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The Regional Municipality of Durham Report

To: Planning and Economic Development Committee
From: Commissioner of Planning and Economic Development
Report: #2023-P-19
Date: June 6, 2023

Subject:

Durham Region's response to provincial consultation on Bill 97 – the Helping Homeowners, Protecting Tenants Act, 2023, the proposed Provincial Planning Statement, and related ERO Postings [#019-6821](#), [#019-6822](#), [#019-6813](#).

Recommendation:

That the Planning and Economic Development Committee recommends to Regional Council:

- A) That the letter dated May 5, 2023 (see Attachment #1) from the Commissioner of Planning and Economic Development to the Minister of Municipal Affairs and Housing be endorsed as Durham Region's comments on Bill 97;
- B) That the following recommendations form the Region's comments on the proposed Provincial Planning Statement, namely that the province:
 - i) make stable and predictable funding available to Indigenous communities to facilitate their fulsome participation in the planning process.
 - ii) require municipalities to develop population and employment forecasts to a common 25 to 30-year time horizon based on a standard methodology provided by the province.

- iii) continue to require that settlement area boundary expansions be permitted only through municipal comprehensive reviews, informed by a standardized methodology. Within a regional context, the implications of infrastructure and servicing on settlement area boundary expansions collectively should continue to rest with upper-tier municipalities as the jurisdiction responsible for the infrastructure and servicing, regardless of planning approval responsibility.
- iv) continue to consult on the implementation framework so that municipalities within the Greenbelt Plan area can understand how they will be affected by the proposed policy changes.
- v) permit municipalities to designate Strategic Growth Areas (SGAs) in their official plans and clarify if the Highway-2 BRT in Durham would be captured as a higher order transit corridor following repeal of the Growth Plan.
- vi) continue to support intensification targets and approaches to calculation within municipal official plans.
- vii) continue to consult with upper-tier municipalities that may no longer have planning approval authority under Bill 23 on how the proposed new PPS can be implemented through their role as a Housing Service Manager to facilitate the coordinated delivery of affordable housing.
- viii) provide definitions (e.g. affordable and attainable) and establish clear policy that enables the delivery of affordable housing and include targets, definitions and policies in the proposed new PPS.
- ix) uphold agricultural systems planning and strengthen language in the proposed new PPS to require municipalities to use an agricultural systems approach.
- x) allow the ability for limited lot creation on rural lands, but only if it is locally appropriate while discouraging residential lot creation in prime agricultural areas, aside from those created through surplus farm dwellings.
- xi) not permit light industrial, manufacturing and small-scale warehousing within SGAs as it would undermine the ability for sensitive uses, particularly residential uses, to locate within SGAs.
- xii) include policy language that will strengthen a municipalities' ability to require mixed use developments in SGAs, and not solely residential developments, which could undermine the province's objectives related to complete communities.

- xiii) clarify the general intent of the proposed policy that requires municipalities to “leverage the capacity of development proponents” in planning for infrastructure and public service facilities as it may be interpreted to mean that municipalities will be compelled to enter into agreements with proponents for the provision of infrastructure and public service facilities;
 - xiv) release proposed natural heritage policies and definitions as soon as possible and in turn allow stakeholders time to comment on the proposed new PPS holistically;
 - xv) develop policy approaches to intensification and settlement area boundary expansions within the context of a changing climate;
 - xvi) include a policy framework for natural hazards within the final proposed new PPS to support municipalities in their efforts to ensure public health and safety, protect property, and avoid the creation of new or aggravate existing natural hazards;
 - xvii) retain policy direction for on-site and local reuse of excess soil, and provide planning authorities with guidance on how to accommodate expected increases in excess soil generated as residential development accelerates; and
- C) That a copy of this report be forwarded to Durham’s area municipalities, conservation authorities, and neighbouring municipalities for information.
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Report:

1. Purpose and Background

- 1.1 On April 6, 2023, the province released Bill 97, the “Helping Homebuyers, Protecting Tenants Act”, as well as a proposed new Provincial Planning Statement (referred to in this report as the proposed new PPS) to replace the existing Provincial Policy Statement (referred to in this report as the existing or current PPS). It is proposed that the existing PPS and the document commonly known as the Growth Plan (formally titled “A Place to Grow: Growth Plan for the Greater Golden Horseshoe”) will be consolidated. As proposed, the existing Growth Plan would be eliminated. Together, Bill 97 and the new PPS represent a major shift in the land use planning regime in Ontario, especially in the Greater Golden Horseshoe.

