



October 9, 2019

Planning Consultation  
Provincial Planning Policy Branch  
777 Bay Street, 13th floor  
Toronto, ON M5G 2E5

**Re: Provincial Policy Statement (PPS) Review – Township of Scugog's  
Response to Draft Policy Revisions**

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Dear Sir/Madam:

At the last regular General Purpose and Administration Committee meeting of the Council of the Township of Scugog held October 7, 2019, the above captioned matter was discussed.

I wish to advise that the following resolution was passed which will be going forward for ratification at the October 28, 2019 Township of Scugog Council meeting:

**"THAT** Report DEV-2019-029, dated October 7, 2019, entitled "Provincial Policy Statement (PPS) Review - Township of Scugog's Response to Draft Policy Revisions", be received;

**THAT** staff be authorized to submit this report to the Province as the Township's comments on the draft policy revisions to the Provincial Policy Statement (PPS); and

**THAT** the Clerk send a copy of Council's resolution and Report DEV-2019-029 to the Region of Durham and the other area municipalities in Durham Region."

A copy of Report DEV-2019-029 is included for reference. Should you require anything further in this regard, please do not hesitate to contact Robin Prentice, Manager of Planning at 905-985-7346 ext. 100.

Yours sincerely,

A handwritten signature in black ink, appearing to read 'John Paul Newman', is written over a horizontal line.

John Paul Newman  
Director of Corporate Services/Clerk

Encl.

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cc: Robin Prentice, Manager of Planning  
Ralph Walton, Regional Clerk/Director of Legislative Services, Region of Durham  
Alexander Harras, Acting Clerk, Town of Ajax  
Becky Jamieson, Clerk, Township of Brock  
Anne Greentree, Clerk, Municipality of Clarington  
Mary Medeiros, Acting Clerk, City of Oshawa  
Susan Cassel, Clerk, City of Pickering  
Debbie Leroux, Clerk, Township of Uxbridge  
Chris Harris, Town of Whitby



# Township of Scugog Staff Report

To request an alternative accessible format, please contact the Clerks Department at 905-985-7346.

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**Report Number:** DEV-2019-029

**Prepared by:** Robin Prentice, MCIP, RPP  
Manager of Planning

**Department:** Development Services

**Report To:** General Purpose and Administration Committee

**Date:** October 7, 2019

**Reference:** Strategic Direction #3 – Economic Development  
Strategic Direction #4 – Natural Environment  
Strategic Direction #7 – Complete Community

**Report Title:** Provincial Policy Statement (PPS) Review  
Township of Scugog's Response to Draft Policy Revisions

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## Recommendations:

1. **That** Report DEV-2019-029, dated October 7, 2019, entitled "Provincial Policy Statement (PPS) Review - Township of Scugog's Response to Draft Policy Revisions", be received;
  2. **That** staff be authorized to submit this report to the Province as the Township's comments on the draft policy revisions to the Provincial Policy Statement (PPS); and
  3. **That** the Clerk send a copy of Council's resolution and Report DEV-2019-029 to the Region of Durham and the other area municipalities in Durham Region.
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## 1. Background:

On July 22, 2019, the Ministry of Municipal Affairs and Housing (MMAH) released proposed changes to the Provincial Policy Statement (PPS). This report provides an overview of the proposed changes and offers some comments on some of the proposed policy changes.

The purpose of this report is to seek Council endorsement of staff comments to be submitted to MMAH for its consideration in finalizing their review of the PPS.

The PPS is a Provincial policy document which sets out the Province's land use planning direction for managing growth and development, ensuring the wise use and management of resources, and ensuring public health and safety are protected; and it provides policy direction on matters of Provincial interest. The PPS sets a framework for other Provincial planning documents (including the Growth Plan for the Greater Golden Horseshoe, Greenbelt Plan, and Oak Ridges Moraine Conservation Plan) and Regional and local Official Plans. Municipal councils and any other decision makers, such as the Local Planning Appeal Tribunal (LPAT), must ensure that decisions affecting land use planning matters are consistent with the PPS.

