1 Healthy, liveable and safe communities are sustained by:</p> <p>b) accommodating an appropriate range and mix of residential (including <i>second units</i>, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;</p> <p>e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;</p>	<p>1.1.1 Healthy, liveable and safe communities are sustained by:</p> <p>b) accommodating an appropriate <i>market-based</i> range and mix of residential types (including <i>single-detached, additional residential units, multi-unit housing</i>, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;</p> <p>e) promoting the integration of land use planning, growth management transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;</p>	<p>Market demand does not always account for the public interest and should not necessarily be included for consideration when reviewing new development. Single detached dwellings are generally the most common form of development in Norfolk County, so further encouragement to include this type of housing is not necessary. A definition of what 'market demand' should be included as well as how it is to be measured.</p> <p>This policy has been strengthened. This is a positive change as it provides clarification and more specific direction.</p>

Current Policy	Proposed Policy	Planning Staff Comments
g) ensuring that necessary infrastructure, <i>electricity generation facilities and transmission and distribution systems</i> , and public service facilities are or will be available to meet current and projected needs; and	g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;	Electricity generation facilities and transmission and distribution systems has been removed as a specific consideration. However, it can be considered under necessary infrastructure so this will remove a redundancy.
1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to <i>20 years</i> .	1.1.2 Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to <i>25 years</i> , informed by provincial guidelines.	The planning horizon has been increased from 20 years to 25 years. This may allow for greater integration with servicing forecasts.
1.1.3.2 Land use patterns within settlement areas shall be based on: a) densities and a mix of land uses which: No corresponding policy.	1.1.3.2 Land use patterns within settlement areas shall be based on densities and a mix of land uses which: d) prepare for the impacts of a changing climate;	This is a new policy. Preparing for the impacts of a changing climate has been included as a consideration. This is a significant and important addition. Norfolk County is already addressing this through the creation of the Climate Change Adaptation Committee. "Impacts of a changing climate" has been defined which will provide for consistency across Ontario.
1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of	1.1.3.3 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated	Transit-supportive development opportunities and a significant supply and range of housing options have been included as considerations for intensification. Both are important and should be considered. This will have minimal impacts in Norfolk County because there are

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<p>suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.</p> <p>Intensification and redevelopment shall be directed in accordance with the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.</p>	<p>taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.</p>	<p>no major transit systems locally.</p>
<p>1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and <i>shall</i> have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.</p>	<p>1.1.3.6 New development taking place in designated growth areas should occur adjacent to the existing built-up area and <i>should</i> have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities.</p>	<p>The word “shall” has been changed to “should.” Strong language should be used when directing development within designated growth areas. The word “shall” should not be changed.</p>
<p>1.1.3.7 Planning authorities <i>shall</i> establish and implement phasing policies...</p>	<p>1.1.3.7 Planning authorities <i>should</i> establish and implement phasing policies...</p>	<p>“Shall” has been changed to “should.” Phasing policies are important when considering the development of subdivisions, especially with regard to ensuring adequate services are available. The word “shall” should not be changed.</p>
<p>1.1.3.8 A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:</p> <p>a) sufficient opportunities for growth are not available</p>	<p>1.1.3.8 A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:</p> <p>a) sufficient opportunities to accommodate growth <i>and</i></p>	<p>Including market demand as criteria for a settlement</p>

Current Policy	Proposed Policy	Planning Staff Comments
<p>through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;</p> <p>In determining the most appropriate direction for expansions to the boundaries of settlement areas or the identification of a settlement area by a planning authority, a planning authority shall apply the policies of Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety.</p>	<p><i>to satisfy market demand</i> are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon;</p> <p>In undertaking a comprehensive review the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary expansion or development proposal.</p>	<p>area boundary expansion will likely result in increased land consumption and infrastructure costs through low-density housing forms. This does not represent good planning and opens up more opportunities for urban sprawl. Criteria and greater clarity around what constitutes “market demand” should be provided by the Province if this policy remains.</p> <p>Municipalities are no longer directed to refer to Section 2: Wise Use and Management of Resources and Section 3: Protecting Public Health and Safety. These are important sections of the PPS that should be applied for settlement area expansions.</p> <p>New direction has been provided regarding the level of detail for comprehensive reviews for settlement around boundary expansions. This is a reasonable direction as it will scale the scope of review to the area being considered.</p>
<p>No corresponding policy.</p>	<p>1.1.3.9 Notwithstanding policy 1.1.3.8, municipalities may permit adjustments of settlement area boundaries outside a comprehensive review provided: a) there would be no net</p>	<p>This is a new policy. Settlement area boundary expansions may occur outside of comprehensive review in specific cases. This could result in haphazard planning. Settlement area boundary</p>

