



Report to Council

Department: Development Services
Division: Planning
Date: June 1, 2020
Prepared by: Rita Jabbour, R.P.P.
Manager, Planning Services
Report Number: Planning2020-08
Subject: Provincial Policy Statement (PPS), 2020
Number of Pages: 11

Recommendation(s)

That Planning report Planning2020-08 entitled "Provincial Policy Statement (PPS) 2020" prepared by Rita Jabbour, Manager, Planning Services, dated June 1, 2020 be received.

Purpose

To inform Council of changes to the Provincial Policy Statement (PPS) effective May 1, 2020, which will assist the Town of Essex in providing for diverse, development-ready opportunities.

Background and Discussion

The Provincial Policy Statement (PPS) is a consolidated statement of government policies issued under the *Planning Act*, which provides direction on key land use planning issues that affect Ontario's communities. In accordance with the *Planning Act*, all decisions affecting planning matters (i.e. official plan and zoning bylaw amendments, plans of subdivisions and consents) **must** be consistent with the PPS. As such, PPS policies are implemented through


the Town of Essex Official Plan which guides members of Council and the Committee of Adjustment in rendering decisions on planning matters.

As part of their five (5) year review of the PPS, the Government of Ontario commenced public consultation on the proposed changes in 2019 with an overall goal of encouraging an increased mix of housing and reducing barriers and costs for development. *PPS 2020* took effect on May 1, 2020 and works with other land use planning systems as an important part of the Government's *More Homes, More Choice: Ontario's Housing Supply Action Plan*.

The following is a summary of key changes under *PPS 2020* and their impact on the Town of Essex.

In an effort to **increase Ontario's housing supply and mix**, the following changes have been applied:

- Long term planning horizon increased from 20 to 25 years
- Housing land supply increased from 10 to 15 years
- New policy for settlement area boundary adjustments outside of the comprehensive review process
- New definition for "Housing Options"
- New references to meeting housing needs arising from demographic changes and employment opportunities

 For the Town of Essex, these changes now require the Town to ensure through its Official Plan that sufficient land is available to accommodate an appropriate range and mix of land uses to meet projected needs for up to 25 years as opposed to 20 years, and maintain at all times the ability to accommodate residential growth for a minimum of 15 years as opposed to 10 years. The Town may be required to allocate more land for development in its Official Plan if population projections warrant.

Residential growth is best accommodated through intensification and redevelopment in existing settlement areas, such as Essex Centre, Harrow, McGregor, Gesto, Colchester, and the

lakeshore district located west of Colchester but may also be accommodated through a re-designation of lands through adjustments of settlement area boundaries. Traditionally, the Town of Essex was only permitted to adjust settlement area boundaries at the time of a comprehensive review of their Official Plans. *PPS 2020* will now allow the Town of Essex to adjust settlement area boundaries outside a comprehensive review provided that:

- 1) There would be no net increase in land within the settlement areas;
- 2) The adjustment would support the municipality's ability to meet intensification and redevelopment targets;
- 3) Prime agricultural areas are addressed; and,
- 4) The settlement area to which lands would be added is appropriately serviced and there is sufficient reserve infrastructure capacity to service the lands.

Permissible housing options are now defined under the PPS as a range of housing types that include, but are not limited to, traditional single, semi and townhouse dwellings, additional residential units and tiny homes. "Housing Options" also refers to a variety of housing arrangements and forms such as life-lease and cooperative housing, and housing related to employment, institutional or educational uses.

Municipalities must now also permit and facilitate all housing options required to meet the needs arising from demographic changes and employment opportunities. Within the Town of Essex, for example, this could mean more land lease community housing options for an aging community with seasonal retirees.

