



**Report**  
**Staff Report**  
The Corporation of the City of Brampton  
**5/31/2023**

**Date:** 2023-05-19

**Subject:** **Recommendation Report for City Comments on the Proposed Provincial Planning Statement, 2023**

**Secondary Title:** Proposed amendments, through Bill 97, by the Ontario Government to integrate the Provincial Policy Statement, 2020 and A Place To Grow: The Growth Plan for the Greater Golden Horseshoe into a new Provincial Planning Statement

**Contact:** **Jessica Yadav, Assistant Policy Planner, Integrated City Planning**  
**Henrik Zbogar, Director, Integrated City Planning**

**Report Number:** Planning, Bld & Growth Mgt-2023-433

**Recommendations:**

1. That the report from Jessica Yadav, Assistant Policy Planner, Integrated City Planning, to the Committee of Council Meeting of May 31, 2023 re: Recommendation Report for City Comments on the Proposed Provincial Planning Statement, 2023, be received;
2. That the City's comments and proposed recommendations to the Province contained and appended to the report be endorsed; and
3. That the City Clerk forward this report to the Ministry of Municipal Affairs and Housing; Ministry of Health and Long-Term Care; Brampton's Members' of Provincial Parliament; the Association for Municipalities of Ontario; and the Region of Peel.

**Overview:**

- **On April 6, 2023 the provincial government introduced Bill 97, the *Helping Homebuyers, Protecting Tenants Act, 2023*. Bill 97 builds on Bill 23, the *More Homes Built Faster Act, 2022*, and is the next stage in the Province's Housing Supply Action Plan.**
- **Bill 97 proposes significant changes to the provincial planning framework and land use approvals system, as well as increased support for renters in Ontario.**

- The provincial government is currently soliciting comments on the proposed legislative changes through 9 postings which the City will be commenting on through the Environmental Registry of Ontario (ERO) and Ontario’s Regulatory Registry (ORR), prior to their commenting deadlines of May 6, May 21, and June 5, 2023.
- This report focuses on the posting with a commenting deadline of June 5, 2023 which proposes to integrate the Provincial Policy Statement, 2020 (PPS 2020) and A Place To Grow: Growth Plan for the Greater Golden Horseshoe (Growth Plan) into a new Provincial Planning Statement (PPS 2023).
- Key proposed changes to the PPS 2020 and the Growth Plan include:
  - Amendments to growth targets and forecasting requirements;
  - Delineated built-up and designated greenfield areas,
  - Municipal comprehensive reviews, including employment conversions and settlement area expansion requirements,
  - Reduced direction and policies on responding to climate change,
  - Employment areas definition changes corresponding to the *Planning Act* definition updates, and
  - Removal of Provincially Significant Employment Zones.

### **Background:**

On April 6, 2023, the provincial government introduced Bill 97 (hereinafter referred to as “the Bill”), the *Helping Homebuyers, Protecting Tenants Act, 2023* which proposes significant changes to the provincial planning framework and land use approvals system and increased support for renters in Ontario. Bill 97 builds on Bill 23, the *More Homes Built Faster Act, 2022*, and is the next stage of the Province’s Housing Supply Action Plan to meet their goal of facilitating the construction of 1.5 million new homes by 2031.

The Province of Ontario is currently soliciting comments on the proposed legislative changes through 9 postings which the City will be commenting on, through the Environmental Registry of Ontario and Ontario’s Regulatory Registry, with commenting deadlines of May 6, 2023, May 21, 2023, and June 5, 2023 (Appendix 1). Two prior reports have been presented to Council for ERO/ORR postings with commenting deadlines of [May 6, 2023](#) and [May 21, 2023](#). The changes addressed through the prior reports include amendments to the *Planning Act*; *Ministry of Municipal Affairs and Housing Act*; *City of Toronto Act, 2006*; *Residential Tenancies Act, 2006*; *Development Charges Act, 1997*; *Municipal Act, 2001*; and *Building Code Act, 1992*.

## Current Situation:

This report focuses on the following ERO posting with commenting deadline on June 5<sup>th</sup>, 2023:

- Review of proposed policies adapted from A Place to Grow and Provincial Policy Statement to form a new provincial planning policy instrument.

As the Provincial Policy Statement 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe provide the minimum policy standards that planning in Brampton must be held to, these policy changes have a direct impact on the creation of complete communities across the city. These proposed changes and consolidation of these two planning documents into one represents a significant shift in the policy framework that guides major planning decisions.