- 1.2 The deadline for comments on Bill 97 was May 6, 2023 (a 30-day commenting period). On May 5, 2023, the Commissioner of Planning and Economic Development (the Commissioner), on behalf of Durham Region, provided preliminary comments to the province on Bill 97, stating they had not yet been endorsed by Regional Council (see Attachment #1). The purpose of this report is two-fold, the first one being to recommend that Council endorse the comments on Bill 97 previously provided to the province by the Commissioner.
- 1.3 The deadline for comments on the new PPS is August 4, 2023, (a 120-day commenting period). The second purpose of this report, therefore, is to recommend that Council endorse the comments provided herein on the new PPS.
- 1.4 It is expected that the proposed new PPS will come into force in the fall 2023. While decisions on planning matters will need to be consistent with the new PPS as of its effective date, Bill 97 would allow for the Minister to make regulations which could address different transition rules.
- 1.5 The release of the proposed new PPS follows a provincially initiated housing-focused policy review of the current PPS and Growth Plan that occurred in the fall 2022 that sought input on how to integrate the two policy documents ([ERO #019-6177](#)).
- 1.6 The current PPS first came into effect in 1997. It has been updated several times. It was updated in 2017 and most recently in 2020. It applies province-wide and provides that land-use planning in Ontario operates on the basis of a policy-led system.
- 1.7 The current Growth Plan first came into effect on June 16, 2006. It was updated in 2017, again in 2019, and once again in 2020.
- 1.8 The Region's new Official Plan ("Envision Durham") which was adopted by Council on May 17, 2023, is based on the directions provided under the existing PPS and Growth Plan as well as other relevant provincial plans and policies. Envision Durham enables the coordination of high-level service and infrastructure investment, and guides decision-making on growth management. Envision Durham is intended to achieve complete communities, prioritize intensification in strategic growth areas, and support a range and mix of housing options. Land needs have been informed by the Growth Plan's population and employment forecasts to 2051, and the land needs analysis was prepared using a standard methodology involving intensification and density targets, and feasibility criteria.

1.9 Report [#2023-INFO-29](#) dated April 21, 2023 provides a detailed summary of Bill 97 and the changes proposed under the proposed new PPS. In brief, all the directive policies of the current Growth Plan, (e.g. forecasts, intensification and density targets) are proposed to be eliminated except for those requiring minimum densities around major transit station areas (MTSAs).

2. Previous Reports

2.1 An overview of Bill 97 – The Helping Homebuyers, Protecting Tenants Act, 2023 and the Proposed Provincial Planning Statement was provided in Report [#2023-INFO-29](#) in April 2023.

2.2 Initial preliminary comments from the Chief Administrative Officer on Bill 23 were presented in Report [#2022-INFO-93](#) in November 2022.

2.3 Implications of Bill 23 on the Region of Durham were presented in Report [#2022-COW-33](#) in December 2022 with FAQs on the impacts of Bill 23 provided to residents through www.durham.ca/Bill23.

2.4 Durham Region's response to the provincial consultation on Proposed Amendments to the Greenbelt Plan, including the removal of lands from the Greenbelt, were presented in Report [#2022-COW-31](#) in December 2022.

2.5 Comments from the Region of Durham on the Report of the Provincial Housing Affordability Task Force were presented in Report [#2022-INFO-12](#) in February 2022.

3. Regional Comments on the Proposed Provincial Planning Statement

3.1 The current PPS and Growth Plan both generally provide policy direction on land use planning matters including:

- a. growth management, intensification, efficient use of land and infrastructure, housing and economic development;
- b. infrastructure planning, including sewage, water, and stormwater; management services, transportation, transit, energy supply and corridor protection;
- c. protection and management of resources, including prime agricultural areas, aggregates, natural heritage, water, and cultural heritage; and
- d. protection of public health and safety, such as mitigating potential risks due to natural and human-made hazards.