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	<p>increase in land within the settlement areas;</p> <p>b) the adjustment would support the municipality's ability to meet intensification and redevelopment targets established by the municipality;</p> <p>c) prime agricultural areas are addressed in accordance with 1.1.3.8 (c), (d) and (e); and</p> <p>d) the settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.</p>	<p>expansions should logically be evaluated and take place during comprehensive reviews (i.e. at the time of the five year official plan review) in order to evaluate the needs of the municipality as a whole.</p>
<p>1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:</p> <p>a) managing and/or promoting growth and development</p>	<p>1.2.1 A coordinated, integrated and comprehensive approach should be used when dealing with planning matters within municipalities, across lower, single and/or upper-tier municipal boundaries, and with other orders of government, agencies and boards including:</p> <p>a) managing and/or promoting growth and development that is integrated with infrastructure planning;</p>	<p>This is a logical addition as infrastructure planning should be comprehensively addressed across municipalities.</p>
<p>1.2.2 Planning authorities are encouraged to coordinate planning matters with Aboriginal communities.</p>	<p>1.2.2 Planning authorities shall engage with Indigenous communities and coordinate on land use planning matters.</p>	<p>The existing policy has been strengthened to include engagement rather than consideration with Indigenous communities. This is a positive addition.</p>
<p>1.2.6.1 Major facilities and</p>	<p>1.2.6.1 Major facilities and</p>	<p>The wording has been</p>

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sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities.	sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.	strengthened and additional direction has been provided in this policy. Enhanced direction for land use compatibility and stronger protection for major facilities is considered to be a positive change.
No corresponding policy.	1.2.6.2 Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall ensure that the planning and development of sensitive land uses adjacent to existing or planned industrial, manufacturing, or other uses that are particularly vulnerable to encroachment are only permitted if: a) alternative locations for the proposed sensitive land uses have been evaluated and there are no reasonable alternative locations; and b) potential impacts of these uses are minimized and mitigated in accordance with provincial guidelines, standards and procedures.	This is a new policy. The additional criteria for separating major facilities and sensitive land uses are helpful for addressing conflicts.
1.3.1 Planning authorities shall promote economic development and competitiveness by:	1.3.1 Planning authorities shall promote economic development and competitiveness by:	

Current Policy	Proposed Policy	Planning Staff Comments
<p>a) providing for an appropriate mix and range of employment and institutional uses to meet long-term needs;</p> <p>No corresponding policy.</p>	<p>a) providing for an appropriate mix and range of employment, institutional, and mixed uses to meet long-term needs;</p> <p>c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment;</p>	<p>Mixed uses should be encouraged. This is a positive addition.</p> <p>This is a new policy. This policy will strengthen local economic development opportunities.</p>
<p>No corresponding policy.</p>	<p>1.3.2.2 At the time of the official plan review or update, planning authorities should assess employment areas identified in local official plans to ensure that this designation is appropriate to the planned function of the employment area.</p> <p>Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.</p>	<p>This is a new policy. As local conditions change, employment areas may be more suitably used for different types of development. This policy will ensure the lands are functioning properly and will assess whether an amendment is needed.</p> <p>Industrial and manufacturing uses should always be adequately separated from sensitive uses. This is a positive addition.</p>
<p>No corresponding policy.</p>	<p>1.3.2.3 Within employment areas planned for industrial and manufacturing uses, planning authorities shall prohibit residential and institutional uses that are not ancillary to the primary employment uses in order</p>	<p>This is a new policy. Employment areas should be protected for long-term employment uses, and sensitive uses should be properly separated. This is a positive addition.</p>

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	to maintain land use compatibility. Employment areas planned for industrial and manufacturing uses, should include an appropriate transition to adjacent non-employment areas.	
No corresponding policy.	<p>1.3.2.5 Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally-significant by a regional economic development corporation working together with affected upper- and single-tier municipalities and subject to the following:</p> <p>a) there is an identified need for the conversion and the land is not required for employment purposes over the long term;</p> <p>b) the proposed uses would not adversely affect the overall viability of the employment area; and</p> <p>c) existing or planned infrastructure and public service facilities are available to accommodate</p>	This is a new policy. This policy would allow for conversion of land outside of a municipal comprehensive review, subject to criteria. The policy would provide municipalities with greater control over employment area conversions to support the forms of development and job creation that suit the local context.