The current PPS came into effect in 2014. On May 2, 2019, the Ontario government released More Homes, More Choice: Ontario's Housing Supply Action Plan; outlining that increasing housing supply, supporting jobs and streamlining development approvals are top priorities for the Provincial government. The Action Plan outlined a series of initiatives to address housing supply, including a commitment to review the PPS. The proposed changes to the PPS work together with other recent changes to the land use planning system – including changes to the Planning Act through Bill 108, More Homes, More Choice Act, 2019 (once proclaimed) - to support overall goals related to increasing housing, supporting jobs and reducing red tape.

On May 27, 2019 Council endorsed a staff report DEV 2019-016 that recommended opposition to several Schedules to Bill 108 including:

- Schedule 3 amending the Development Charges Act, 1997;
- Schedule 9 amending the Local Planning Appeal Tribunal Act, 2017;
- Schedule 11 amending the Ontario Heritage Act; and
- Schedule 12 amending the Planning Act.

According to the Province, the proposed changes to the PPS are intended to:

- Increase the supply and mix of housing,
- Protect the natural environment and public safety,
- Support the economy and jobs,
- Reduce barriers and costs for development and provide greater predictability,
- Support rural, northern and Indigenous communities.

## 2. Discussion:

Township staff has reviewed the proposed changes to the PPS. The following provides an outline of the proposed changes and any associated staff comments.

### 2.1. Increasing Housing Supply and Mix

The proposed changes would increase land supply requirements by proposing to increase the planning horizon from 20 to 25 years and increase the housing land supply from 10 to 12 years. These proposed changes are intended to bring more housing to market in a timelier manner.

Another proposed change is the requirement that municipalities provide for an appropriate range and mix of residential types to meet projected “market-based” needs. This is a change from the existing planning policy context, which requires municipalities to encourage a range and mix of housing types, regardless of what the market would support. This proposed change may focus too much on what the market has typically supported in the past, instead of looking forward to future housing needs and emerging demographic trends. Planning staff request clarification from the Province as to who and how the “market” would be defined or determined at the municipal level.

A definition for “housing options” is also proposed that includes a wide range of housing types, including tiny homes. Planning staff would request that the term ‘tiny homes’ be defined. Second dwelling units are also recognized as a form of intensification.

Additional guidance is proposed to support land budget work and policy changes are proposed that would permit municipalities to adjust settlement area boundaries outside of a municipal comprehensive review (MCR) where a number of criteria are met, including:

- There would be no net increase in land within the settlement areas;
- The adjustment would support the municipality’s ability to meet intensification and redevelopment targets;
- Prime agricultural area criteria is addressed; and
- The lands proposed to be added are appropriately serviced and there’s sufficient capacity to service the lands.

Clarification is requested with respect to how an urban expansion would result in no net increase in land within a settlement area (potentially through a land swap) and how such expansion would support intensification and redevelopment within the existing settlement area. These two criteria seem to contradict with the term “expansion” of the settlement area. While this proposed change would primarily impact municipalities with “whitebelt”



lands and not necessarily the Township of Scugog, the wording of the criteria should be clearer.

## 2.2. Protecting the Environment and Public Safety

Proposed policy changes include the need for municipalities to prepare for impacts of a changing climate through infrastructure and land use planning and promote the on-site local reuse of excess soil, while maintaining protections for the Greenbelt and directing development away from hazardous areas.

Staff are supportive of the proposed changes to recognize climate change impacts within the planning process, as well as the promotion of using excess soil on-site or through local re-use as a way to reduce the number of commercial fill operations in the Greenbelt Plan Area. An example of local reuse of excess soil in the Township includes the transport of soil from the Ribcor subdivision in Prince Albert to the Stockworth development located on the east side of Simcoe Street.

## 2.3. Reducing Barriers and Costs

The proposed changes would require municipalities to fast-track development applications that support housing and job-related growth and development; and streamline development approvals by reducing the time needed to process residential and priority applications. Clarification is requested as to what this would entail, and whether these proposed changes are just addressing the reduced development application processing timelines as outlined in the Planning Act due to Bill 108. As outlined in the Township's comments on Bill 108, the reduced timelines for processing applications will be difficult to achieve and may limit public consultation in the process. Any further reductions in the application processing timeline may be unattainable or may cost the Township and/or applicants' additional costs in order for the Township to retain consultants to help review development applications. It is staff's understanding that it is up to each local municipality as to how to interpret/administer these changes with respect to fast-tracking development applications, in order to address the local context.