3.2 The proposed new PPS can be described as a re-write of a significant amount of provincial policy guiding land use planning particularly for lands the Greater Golden Horseshoe. The intent of the exercise is to combine the existing PPS and the Growth Plan into a single document while introducing a number of foundational policy shifts. The proposed new PPS includes a set of policies that would only apply to 29 municipalities considered to be the largest and fastest growing, with the greatest need for housing. Within Durham Region, Pickering, Ajax, Whitby, Oshawa and Clarington are included in the list of large and fast-growing municipalities.

Indigenous Engagement

3.3 The proposed new PPS would require planning authorities to undertake early engagement with Indigenous communities and coordinate on land use planning matters to facilitate knowledge-sharing, support consideration of Indigenous interests in land use decision-making and support the identification of potential impacts of decisions on the exercise of Aboriginal or treaty rights. The province's Duty to Consult would benefit from regular engagement. The Region has been working diligently to foster good working relationships with the Williams Treaty communities over the past several years. To support ongoing engagement, **it is recommended that the province make stable and predictable funding available to Indigenous communities to facilitate their fulsome participation in the planning process.**

Growth Management

3.4 The current Growth Plan requires municipalities to plan for population and employment forecasts to 2051 and includes density and intensification targets. The proposed repeal of the Growth Plan will remove these forecasts and targets except for density around Major Transit Station Areas (MTSAs). However, the coordination of population and employment forecasts, as well as density and intensification targets to enable service and infrastructure planning is guided by upper tier plans. A provincial role on a standardized methodology is suggested to assist municipalities in developing subsequent official plans along with direction on developing forecasts to a common 25 or 30-year timeframe based on a common methodology provided by the province. A common forecast period shared between jurisdictions will:

- a. enable better infrastructure planning for projects that cross municipal boundaries;
- b. facilitate coordinated and efficient transportation and infrastructure modelling;
and

- c. reduce duplication and delay by not requiring a calibration of forecasts across municipalities back to a common time horizon to inform infrastructure planning.
- 3.5 Although forecasts and targets for MTSAAs would not be affected, within Durham these locations only account for a relatively small share of overall forecasted growth. Planning for transit-oriented communities in all other Strategic Growth Areas (SGAs) could be affected, since approval authorities could no longer require development to be implemented based on densities that optimize the use of transit. **It is recommended that the province require municipalities to develop population and employment forecasts to a common 25 or 30-year time horizon based on a standard methodology provided by the province.**
- 3.6 The proposed new PPS removes the requirement that settlement area boundary expansions only be considered through a municipal comprehensive review, and there would be no limitation or guidance on when landowners could apply for an expansion. A standard methodology for the conduct of settlement area boundary expansions should be maintained to ensure the land use and fiscal impacts from ad hoc urban boundary expansions are properly understood. Additionally, requirements for consideration of settlement area boundary expansions have been softened since the demonstration of land need would no longer have to be undertaken when applying for an expansion.
- 3.7 The fundamental shift being proposed regarding settlement area boundary expansion requests could invite speculation and ad-hoc submissions which could destabilize the agricultural land base. A clearer evaluation approach would reduce the likelihood of lengthy appeals to the OLT where methodology could be at issue. If unneeded expansions are allowed, a further expectation for extending municipal services to these areas is likely to ensue. This approach creates unnecessary challenges to long term servicing and infrastructure planning. **It is recommended that the province continue to require that settlement area boundary expansions be permitted only through municipal comprehensive reviews, informed by a standardized methodology. Within a regional context, the implications of infrastructure and servicing on settlement area boundary expansions collectively, should continue to rest with upper-tier municipalities as the jurisdiction responsible for the infrastructure and servicing, regardless of planning approval responsibility.**