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<p>1.3.2.4 Planning authorities may plan beyond <i>20 years</i> for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.</p>	<p>the proposed uses.</p> <p>1.3.2.7 Planning authorities may plan beyond <i>25 years</i> for the long-term protection of employment areas provided lands are not designated beyond the planning horizon identified in policy 1.1.2.</p>	<p>Planning authorities were permitted to plan beyond 20 years, so the change to 25 years does not affect previous planning abilities.</p>
<p>1.4.1 To provide for an appropriate range and mix of housing types and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <p>a) maintain at all times the ability to accommodate residential growth for a minimum of <i>10 years</i> through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and</p>	<p>1.4.1 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:</p> <p>a) maintain at all times the ability to accommodate residential growth for a minimum of <i>12 years</i> through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and</p> <p>Upper-tier and single-tier municipalities may choose to maintain land with servicing capacity sufficient to provide at least a five-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.</p>	<p>This policy would allow for greater assessment of needs and better integration with infrastructure planning.</p> <p>This is a new addition to the existing policy. This policy is logical in planning for future residential development.</p>
<p>1.4.3 Planning authorities shall provide for an</p>	<p>1.4.3 Planning authorities shall provide for an</p>	<p>The impact of including market-based needs as</p>

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<p>appropriate range and mix of housing types and densities to meet projected <i>requirements</i> of current and future residents of the regional market area by:</p> <p>a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households...</p> <p>b) permitting and facilitating:</p> <p>1. all forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and</p> <p>2. all forms of residential intensification, including <i>second units</i>, and redevelopment in accordance with policy 1.1.3.3;</p> <p>No corresponding policy.</p>	<p>appropriate range and mix of housing options and densities to meet projected <i>market-based needs</i> of current and future residents of the regional market area by:</p> <p>a) establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households and which aligns with applicable housing and homelessness plans...</p> <p>b) permitting and facilitating:</p> <p>1. all housing options required to meet the social, health, economic and well-being requirements of current and future residents, including special needs requirements and needs arising from demographic changes and employment opportunities; and</p> <p>2. all types of residential intensification, including <i>additional residential units</i>, and redevelopment in accordance with policy 1.1.3.3;</p> <p>e) requiring transit-supportive development and prioritizing intensification, including</p>	<p>criteria for the provision of housing is unclear without additional context for assessment. Criteria for what constitutes market demand should be provided by the Province if this policy remains.</p> <p>Strengthening this policy to include the alignment with housing and homelessness plans is a positive addition.</p> <p>This policy has been broadened to include additional considerations, which is positive. Support from the Province, municipal Council, and the development community in order to achieve the intended direction.</p> <p>“Second units” has been replaced by “additional residential units”, which should allow for more intensification opportunities.</p> <p>This is a new policy which will enhance transit in Ontario.</p>

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	potential air rights development, in proximity to transit, including corridors and stations; and	
1.6.1 Infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities shall be provided in a coordinated, efficient and cost-effective manner that considers impacts from climate change while accommodating projected needs.	1.6.1 Infrastructure and public service facilities shall be provided in an efficient manner that prepares for the impacts of a changing climate while accommodating projected needs.	Electricity generation facilities and transmission and distribution systems has been removed as a specific consideration. However, it can be considered under necessary infrastructure so this will remove a redundancy.
<p>1.6.6.1 Planning for sewage and water services shall:</p> <p>a) <i>direct and</i> accommodate expected growth or development in a manner that promotes the efficient use and optimization of existing:</p> <p>2. private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available;</p> <p>b) ensure that these systems are provided in a manner that:</p> <p>No corresponding policy.</p>	<p>1.6.6.1 Planning for sewage and water services shall:</p> <p>a) accommodate forecasted growth in a manner that promotes the efficient use and optimization of existing:</p> <p>2. private communal sewage services and private communal water services, where municipal sewage services and municipal water services are not available <i>or feasible</i>;</p> <p>b) ensure that these systems are provided in a manner that:</p> <p>2. prepares for the impacts of a changing climate;</p>	<p>Removing the word “direct” weakens the policy. Growth should be directed to appropriate areas.</p> <p>Municipalities are generally not supportive of private communal systems.</p> <p>This is a new policy. Preparing for the impacts of a changing climate is a significant and important addition.</p>