Outlined below is a summary of the most significant proposed changes, implications to the City and City comments. Brampton's detailed comments and recommendations are included in Appendix 2, Bill 97 Posting Response Letter.

<b>Proposed Change</b>	<b>Implications to the City</b>	<b>City Comment</b>
<b>Municipal Comprehensive Review (MCR)</b>  The concept of MCRs has not been carried forward from the Growth Plan.	Comprehensive Reviews provide a clear process for an official plan review or amendment to evaluate long-term growth projections, consider how to best accommodate this growth in the city, plan for the relevant services and infrastructure needed to accommodate growth, and evaluate cross-jurisdictional issues to ensure complete communities across regions.	<b><i>The City recommends the maintenance of the comprehensive review process, ensuring that projections are effectively evaluated with proper assessment of the existing land budget, prioritization of compact development through infill and intensification, efficient and effective infrastructure planning, as well as the coordination of delivery of public services and facilities.</i></b>
<b>Growth Management</b>  Municipalities will no longer be required to plan to specific population and employment targets for a horizon year.	The City will need to develop its own approach to forecasting for growth, as it moves beyond the 2051 planning horizon. Council will need to endorse a forecasting methodology to align with	<b><i>The City is concerned regarding the inconsistencies between municipalities that will result across the Province if growth</i></b>

<p>Municipalities will be expected to continue to use the 2051 targets at a minimum. Over time, municipalities will be expected to carry out their own forecasting.</p>	<p>best practices to accommodate long-range population, household and employment growth for Brampton, and to ensure effective coordination with servicing.</p>	<p><i>forecasts are not tracked by the Province.</i></p> <p><i>Coordination of both hard and soft infrastructure is critical; however, it is not clear how this will be delivered with the removal of growth forecasts and the proposed changes to Peel Region. <b>The City seeks further information</b> on the Province’s intent to coordinate growth and infrastructure planning in the future.</i></p>
<p><b>Settlement Area Expansions</b></p> <p>Municipalities will have the ability to consider settlement area expansions at any time outside of MCRs. The tests to be applied for expansions are not as stringent as they were, and there is no limitation on the ability of landowners from applying for an expansion, although the Planning Act continues to limit the ability to appeal the refusals of any such applications.</p>	<p>Depending on the outcomes of the dissolution of the Region of Peel and impacts to servicing, settlement area boundary expansion of other neighboring municipalities could impact the cost Brampton residents have to bear. This is a major consideration as each municipality would have control over their expansion rather than being required to go through the formal MCR process.</p>	<p><b><i>The City recommends</i></b> maintaining the existing policies regarding the timing of settlement area expansions to be limited to MCRs in order to comprehensively evaluate the overall impacts of expansion, future growth, and intensification to long-range planning exercises.</p>
<p><b>Large and Fast-Growing Municipalities (LFMs)</b></p> <p>This is a new term in the PPS 2023, defined through a list of municipalities that qualify, including the City of Brampton. The list includes the same municipalities required to</p>	<p>The Growth Plan contained specific intensification targets which required municipalities to plan for a certain amount of growth within the delineated built-up area. The PPS 2023 supports intensification generally, but with no specific targets to be met, encouraging Brampton</p>	<p><b><i>The City recommends</i></b> that the Growth Plan policies provide clear targets for growth be required rather than encouraged in the proposed PPS 2023 to ensure compact, complete and sustainable</p>

<p>commit to a Municipal Housing Pledge</p> <p>LFMs will be required to identify Strategic Growth Areas in their official plans and are encouraged to establish a density target of 50 residents and jobs per gross hectare for new or expanded settlement areas.</p>	<p>to meet the 50 residents and jobs per hectare density target rather than a requirement to meet this target.</p>	<p><i>communities across Brampton and Ontario.</i></p>
<p><b>Housing</b></p> <p>The definition of “Housing Options” has been modified from the PPS 2020 definition and has removed “affordable housing” from the definition.</p> <p>Policies in the current PPS which direct planning authorities to accommodate an appropriate affordable and market-based range and mix of housing types, establish and implement minimum targets for the provision of housing that is affordable to low- and moderate-income households, and to align plans with housing and homelessness plans, have not been carried forward in the PPS 2023.</p>	<p>Affordable housing is a critical housing option that Brampton needs in order to ensure a full mix and range of housing options in the city. The definitions that have been removed provide all municipalities clarity on key income groups requiring affordable housing, based on household income. It sets the foundation of many of the programs the City develops to target affordable housing need, based on the true affordability for the resident, rather than what the market can bear.</p> <p>Furthermore, the removal of the requirement to establish targets for affordable ownership housing and rental housing will impact the City, as these targets help to identify key intentions to deliver a full mix and range of housing options based on resident needs, providing key performance indicators for the development industry in supporting the delivery of “a full mix and range of housing options”.</p>	<p><b><i>The City supports carrying over all housing policies and definitions from the PPS 2020 and Growth Plan as they relate to the provision of affordable housing and achieving greater depths of affordability, ensuring that affordability remains tied to resident incomes rather than market factors.</i></b></p>