- 3.8 There are various instances where the Greenbelt Plan defers to the Growth Plan and the current PPS. For example, the Growth Plan allows settlement area boundary expansions up to a 5 percent increase in size to a maximum of 10 hectares for urban areas within the Greenbelt Plan area. This 10-hectare cap policy does not form part of the proposed new PPS and, therefore, appears to enable further development in the Greenbelt Plan area. Although the implementation framework provided with the consultation materials on the proposed new PPS appears to indicate that an amendment is being proposed to the Greenbelt Plan to have the policies of the Growth Plan and current PPS related to rural settlement growth (including Urban Areas within the Greenbelt and restrictions on Hamlet expansion) continue to be applied within the Greenbelt Plan area, these materials have not yet been provided. **It is recommended that the province continue to consult on the implementation framework so that municipalities within the Greenbelt Plan area can understand how they will be affected by the proposed policy changes.**
- 3.9 The Growth Plan introduced the concept of Strategic Growth Areas (SGAs), which includes MTSAs, which now form part of the proposed new PPS. The Growth Plan requires the delineation of SGAs and the application of minimum density targets along identified priority transit corridors. Within Durham, eight MTSAs were identified along the Lakeshore East GO line, four surrounding existing GO Stations and four surrounding planned stations. The proposed policies indicate that SGAs are not a land use designation but are still to be delineated at the discretion of the municipality. The proposed 2023 PPS would require the delineation of MTSAs along higher order transit corridors, which includes the Highway-2 Bus Rapid Transit Corridor (BRT) and Regional Centres along the BRT. **It is recommended that the province permit municipalities to designate SGAs in their official plans and clarify if the Highway-2 BRT in Durham would be captured as a higher order transit corridor following repeal of the Growth Plan.**
- 3.10 The 50 percent intensification target under the Growth Plan, requiring municipalities to plan for this target within a prescribed Built Boundary would be removed under the proposed new PPS. The removal is likely to contribute to an increase in urban expansion pressures and could detract from other goals of creating complete communities or efficient use of planned infrastructure and public service facilities. In addition, the ability to measure intensification consistently over time based on consistent benchmarks to inform long term service planning would be removed. **It is recommended that the province continue to support intensification targets and approaches to calculation within municipal official plans.**

Housing

- 3.11 The requirement that planning authorities establish and implement minimum targets for affordable to low- and- moderate income households has been removed in the 2023 PPS. It has been replaced with a requirement to co-ordinate land use planning and planning for housing with Service Managers to address the full range of housing options including housing affordability needs. Although this may align with the 2016 Service Manager Housing and Homelessness Plans Policy Statement, which provides policy direction to reflect a coordinated approach within Ontario's land use planning framework, it is unclear how this is to be achieved from a practical perspective, given pending changes under Bill 23 to remove upper-tier planning approval authority, and the absence of clear direction on affordable housing within the proposed new PPS.
- 3.12 As a Housing Services Manager, the Region's familiarity with local conditions make it well-equipped to inform the development of municipal housing policies and action plans. However, the ability to require the inclusion of any policies pertaining to housing affordability through an upper-tier official plan would be lost. **It is recommended that the province continue to consult with upper-tier municipalities that may no longer have planning approval authority under Bill 23 on how the proposed 2023 PPS can be implemented through their role as a Service Manager to facilitate the coordinated delivery of affordable housing.**
- 3.13 The term "low- and- moderate income households"¹ is proposed to be removed within the 2023 PPS and a definition for affordable housing has not been carried over from the existing Growth Plan or PPS. Although it is a provincial objective to increase housing supply, ostensibly to improve housing affordability, the absence of any definition or clarity on how affordable housing is identified or defined will make it difficult for municipalities to achieve meaningful or commonly understood affordable housing goals. Further, with housing affordability being an issue of ever-growing concern, it is suggested that the province also provide affordable housing targets within the proposed new PPS in consultation with municipalities. **It is recommended that the province provide definitions (e.g. affordable and attainable) and establish clear policy that enables the delivery of affordable housing and include definitions, policies and targets in the proposed new PPS.**

¹ low- and- moderate income households, as defined within the current PPS, means:

- a) in the case of ownership housing, households with incomes in the lowest 60 percent of the income distribution for the *regional market area*; or
- b) in the case of rental housing, households with incomes in the lowest 60 percent of the income distribution for renter households for the *regional market area*.