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<p>2. is feasible, financially viable and complies with all regulatory requirements; and</p> <p>3. protects human health and the natural environment;</p> <p>e) be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5.</p>	<p>3. is feasible and financially viable over their lifecycle; and</p> <p>4. protects human health <i>and safety</i>, and the natural environment;</p> <p>e) be in accordance with the servicing hierarchy outlined through policies 1.6.6.2, 1.6.6.3, 1.6.6.4 and 1.6.6.5. For clarity, where municipal sewage services and municipal water services are not available, planned or feasible, planning authorities have the ability to consider the use of the servicing options set out through policies 1.6.6.3, 1.6.6.4, and 1.6.6.5 provided that the specified conditions are met.</p>	<p>Compliance with regulatory requirements is an important consideration and should remain as part of the policy.</p> <p>Safety has been added as a consideration. This is a positive addition.</p> <p>The additional clarification added to this policy is helpful for interpretation.</p>
<p>1.6.6.3 Where municipal sewage services and municipal water services are not provided, municipalities may allow the use of private communal sewage services and private communal water services.</p>	<p>1.6.6.3 Where municipal sewage services and municipal water services are not available, planned or feasible private communal sewage services and private communal water services are the preferred form of servicing for multi-unit/lot development to support protection of the environment and minimize potential risks to human health and safety.</p>	<p>Municipalities are generally not supportive of private communal systems.</p>
<p>1.6.6.4 Where municipal sewage services and municipal water services or private communal sewage</p>	<p>1.6.6.4 Where municipal sewage services and municipal water services or private communal sewage</p>	<p>This policy has been strengthened and clarified. The addition of the requirement to assess long-</p>

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<p>services and private communal water services are not provided, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, these services may only be used for infilling and minor rounding out of existing development.</p>	<p>services and private communal water services are not available, planned or feasible, individual on-site sewage services and individual on-site water services may be used provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, individual on-site sewage services and individual on-site water services may be used for infilling and minor rounding out of existing development.</p> <p>At the time of the official plan review or update, planning authorities should assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the character of rural settlement areas. Where planning is conducted by an upper-tier municipality, the upper-tier municipality should work with lower-tier municipalities at the time of the official plan review or update to assess the long-term impacts of individual on-site sewage services and individual on-site water services on the environmental health and the desired character of rural settlement areas and</p>	<p>term impacts of individual on-site services at the time of an official plan review is a positive addition and will help protect human health.</p>

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	the feasibility of other forms of servicing set out in policies 1.6.6.2 and 1.6.6.3.	
<p>1.6.6.5 Partial services shall only be permitted in the following circumstances:</p> <p>b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts.</p>	<p>1.6.6.5 Partial services shall only be permitted in the following circumstances:</p> <p>b) within settlement areas, to allow for infilling and minor rounding out of existing development on partial services provided that site conditions are suitable for the long-term provision of such services with no negative impacts. Where partial services have been provided to address failed services in accordance with subsection (a), infilling on existing lots of record in rural areas in municipalities may be permitted where this would represent a logical and financially viable connection to the existing partial service and provided that site conditions are suitable for the long-term provision of such services with no negative impacts. In accordance with subsection (a), the extension of partial services into rural areas is only permitted to address failed individual on-site sewage and individual on-site water services for existing development.</p>	<p>Additional criteria has been provided for the use of partial services, which is helpful for interpreting situations where they should be used.</p>
<p>1.6.6.7 Planning for stormwater management shall:</p>	<p>1.6.6.7 Planning for stormwater management shall:</p>	