Proposed changes to cultural heritage policies and the definition of cultural heritage are intended to align with recent changes to the Ontario Heritage Act through Bill 108.

There are some proposed changes that support a broad range of energy types and opportunities for increased renewable energy supply. The proposed change to the definition for on-farm diversified uses is intended to offer some flexibility for farmers by permitting some limited ground-mounted solar facilities within prime agricultural areas as an on-farm diversified use, while trying to direct large-scale ground-mounted solar facilities (ie. solar farms) away from prime agricultural areas. Solar energy facilities should be encouraged to be installed on roof spaces in order to help supplement the energy needs on a farm and if ground-mounted, should only be permitted within rural areas. This proposed change could impact and reduce the amount of prime agricultural lands used to support the farming/agricultural industry. If the proposed change is left in, it is staff's

understanding that ground-mounted solar facilities would be subject to the on-farm diversified use criteria as outlined in the Provincial Guidelines for Permitted Uses in Ontario's Prime Agricultural Areas and that local municipalities would be able to establish criteria to control such uses in order to reduce the amount of good quality agricultural land used. Staff request confirmation of this understanding and if this is the intention, this should be made clear in the PPS and also updated in the Provincial Guidelines.

In addition, there are some proposed changes to the infrastructure policies that would promote long-term infrastructure planning to accommodate expected, as well as future growth, and also allow more consideration of private communal servicing systems, where municipal water and sewage systems are not available, planned or feasible. Such changes could offer additional servicing opportunities within the Township's employment areas, where municipal servicing is currently constrained, and may also support more sustainable or greener servicing options that become available in the market. It is recommended that the modifications to Section 1.6.6.4 should be further revised to permit the use of partial servicing where it is available.

#### 2.4. Supporting Rural, Northern and Indigenous Communities

The proposed changes are intended to enhance municipal engagement with Indigenous Communities on land use planning matters and continue to support the agricultural sector through the promotion of agricultural-related and on-farm diversified uses. Staff are supportive of these changes.

#### 2.5. Supporting Certainty and Economic Growth

The proposed changes encourage municipalities to facilitate conditions for economic investment; provide municipalities with greater control over employment area conversion and provide stronger protection for major facilities such as manufacturing and industrial uses where non-employment uses are planned nearby. As part of a municipal comprehensive review, staff support the need to review employment areas for industrial and manufacturing uses in the context of land use compatibility, to appropriately provide for separation of heavy employment uses from sensitive non-employment land uses, in order to maintain the long term operational and economic viability of these uses. Staff also support the policy change that would prohibit residential and institutional uses that aren't ancillary to the primary employment uses within employment areas in order to maintain land use compatibility.

### 3. Financial Implications:

There are no immediate financial implications identified at this time. Staff will monitor the decision regarding the PPS changes and provide information to Council regarding the decision and any implementation requirements.



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#### **4. Communication Considerations:**

The Province is undertaking their own consultation process as part of the PPS Review. This staff report will be forwarded to the Province as the Township of Scugog's comments regarding the proposed policy revisions to the PPS.

#### **5. Conclusion:**

Staff recommend that the Township provide the comments as outlined in this report to the Province as part of the PPS Review. The deadline to submit comments to the Province is October 21, 2019. Staff also recommend that the Province properly engage and consult with municipalities before further proceeding with the proposed changes.

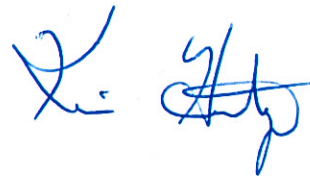
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Respectfully Submitted by:

Reviewed By:



Robin Prentice, MCIP, RPP  
Manager of Planning



Kevin Heritage, MCIP, RPP  
Director of Development Services

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