Agriculture and Rural Lands

- 3.14 The agri-food industry is a key economic driver in the Region. With over 12,000 hectares of Durham in production, agriculture is one of the largest primary goods producing sectors within the region. Rural lot creation is a complex matter where the economic needs of the agricultural community are balanced with the preservation of agricultural land to ensure the viability of the Rural System. In southern Ontario where prime agricultural soils predominate, it is necessary to take steps to protect the agricultural land base by minimizing fragmentation and minimize the introduction of uses that are incompatible with efficient farming practices.
- 3.15 The Growth Plan identifies a Provincial Agricultural System that municipalities are required to implement. The proposed new PPS does not include this requirement, and instead “encourages” municipalities to use an agricultural systems approach. The Region has implemented the Provincial Agricultural System through its recently adopted ROP by completing a combination desktop exercise and on-the-ground assessment of the region’s rural area. This process validated many provincial determinations of additional prime agricultural areas and supported the retention of Major Open Space Areas to provide flexibility for some non-farming uses (Report [#2022-P-16](#)).
- 3.16 The proposed departure from Provincial Agricultural System mapping will result in less protection for prime agricultural areas and would make mapping in municipal official plans and protection of agricultural land in the long term more difficult. **It is recommended that the province uphold agricultural systems planning strengthen language in the proposed new PPS to require municipalities to use an agricultural systems approach.**
- 3.17 The proposed 2023 PPS would introduce a new policy framework allowing residential lot creation on rural lands and prime agricultural areas, including multi-lot residential development on rural lands and up to three new lots within prime agricultural areas. The ability to support the long-term stability and viability of agricultural lands would be eroded, due to increased conflict between sensitive uses and normal farm operations. The maintenance of rural character would also be at risk under this policy framework. **It is recommended that the proposed new PPS should allow the ability for limited lot creation on rural lands, but only if it is locally appropriate while discouraging residential lot creation in prime agricultural areas, aside from those created through surplus farm dwellings.**

Employment Areas

- 3.18 The proposed new PPS would permit the introduction of light industrial, manufacturing, and small-scale warehousing in SGAs, subject to them not having adverse effects near sensitive land uses. It does not address the impacts of having potentially higher volumes of truck traffic to/from and within SGAs. Allowing these employment uses within SGAs increases the potential for more conflicts between goods movement-focused traffic and transit. Introducing these uses outside of employment areas works against the benefits of transit investments and intensification in SGAs. **It is recommended that the province not permit light industrial, manufacturing and small-scale warehousing within SGAs as it would undermine the ability for sensitive uses, particularly residential uses, to locate within SGAs.**
- 3.19 It is recognized that the province views the introduction of housing into employment areas that do not need to be set aside for heavier industrial uses as a mechanism to increase housing supply and create mixed use, complete communities. However, **it is recommended that the province include policy language that will strengthen a municipalities' ability to require mixed use developments in these areas, and not solely residential developments, which could undermine the province's objectives related to complete communities.**

Infrastructure and Public Service Facilities

- 3.20 The proposed new PPS retains policy direction that requires that planning for infrastructure and public service facilities to be coordinated and integrated with land use planning and growth management. The retention of these policies are key to the delivery of growth-related infrastructure. Additional direction has been introduced that requires leveraging the capacity of development proponents when planning for infrastructure and public service facilities. It is unclear what the term "leverage the capacity of development proponents" means. The Region ensures a sustainable network of transportation, water and wastewater infrastructure, and public service facilities such as paramedic and police stations. These are provided in the appropriate locations and in an efficient and cost-effective manner to achieve Council's goal through the ROP of supporting orderly, sequential and phased development in Durham. There is inherent risk to introducing proponent-led projects to this process. **It is recommended that the province clarify the general intent of this proposed policy as it may be interpreted to mean that municipalities will be compelled to enter into agreements with proponents for the provision of infrastructure and public service facilities.**