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<p>b) minimize changes in water balance and erosion;</p> <p>c) not increase risks to human health and safety and property damage;</p> <p>e) promote stormwater management best practices, including stormwater attenuation and re-use, and low impact development.</p>	<p>a) be integrated with planning for sewage and water services and ensure that systems are optimized, feasible and financially viable over the long term;</p> <p>c) minimize erosion and changes in water balance, and prepare for the impacts of a changing climate through the effective management of stormwater;</p> <p>d) mitigate risks to human health, safety, property and the environment;</p> <p>f) promote stormwater management best practices, including stormwater attenuation and re-use, <i>water conservation and efficiency</i>, and low impact development.</p>	<p>This will ensure efficiency and storm water management integration with planning.</p> <p>Climate change has been addressed, which is an important consideration.</p> <p>Mitigation has been included rather than use “not increase”, which is important.</p> <p>Additional best practice examples have been included, which are helpful for planners and engineers.</p>
<p>1.6.7.2 Efficient use <i>shall</i> be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.</p>	<p>1.6.7.2 Efficient use <i>should</i> be made of existing and planned infrastructure, including through the use of transportation demand management strategies, where feasible.</p>	<p>The word “shall” should not be replaced with “should.” It is important to use planned infrastructure efficiently.</p>
<p>1.6.7.5 Transportation and land use considerations shall be integrated at all stages of the planning process.</p>	<p>No corresponding policy.</p>	<p>This has been relocated elsewhere in the PPS.</p>
<p>No corresponding policy.</p>	<p>1.6.8.5 The co-location of linear infrastructure should be promoted, where appropriate.</p>	<p>This is a new policy. This is positive and will result in efficiencies.</p>
<p>1.7.1 Long-term economic prosperity should be</p>	<p>1.7.1 Long-term economic prosperity should be</p>	

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<p>supported by:</p> <p>No corresponding policy.</p> <p>h) providing opportunities to support local food, and promoting the sustainability of agri-food and agri-product businesses by protecting agricultural resources, and minimizing land use conflicts;</p> <p>i) promoting energy conservation and providing opportunities for development of renewable energy systems and alternative energy systems, including district energy;</p>	<p>supported by:</p> <p>b) encouraging residential uses to respond to dynamic market-based needs and provide necessary housing supply and range of housing options for a diverse workforce;</p> <p>i) sustaining and enhancing the viability of the agricultural system through protecting agricultural resources, minimizing land use conflicts, providing opportunities to support local food, and maintaining and improving the agri-food network;</p> <p>j) promoting energy conservation and providing opportunities for increased energy supply;</p>	<p>This is a new policy. Including market-based needs as criteria for the provision of housing will likely result in increased land consumption and infrastructure costs through low-density housing forms. This does not represent good planning and opens up more opportunities for urban sprawl. Criteria for what constitutes market demand should be provided by the Province if this policy remains. It is not clear to staff how a diverse workforce, rather than the community as a whole, is linked to housing options.</p> <p>The agricultural system is a positive addition, as it accurately summarises the many components related to agriculture as a whole.</p> <p>The promotion of renewable and alternative energy systems should remain as part of the policy. This will assist with addressing the impacts of a changing climate.</p>
<p>1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality,</p>	<p>1.8.1 Planning authorities shall support energy conservation and efficiency, improved air quality,</p>	

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<p>reduced greenhouse gas emissions, and climate change adaptation through land use and development patterns which:</p> <p>e) improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;</p> <p>f) promote design and orientation which:</p> <p>1. maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation; and</p> <p>2. maximizes opportunities for the use of renewable energy systems and alternative energy systems; and</p>	<p>reduced greenhouse gas emissions, and preparing for impacts of a changing climate through land use and development patterns which:</p> <p>e) encourage transit-supportive development and intensification to improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;</p> <p>f) promote design and orientation which maximizes energy efficiency and conservation, and considers the mitigating effects of vegetation; and</p> <p>g) maximize vegetation within settlement areas, where feasible.</p>	<p>The emphasis on transit-supportive development and intensification is important to achieving the goals of this policy. This is a positive addition.</p> <p>The use of renewable and alternative energy systems should remain as part of the policy. This will assist with addressing the impacts of a changing climate.</p>
<p>No corresponding policy.</p>	<p>2.1.10 Municipalities may choose to manage wetlands not subject to policy 2.1.4 and 2.1.5, in accordance with guidelines developed by the Province.</p>	<p>This is a new policy. Municipalities should be able to manage additional wetlands. This policy allows for a new management approach for the wetland hierarchy. This is a positive addition.</p>
<p>No corresponding policy.</p>	<p>2.2.1 Planning authorities shall protect, improve or restore the quality and quantity of water by:</p> <p>c) evaluating and preparing for the impacts of a</p>	<p>This is a new policy. Requiring the consideration</p>