In an effort to **support rural, northern and indigenous communities**, the following changes have been applied:

- Revised policy to promote rural residential development that is locally appropriate
- Clarification that individual on-site services may be used in settlement areas for infilling and minor rounding out of existing development
- New policy encouraging the use of an agricultural system approach

- Revised definition of “on-farm diversified use” to include ground mounted solar facilities

For the Town of Essex, these changes primarily affect Official Plan policies concerning residential development and lot creation on rural lands. The PPS defines “Rural Lands” as those lands located outside settlement areas and outside prime agricultural areas. For the Town of Essex, these lands are located outside the defined settlement areas. Within the Town’s Rural Lands, the predominant land use is “Agricultural”. The Town of Essex Official Plan, however, also identifies lands designated for rural residential and recreational (Parks and Open Space) purposes within this area.

For the Town of Essex, amended PPS policies concerning housing options and clarification on the allowance of residential development in rural areas may provide opportunities for the re-designation of seasonal campgrounds and recreational golf courses on rural lands.

Demographic changes have had an impact on these operations (i.e. less interest in golfing amongst millennials. More interest in permanent housing accommodations in proximity or in combination with recreational lands amongst retirees). Permitting the re-designation of these lands to allow permanent residential development may support Provincial and municipal objectives to accommodate more varied housing options, and provide more economic diversity for the property owner/business operator.

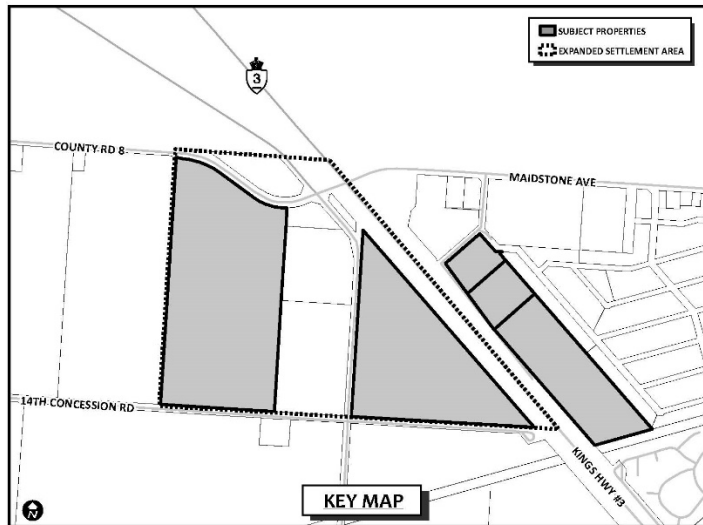
In an effort to **support certainty and economic growth**, the following changes have been applied:

- New policy encouraging planning authorities to facilitate conditions for economic investment
- Enhanced policy supporting mixed-use development, where appropriate, and prohibiting residential and prohibiting or limiting sensitive land uses that are not ancillary to the primary employment uses in areas planned for industrial/manufacturing uses

- For the Town of Essex, these changes will affect policies respecting the designation of future employment areas, and permitted uses within employment areas. Employment areas are defined under the PPS as those areas designated in an official plan for clusters of business and economic activities. Employment areas identified in the Town of Essex Official Plan include the Essex Centre and Harrow downtown commercial districts ("Town Centres"), and lands designated Industrial and Highway Commercial.

Figure 1. Collavino Business Park





In accordance with new PPS policies, existing employment areas within the Town of Essex Official Plan will be assessed to ensure the designations are appropriate for the planned function of the employment areas and provide for separation or mitigation from sensitive land uses, such as residential districts. Residential uses and other sensitive land uses are now prohibited in areas planned for industrial or manufacturing uses, unless they are ancillary to the primary employment uses (i.e. housing for on-site labourers).

Much like the expansion of settlement area boundaries, new PPS policies will allow the Town of Essex to convert employment areas to a designation that permits non-employment uses (such as residential) outside of an official plan review, provided that:

- 1) There is an identified need for the conversion and the land is not required for employment purposes over the long term;
- 2) The proposed uses would not adversely affect the overall viability of the employment area; and,
- 3) Existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.