Natural Heritage, Climate Change and Natural and Human-Made Hazards

- 3.21 According to the posted materials, natural heritage policies have not been included within the proposed new PPS as they are still under consideration by the province. Further, once proposed policies and definitions are ready for review and input, they will be made available through a separate posting on the ERO. It is concerning that natural heritage policies have been left out of the proposed new PPS because they are fundamentally linked to all other policy areas. Without them, the full impact of the proposed policy changes is unknown. **It is recommended that the province release proposed natural heritage policies and definitions as soon as possible and in turn allow stakeholders time to comment on the proposed new PPS holistically.**
- 3.22 Policies requiring municipalities to plan for climate change remain in the proposed 2023 PPS. However, language has been softened from “planning authorities shall” to “planning authorities shall plan to” address the impacts of a changing climate. Additionally, the proposed 2023 PPS is less prescriptive in how planning authorities can implement this direction. Reducing the importance of intensification to achieve complete communities, being more permissive related to settlement area boundary expansions, and providing less climate change specific direction for planning authorities, does not support the goals of achieving greenhouse gas emission reductions and preparing for the impacts of a changing climate.
- 3.23 In January 2020 Durham Regional Council declared a climate emergency that recognizes environmental sustainability and climate change as strategic priorities in Durham Region’s Strategic Plan and as a factor in the decisions of Regional Council. The Region is implementing programs to build more resilient infrastructure, communities and natural systems and reduce greenhouse gas emissions. The Region’s brand new Official Plan adopted May 17, 2023 includes policies to support these goals, but without directive policies within the proposed new PPS, they may be challenging to defend. **It is recommended that the province develop policy approaches to intensification and settlement area boundary expansions within the context of a changing climate.**
- 3.24 Proposed policies within the 2023 PPS related to natural hazards are consistent with those in the current PPS. The Region is supportive of this approach and will continue to work closely with our partner conservation authorities to direct development away from natural hazard lands. **It is recommended that the province include a policy framework for natural hazards within the final 2023 PPS to support municipalities in ensuring public health and safety, protecting property, and avoiding the creation of new or aggravation of existing natural hazards.**

3.25 The current PPS requires planning authorities to support, where feasible, on-site and local reuse of excess soil through planning and development approvals, while protecting human health and the environment. This policy direction has not been carried over into the proposed new PPS. **It is recommended that the province retain policy direction for on-site and local reuse of excess soil and provide planning authorities with guidance on how to accommodate expected increases in excess soil generated as residential development accelerates.**

4. Regional Comments on Bill 97 – the Helping Homebuyers, Protecting Tenants Act, 2023

4.1 Comments from the Commissioner of Planning and Economic Development dated May 5, 2023, are provided within Attachment 1 to this report. **It is recommended that these comments be endorsed as the Region’s comments on Bill 97.**

5. Other Comments

5.1 Bill 23 made changes to the Planning Act that, upon proclamation, would remove statutory approval authority under the Planning Act for the Region of Durham, along with six other upper-tier municipalities. The proposed approach to implementing the proposed new PPS indicates that this change will not take effect until “winter 2024 at the earliest”. The lack of certainty associated with this timeline is a challenge. **It is recommended that the province provide more definitive information about how and when legislation changes not yet proclaimed under Bill 23 are to be expected.**

5.2 The Region has submitted the new ROP that was adopted by Council on May 17, 2023, to the Minister of Municipal Affairs and Housing for approval. **It is recommended that the Minister approve the Region’s new ROP prior to bringing the proposed new PPS into effect, or alternatively, include specific mention within any transition provision regulations that the current PPS and Growth Plan continue to apply to Durham’s new ROP until such time that area municipal official plans are adopted.**

6. Relationship to Strategic Plan

6.1 This report aligns with/addresses the following strategic goals and priorities in the Durham Region Strategic Plan:

- a. Objective 1.3, protect, preserve and restore the natural environment, including greenspaces, waterways, parks, trails and farmland;
- b. Objective 1.4, demonstrate leadership in sustainability and addressing climate change;

- c. Objective 2.1, revitalize existing neighbourhoods and build complete communities that are walkable, well-connected, and have a mix of attainable housing;
- d. Objective 3.5, provide a supportive environment for agriculture and agri-food industries; and
- e. Objective 4.1, revitalize community housing and improve housing choice, affordability and sustainability.