Current Policy	Proposed Policy	Planning Staff Comments
	changing climate to water resource systems at the watershed level;	of the impacts of a changing climate is a positive addition.
2.3.2 Planning authorities shall designate prime agricultural areas and specialty crop areas in accordance with guidelines developed by the Province, as amended from time to time.	<p>2.3.2 Planning authorities shall designate prime agricultural areas and specialty crop areas in accordance with guidelines developed by the Province, as amended from time to time.</p> <p>Planning authorities are encouraged to use an agricultural system approach to maintain and enhance the geographic continuity of the agricultural land base and the functional and economic connections to the agri-food network.</p>	This policy has been strengthened. It will assist with protecting the agricultural areas.
<p>2.3.6.1 Planning authorities may only permit non-agricultural uses in prime agricultural areas for:</p> <p>b) limited non-residential uses, provided that all of the following are demonstrated:</p> <p>2. the proposed use complies with the minimum distance separation formulae;</p>	No corresponding policy.	Non-agricultural, non-residential uses in the agricultural area have the potential to create conflicts. These uses should be subject to the minimum distance separation formulae. This policy should remain.
2.3.6.2 Impacts from any new or expanding non-agricultural uses on surrounding agricultural	2.3.6.2 Impacts from any new or expanding non-agricultural uses on surrounding agricultural	This policy has been strengthened and will assist with protecting agricultural operations from conflicts.

Current Policy	Proposed Policy	Planning Staff Comments
operations and lands are to be mitigated to the extent feasible.	operations and lands are to be avoided, and where avoidance is not possible, minimized and mitigated to the extent feasible and informed by provincial guidelines.	
2.5.2.2 Extraction shall be undertaken in a manner which minimizes social, economic and environmental impacts.	<p>2.5.2.2 Extraction shall be undertaken in a manner which minimizes social, economic and environmental impacts.</p> <p>Outside of the Greenbelt Area, extraction may be considered in the natural heritage features listed in section 2.1.5, 2.1.6 and 2.1.7, provided that the long-term rehabilitation can demonstrate no negative impacts on the natural features or their ecological functions.</p>	<p>This is a new addition to the existing policy. Aggregate extraction should not be permitted in these natural heritage features, most especially not within the habitat of endangered and threatened species. This will have significant detrimental effects on conservation efforts in Ontario. This policy should be removed. If it remains, a very high threshold for “no negative impacts” must be upheld.</p>
2.5.2.4 Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning	2.5.2.4 Mineral aggregate operations shall be protected from development and activities that would preclude or hinder their expansion or continued use or which would be incompatible for reasons of public health, public safety or environmental impact. Existing mineral aggregate operations shall be permitted to continue without the need for official plan amendment, rezoning	The additional clarification provided is helpful for interpretation.

Current Policy	Proposed Policy	Planning Staff Comments
or development permit under the Planning Act. When a license for extraction or operation ceases to exist, policy 2.5.2.5 continues to apply.	or development permit under the Planning Act. Where the Aggregate Resources Act applies, processes under the Aggregate Resources Act shall address the depth of extraction of new or existing mineral aggregate operations or their expansions. When a license for extraction or operation ceases to exist, policy 2.5.2.5 continues to apply.	
2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.	2.6.5 Planning authorities shall engage with Indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources.	The existing policy has been strengthened to include engagement rather than consideration with Indigenous communities to help inform decision making, build relationships, and address issues upfront during the development process. This is a positive addition.
No corresponding policy.	3.2.3 Planning authorities should support, where feasible, on-site and local re-use of excess soil through planning and development approvals while protecting human health and the environment.	This is a new policy. Excess soil is not mentioned in the current PPS. This is a positive addition.
4.7 Official plans should also coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions. Official plans shall provide clear, reasonable and attainable policies to protect provincial interests and direct	No corresponding policy.	Municipalities should be encouraged to work together. This policy should not be deleted.