In an effort to **protect the environment and public safety**, the following changes have been applied:

- Enhancements to various policies now require planning authorities to prepare for the impacts of climate change
- New policy requiring planning authorities to integrate stormwater planning with planning for sewage and water services, ensure optimization, feasibility and financial viability of systems, and prepare for the impacts of a changing climate
- New definition for “impacts of a changing climate”
- Enhanced direction for the mitigation of risks to human health, safety, property and the environment
- New direction to ensure natural hazards policies are considered when locating infrastructure and public service facilities
- New policy supporting on-site and local re-use of excess soil while protecting human health and environment

For the Town of Essex, these changes largely affect Official Plan policies concerning the general development of the Municipality. Municipalities are now required to incorporate policies that prepare for the regional and local *impacts of a changing climate* when planning for land uses within settlement areas; infrastructure and public service facilities; sewage and water services; stormwater management; energy conservation; and, when evaluating the risk associated with natural hazards. Ensuring the protection of public health and safety is now also a consideration when planning for the location of infrastructure and public service facilities.

The use of green infrastructure which utilizes natural elements and features to enhance soil and water conservation and management, as an example, is encouraged under the PPS as an effective tool that prepares for the impact of a changing climate, when planning for storm water management systems.

The Town of Essex Official Plan has been updated in recent years to reflect these upcoming trends by committing to actions that promote a sustainable and resilient community. The Official Plan encourages low impact development and green infrastructure where feasible;

maximizes energy and water use efficiency; and, requires the provision of non-automotive forms of transportation. Additionally, the Town of Essex is undertaking a Climate Change Adaptation Plan and participating in a Regional Community Energy Plan.

In order to further implement the provisions of the PPS with respects to the protection of the environment and public safety, the Official Plan must work in combination with the Town's Development Standards Manual and Zoning Bylaw which establish minimum standards and regulations for construction. The Development Standards Manual and the municipal Zoning Bylaw, Bylaw 1037, will be reviewed and amended to include the new PPS provisions as well.

In an effort to **reduce barriers and costs**, the following changes have been applied:

- New policy to engage with indigenous communities and consider their interest in managing cultural heritage and archaeological resources
- Revisions to policies to support a broad range of energy typed and opportunities for increased energy supply

For the Town of Essex, these changes will impact how the Municipality engages with indigenous communities in cultural and heritage planning, and expands on the types of opportunities to increase energy supply. Planning authorities **must** now engage with indigenous communities and consider their interests when identifying, protecting and managing cultural heritage and archaeological resources. Opportunities for the provision of energy now include district energy and renewable energy systems and alternative energy systems.

Town of Essex Official Plan Review, 2020

The Town of Essex will be initiating a comprehensive review of the Official Plan in 2020. The Official Plan will be reviewed and amended to comply with the provision of the PPS and the Official Plan for the County of Essex. As a lower tier municipality, the Town of Essex Official Plan must comply with the upper-tier Official Plan (County of Essex). The County of Essex will be responsible for providing T population and employment projections to the lower-tier

municipalities to assist in the review of land supply for housing and employment needs. . The County of Essex proposes to commence their Official Plan review in 2020 as well. Council and the public will be an integral stakeholder in both reviews.

Financial Impact

None.

Consultations

Lori Chadwick, Director, Development Services

Link to Strategic Priorities

- ☐ Manage, invest and plan for sustainable municipal infrastructure which meets current and future needs of the municipality and its citizens.
- ☐ Create a safe, friendly and inclusive community which encourages healthy, active living for people of all ages and abilities.
- ☐ Provide a fiscal stewardship and value for tax dollars to ensure long-term financial health to the municipality.
- ☒ Manage responsible and viable growth while preserving and enhancing the unique rural and small town character of the community.
- ☐ Improve the experiences of individuals, as both citizens and customers, in their interactions with the Town of Essex.

Report Approval Details

Document Title:	Provincial Policy Statement (PPS) 2020 .docx
Attachments:	
Final Approval Date:	May 25, 2020

This report and all of its attachments were approved and signed as outlined below:



Lori Chadwick, Director, Development Services - May 25, 2020 - 10:39 AM



Chris Nepszy, Chief Administrative Officer - May 25, 2020 - 11:50 AM