7. Conclusion

- 7.1 The province has released a suite of legislative and policy proposals through Bill 97 and the proposed new PPS that reflect a fundamental change to the Ontario planning framework. The underlying intent to get more homes built is understood, but questions remain as to whether these changes will result in better planning outcomes or make housing more affordable.
- 7.2 While efforts to streamline the current PPS and the Growth Plan, introduced through these proposals, are appreciated, staff have concerns surrounding how fundamentally growth planning, in particular is proposed to change. Key concerns include:
- a. removal of population and employment forecasts;
 - b. relaxed requirements for settlement area boundary expansions;
 - c. increased permissions for rural residential development;
 - d. changing policy framework for employment areas; and
 - e. absence of natural heritage policies and definitions.
- 7.3 It is recommended that this report and its recommendations be endorsed and submitted to the Ministry of Municipal Affairs and Housing as Durham Region's formal response to the proposals.
- 7.4 Regional staff will keep Committee and Council apprised when Bill 97 receives Royal Assent and the 2023 PPS is finalized, and what changes are made.
- 7.5 This report has been prepared in consultation with the Regional Works Department, Corporate Services – Legal Services, Social Services – Housing Services, Durham Region Transit, and the CAO's Office.

8. Attachments

Attachment #1: Letter to the Ministry of Municipal Affairs and Housing – Durham Region Staff Comments on Environmental Registry of Ontario Postings #019-6821 and #019-6822, Proposed Bill 97 – the Helping Homebuyers, Protecting Tenants Act, 2023.

Respectfully submitted,

Original signed by

Brian Bridgeman, MCIP, RPP, PLE
Commissioner of Planning and
Economic Development

Recommended for Presentation to Committee

Original signed by

Elaine C. Baxter-Trahair
Chief Administrative Officer



May 5, 2023

**The Regional Municipality
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**Brian Bridgeman, MCIP,
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Commissioner of Planning and
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The Honourable Steve Clark
Ministry of Municipal Affairs and Housing
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Dear Minister Clark:

**RE: Region of Durham Staff Response to Environmental
Registry of Ontario Postings #019-6821 and #019-6822
related to proposed Bill 97 – the Helping Homebuyers,
Protecting Tenants Act, 2023**

On April 6, 2023, the Helping Homebuyers, Protecting Tenants Act, 2023 (Bill 97) was released for comment on the Environmental Registry of Ontario (Postings #019-6821 and #019-6822). At the date of sending this letter, the Bill reached Second Reading (April 20, 2023). Bill 97 would make changes to the following pieces of legislation:

- Building Code Act, 1992
- City of Toronto Act, 2006
- Development Charges Act, 1997
- Ministry of Municipal Affairs and Housing Act
- Municipal Act
- Planning Act
- Residential Tenancies Act, 2006

The key changes proposed by this legislation include:

- various amendments to support the implementation of the More Homes Built Faster Act, 2022 (Bill 23);

- new fee refund provisions;
- new regulation-making authority for site plan control for 10 or less residential units;
- changes to rules surrounding appeals of interim control bylaws;
- new authority for Minister's Zoning Orders (MZOs);
- ministerial authority to require development agreements;
- changes to support the review of provincial policies and regulation-making authority for a new provincial policy document; and
- changes to employment area protections.

The comment period for this legislation closes prior to our next Council meeting. Please accept the following staff comments, which will be presented to the Regional Planning and Economic Development Committee at its June 6, 2023 meeting.

- 1) Bill 97 proposes changes pertaining to the conversions of residential rental properties and site plan control. These changes are applicable to the City of Toronto and local municipalities only. Regional staff have no comment.
- 2) Bill 97 proposes that the Minister of Municipal Affairs and Housing be provided the authority to exempt lands that are the subject of MZOs from complying with provincial policies and official plans, when other planning approvals are applied for, such as plans of subdivision. It is our understanding that this would give the Minister the ability to address circumstances where an MZO permits residential uses in an area where the official plan does not.

The Region previously provided recommendations to the province that, if implemented, would provide greater clarity as to how and when the MZO tool would be used (Report [#2020-P-30](#)).

With the increasing frequency of MZO requests, the Bill 97 proposal introduces further uncertainty related to ensuring future land use decisions made by way of an MZO represent good planning and in the public interest. It is recommended that the province not proceed with proposed expansions to Ministerial authority for MZOs and clarify what safeguards are in place to ensure that the aforementioned principles continue to be protected.