Current Policy	Proposed Policy	Planning Staff Comments
development to suitable areas.		
No corresponding policy.	<p>4.7 Planning authorities shall take action to support increased housing supply and facilitate a timely and streamlined process for local development by:</p> <p>a) identifying and fast-tracking priority applications which support housing and job-related growth and development; and</p> <p>b) reducing the time needed to process residential and priority applications to the extent practical.</p>	<p>This is a new policy. The policy is very broad, as it includes both housing and job-related growth and development, which includes almost all development in Norfolk County. Norfolk County's Green Light Team facilitates the acceleration of job-related applications by including fast-tracking. However, housing developments are generally complex with many considerations that must be taken into account. With no further guidance on how applications can be fast-tracked, it will be difficult to implement this policy. There is the potential for additional costs and demands on the municipal system.</p>

Current Definition	Proposed Definition	Professional Planning Opinion
Undefined.	<p>Agricultural System: A system comprised of a group of inter-connected elements that collectively create a viable, thriving agricultural sector. It has two components:</p> <p>a) an agricultural land base comprised of prime agricultural areas, including specialty crop areas, and rural lands that together create a continuous productive land base for agriculture; and</p>	<p>This is a new definition. This definition provides clarity and additional protections to the agricultural area.</p>

Current Definition	Proposed Definition	Professional Planning Opinion
	b) an agri-food network which includes infrastructure, services, and assets important to the viability of the agri-food sector.	
Undefined.	Agri-food network: Within the Agricultural System, a network that includes elements important to the viability of the agri-food sector such as regional infrastructure and transportation networks; on-farm buildings and infrastructure; agricultural services, farm markets, distributors, and primary processing; and vibrant, agriculture-supportive communities.	This is a new definition. The agri-food sector will be strengthened through the inclusion of this definition.
Areas of archaeological potential: means areas with the likelihood to contain archaeological resources. Methods to identify archaeological potential are established by the Province, but municipal approaches which achieve the same objectives may also be used. The Ontario Heritage Act requires archaeological potential to be confirmed through archaeological fieldwork.	Areas of archaeological potential: means areas with the likelihood to contain archaeological resources. Criteria to identify archaeological potential are established by the Province. The Ontario Heritage Act requires archaeological potential to be confirmed by a licensed archaeologist through archaeological assessment and/or fieldwork.	Municipal approaches which achieve the same objectives as Provincial approaches are no longer permitted to be used based on this definition. This may ensure consistency across municipalities.
Undefined.	Greenbelt Area: means the area identified in Ontario Regulation 59/05, as amended from time to time.	This is a new definition. Norfolk County is not included within the Greenbelt legislation.
Habitat of endangered species and threatened species: means a) with respect to a species	Habitat of endangered species and threatened species: means habitat within the meaning of	The existing PPS definition is the same as the definition in Section 2 of the Endangered Species Act,

Current Definition	Proposed Definition	Professional Planning Opinion
<p>listed on the Species at Risk in Ontario List as an endangered or threatened species for which a regulation made under clause 55(1)(a) of the Endangered Species Act, 2007 is in force, the area prescribed by that regulation as the habitat of the species; or</p> <p>b) with respect to any other species listed on the Species at Risk in Ontario List as an endangered or threatened species, an area on which the species depends, directly or indirectly, to carry on its life processes, including life processes such as reproduction, rearing, hibernation, migration or feeding, as approved by the Ontario Ministry of Natural Resources; and</p> <p>places in the areas described in clause (a) or (b), whichever is applicable, that are used by members of the species as dens, nests, hibernacula or other residences.</p>	<p>Section 2 of the Endangered Species Act, 2007.</p>	<p>2007. The proposed definition change is a technical matter and will not affect related policies.</p>
<p>Heritage attributes: means the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and may include the property's built or manufactured elements, as well as natural landforms, vegetation, water features, and its</p>	<p>Heritage attributes: means the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and that must be retained. Attributes may include the property's built, constructed, or manufactured elements, as well as natural landforms,</p>	<p>The general intent of this definition has not changed.</p>