- 3) Bill 23 introduced exclusions to site plan control for developments consisting of less than 10 residential units. It is proposed through Bill 97 that site plan control may still be applied where these developments are proposed within 120 metres of a shoreline or 300 metres of a railway line. These measures will allow the approval authorities to include measures within a site plan agreement pertaining to noise and vibration from rail facilities, or flood risks in proximity to shorelines.

Although Regional staff are supportive of expanding the conditions under which site plan control may be applied, there are other factors that should be included. For example, in the case of small developments less than 10 units along existing arterial roads, a right-of-way widening may be required in favour of the municipality having jurisdiction (and in the case of higher order arterials, the upper-tier municipality, or where a development fronts a provincial highway, the Ministry of Transportation). Developments along arterial roads may also be susceptible to road noise, and requirements for mitigation of noise to achieve Ministry of Environment noise criteria are normally implemented through site plan agreements. It is recommended that the province either expand the criteria as noted above or continue to leave the application of site plan control to the discretion of the area municipalities. Other opportunities, including green infrastructure or low impact development approaches may also be provided in consultation with municipalities.

- 4) In April 2022, under Bill 109 – the More Homes for Everyone Act, 2022 a requirement was introduced that, as of January 1, 2023, municipalities were required to refund application fees if they failed to meet statutory deadlines for decisions on zoning bylaw amendments or site plan applications. The Region previously recommended that the province not proceed with the requirement to refund planning application fees (Report [#2022-P-9](#)). Bill 97 proposes to delay the commencement of these refund provisions to July 1, 2023.

Although Regional staff generally support a six-month extension to these provisions, staff recommend that the province reconsider this requirement entirely. The notion of the refund imposed through Bill 109 can lead to other unintended consequences, including adding to a backlog of cases at the Ontario Land

Tribunal (OLT), extending timelines through litigation, forcing decisions on applications without the benefit of considering the best information, adversely affecting the ability to negotiate better outcomes, and potentially undermining good working relationships between applicants and stakeholders.

- 5) Bill 97 would narrow the scope of “areas of employment” under the Planning Act to mean lands designated in an official plan for clusters of business and economic uses including (but not limited to) manufacturing uses, warehousing uses, but excluding institutional uses and commercial uses (which includes retail and office uses not associated with primary industrial uses). Although the Bill would allow lands within areas of employment that are used for other purposes to continue, there are instances where larger scale institutional uses are appropriate within Employment Areas. For example, college campuses (e.g., [Durham College - Whitby Campus](#)) and hospitals are land extensive and high employment generators. Other types of land extensive land uses may also be appropriate.

Regional staff are not supportive of this approach. It is recommended that the province continue to consult with the affected municipalities to arrive at a policy suite for areas of employment that better reflects the range of uses attributed to these areas. Further, it is recommended that transition provision regulations indicate that privately initiated employment area conversions not be permitted until such time as municipalities, in consultation with the province, are able to identify and assess how these core employment areas are to be protected.

- 6) Bill 97 proposes to make changes to section 38 of the Planning Act pertaining to ability to appeal the passing of an interim control by-law enacted by a local municipality. The Region was previously not able to appeal such a by-law due to the prior enactment of Bill 139, resulting in the delay of a needed supportive housing project. Although Bill 23 would, upon proclamation of Planning Act related provisions, restrict the ability of Durham to appeal such a decision, the removal of the appeal restrictions in Bill 23 for upper-tier municipalities together with the changes proposed through Bill 97 could help remove barriers to the delivery of Regional housing projects or facilities.

- 7) Amendments to the Municipal Act grant the Minister authority to make regulations governing certain powers of a local municipality, including regulations that would impose restrictions, limits and conditions on the power of a local municipality to prohibit and regulate the demolition and conversion of residential rental properties. The province should limit the scope of this authority to developments where there is a net benefit to the community including impacts to housing affordability and additional needs housing.

Thank you for the opportunity to provide input into Bill 97. Following the June 28, 2023 Regional Council meeting, staff will advise of any changes to the above noted comments.

Staff comments on the related proposed Provincial Planning Statement will be provided prior to the June 5, 2023 commenting deadline.

Sincerely,

Brian Bridgeman

Brian Bridgeman, MCIP, RPP, PLE
Commissioner of Planning and Economic Development