Current Definition	Proposed Definition	Professional Planning Opinion
visual setting (including significant views or vistas to or from a protected heritage property).	vegetation, water features, and its visual setting (e.g. significant views or vistas to or from a protected heritage property).	
Undefined.	Housing options: means a range of housing types such as, but not limited to single-detached, semi-detached, rowhouses, townhouses, stacked townhouses, multiplexes, additional residential units, tiny homes, multi-residential buildings and uses such as, but not limited to life lease housing, co-ownership housing, co-operative housing, community land trusts, affordable housing, housing for people with special needs, and housing related to employment, institutional or educational uses.	This definition will provide additional clarification within certain policies.
Undefined.	Impacts of a changing climate: means the potential for present and future consequences and opportunities from changes in weather patterns at local and regional levels including extreme weather events and increased climate variability.	This definition will provide additional clarification within certain policies.
On-farm diversified uses: means uses that are secondary to the principal agricultural use of the property, and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home	On-farm diversified uses: means uses that are secondary to the principal agricultural use of the property, and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home	Ground-mounted solar facilities have the potential to consume significant amounts of prime agricultural land, and considering them as on-farm diversified uses will limit their area and protect the agricultural resource.

Current Definition	Proposed Definition	Professional Planning Opinion
industries, agri-tourism uses, and uses that produce value-added agricultural products.	industries, agri-tourism uses, and uses that produce value-added agricultural products. Ground-mounted solar facilities are permitted in prime agricultural areas and specialty crop areas only as on-farm diversified uses.	This policy is intended for solar panels for personal use only.
Partial services: means a) municipal sewage services or private communal sewage services and individual on-site water services; or b) municipal water services or private communal water services and individual on-site sewage services.	Partial services: means a) municipal sewage services or private communal sewage services combined with individual on-site water services; or b) municipal water services or private communal water services combined with individual on-site sewage services.	This definition has been updated to provide clarification.
Residential intensification: means intensification of a property, site or area which results in a net increase in residential units or accommodation and includes: a) redevelopment, including the redevelopment of brownfield sites; b) the development of vacant or underutilized lots within previously developed areas; c) infill development; d) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and e) the conversion or expansion of existing residential buildings to create new residential units	Residential intensification: means intensification of a property, site or area which results in a net increase in residential units or accommodation and includes: a) redevelopment, including the redevelopment of brownfield sites; b) the development of vacant or underutilized lots within previously developed areas; c) infill development; d) development and introduction of new housing options within previously developed areas; e) the conversion or expansion of existing industrial, commercial and institutional buildings for residential use; and	The proposed change allows for a greater range of intensification opportunities. This is a positive addition.

Current Definition	Proposed Definition	Professional Planning Opinion
or accommodation, including accessory apartments, second units and rooming houses.	f) the conversion or expansion of existing residential buildings to create new residential units or accommodation, including accessory apartments, additional residential units, rooming houses, and other housing options.	
Threatened species: means a species that is listed or categorized as a "Threatened Species" on the Ontario Ministry of Natural Resources' official Species at Risk list, as updated and amended from time to time.	Threatened species: means a species that is classified as "Threatened Species" on the Species at Risk in Ontario List, as updated and amended from time to time.	This appears to be a minor wording change. The definition still refers to the Species at Risk in Ontario List.

Strategic Plan Linkage:

This report aligns with the 2019-2022 Council Strategic Priority "Foster Vibrant, Creative Communities".

Explanation: This report provides the opportunity for Council to provide feedback to the Government of Ontario regarding proposed changes to the PPS. The PPS plays a major role in fostering vibrant, creative communities across Ontario by facilitating opportunities for growth, economic development, environmental protection, and housing. The opportunity for Norfolk County to comment on the proposed changes ensures the policies will be applicable to the local community.

Conclusion:

Planning staff are of the opinion that while there are some improvements to the PPS proposed, there are concerning policy additions that may result in opportunities for urban sprawl, which is inefficient and expensive for municipalities. It was understood that the intent of the More Homes, More Choices Act, 2019 was to address housing prices in Ontario, and it is unclear how the proposed changes will achieve that objective.

Recommendation(s):

THAT Report DCS 19-96 be received as information;

AND THAT staff be directed to submit Report DCS 19-96 to the Ministry of Municipal Affairs as formal comments on behalf of Norfolk County.

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