<p><b>Employment Policies</b></p> <p>Municipalities can consider (and landowners can apply for) the removal of land from employment areas. The tests to be met include that there is a need for the removal, and the land is not required for employment uses over the long term.</p> <p>Provincially Significant Employment Zones will no longer exist with the repeal of the Growth Plan.</p>	<p>In the absence of land budgets and targets to be met with the proposed repeal of the Growth Plan, employment conversions will not be evaluated holistically through a MCR but will be evaluated on a case-by-case basis, as requests come in. This places a risk to Brampton’s integral employment lands, as long-term uses and impact to the integrity of the employment land base is difficult to evaluate on a one-off basis and outside a comprehensive review of planning for long-term growth. The <i>Planning Act</i> continues to limit the ability to appeal refusals or non-decisions of such applications, however Bill 97 proposes to change the definition of employment areas in both the <i>Planning Act</i> and the new PPS. The focus is on uses that cannot locate in mixed use areas, such as heavy industry, manufacturing and large-scale warehousing.</p>	<p><b><i>The City recommends maintaining the current conversion requirements, limiting conversion or removal of employment lands to a MCR.</i></b></p> <p><b><i>Furthermore, the City requests the maintenance of Provincially Significant Employment Zones to protect critical employment lands in the city.</i></b></p>
<p><b>Urban Growth Centers</b></p> <p>The PPS 2023 carries forward UGCs from the Growth Plan. However, density targets and policies directing growth to UGCs are not included.</p> <p>Municipalities can reduce in size or change the location of UGCs identified in an in-effect official plan through a new official plan or official plan amendment.</p>	<p>The City recognizes the guidance provided to reduce the size or change the location of UGCs, however, the City requests clarification on the ability to expand the size of the UGC.</p>	<p><b><i>The City requests clarification be provided on the ability to expand UGCs and recommends Growth Plan density targets for UGCs remain.</i></b></p>

<p><b>Climate Change</b></p> <p>General policies requiring municipalities to plan for climate change are significantly reduced.</p>	<p>The Growth Plan places sustainability and addressing climate change as a key principle throughout its policy framework for guiding growth and development, which must be reflected in the PPS 2023. Although the City recognizes the Province’s efforts to streamline climate change policies by creating a separate section for them, the City notes that, in doing so, key policies have been weakened or removed and opportunities to strengthen policy have not been addressed.</p>	<p><b><i>The City recommends integrating climate change policies through the PPS 2023 that reflect the directions found in the PPS 2020 and Growth Plan, ensuring sustainable development patterns, require alternative and renewable energy systems are implemented, work to improve air quality and reduce greenhouse gas emissions, while ensuring climate risks, vulnerabilities and opportunities for adaptation are assessed and implemented through local official plans.</i></b></p>
<p><b>Agricultural Lot Severances</b></p> <p>Additional residences will be permitted on farm properties – up to two additional residences on one parcel and up to three additional residential parcels.</p>	<p>Permitting additional residences and severances for non-farm rural residential units will impact normal farm practices and result in scattered lot creation, erosion of the agricultural land base, and land use conflicts. This type of residential growth should be directed to settlement areas.</p>	<p><b><i>The City recommends removing proposed policies that permit two separate subordinate residential dwellings and up to three new residential severances per agricultural parcel in prime agricultural areas.</i></b></p>
<p><b>Natural Heritage</b></p> <p>The proposed approach to Natural Heritage policies has not been finalized and will be released at an unknown later date by the Province.</p>	<p>Although natural heritage-related policies have not yet been released by the Province, a significant number of definitions related to the natural heritage system in the PPS 2023 have been removed, Until the City can evaluate the proposed Natural Heritage System</p>	<p><b><i>The City recommends maintaining all current natural heritage-related policies and definitions until the proposed policies are released in order for the City to comprehensively comment on the proposed Natural</i></b></p>

	policies, potential changes to the Greenbelt Plan and mapping provided by the Province, no Natural Heritage definitions should be removed.	<i>Heritage policy approach identified by the Province.</i>
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Loss of Key Direction from the Growth Plan:

The removal of the Growth Plan will result in a significant loss of foundational direction for managing growth for how growth will be managed throughout the Greater Golden Horseshoe as one of the fastest growing regions in North America, reducing the vision for this geographic area in supporting a sufficient housing supply, strong economy, an integrated transportation network, and a healthy natural environment, while responding to the impacts and planning for a changing climate. The Growth Plan builds on the overall policy direction in the PPS 2020, providing more specific guidance and direction to municipalities to manage growth efficiently, effectively, safely and sustainably.

The Growth Plan is read in conjunction with other provincial plans, specifically the Greenbelt Plan in the Brampton context, providing detailed requirements that guides planning decision-making in the city in support of Brampton’s urban future. The Growth Plan seeks to reconcile how planning for complete communities can occur across the area, providing a forecast and land needs assessment methodology to determine how to accommodate growth and effectively plan for it in a coordinated manner. It also ensures the appropriate hard and soft infrastructure, modal share for transit, and active transportation while minimizing land consumption through compact built form through both intensification and greenfield development.

The Growth Plan provides direction that aligns with the compact, sustainable and vibrant urban future for Brampton set forth through the 2040 Vision and draft Official Plan – Brampton Plan. The City supports additional policies from the Growth Plan be integrated into the proposed PPS 2023 to enshrine this direction from the province through policy to facilitate sustainable and efficient growth through intensification.

Impacts to the Official Plan Review (Brampton Plan) based on the Proposed Approach to Implementation of the proposed Provincial Planning Statement:

A key impact of Bill 97 and the proposed changes through the Provincial Planning Statement relate to Brampton Plan - the City’s draft Official Plan. Brampton Plan sets the direction to guide growth and development to 2051, consistent with the PPS 2020 and conforming to the Growth Plan, Greenbelt Plan and Region of Peel Official Plan.

The Proposed Approach to Implementation of the proposed Provincial Planning Statement (herein referred to as the “Implementation document”) provides information



on transition to implement the new policy document that, if approved, would have significant impacts to draft Brampton Plan.

Staff last reported on [timelines related to Brampton Plan in January 2023](#), highlighting the impacts to timelines brought about by Bill 23 and wanted to highlight further impacts and clarifications provided through Bill 97.

Proposed Change	Implications to the City	City Comment
<p><b>Effective Date and Transition:</b></p> <p>Targeted for Fall 2023 and any decision on a planning matter made on or after the effective date of the new policy document is subject to the new policies.</p>	<p>This leaves limited time to respond to the proposed Natural Heritage policies (currently not outlined in the proposed PPS 2023) and to address policy updates in draft Brampton Plan. Significant time will be allocated in Fall to understand the full impacts of the final PPS policies.</p> <p>A further housekeeping amendment may be required after adoption of Brampton Plan (November 2023) to be consistent with the final PPS 2023, as a result of the limited time between the effective date, transition and timing for Official Plan Updates.</p>	<p><i>This timeframe leaves the City with limited capacity to quickly adapt to the final change in policies and integrate them into the final draft Brampton Plan ahead of Council adoption.</i></p> <p><b>The City requests additional time be provided to implement the new, in-effect PPS, with further transition time provided.</b></p>
<p><b>Timing for Official Plan Updates:</b></p> <p>The Planning Act requires official plans to be revised every five years (or ten years after a new official plan). It is the intent that official plans be updated to implement these new policies at the time of the ordinary review cycle.</p>	<p>In order to meet Planning Act timelines of amending Brampton’s Official Plan one year from the day the Region of Peel Official Plan comes into effect, this places a deadline of conforming to the Region of Peel Official Plan by November 2023 by bringing the draft Plan forward for Council adoption.</p> <p>This timeline, in addition to further PPS changes (Natural Heritage policies) and proclamation of other elements of Bill 23 places significant pressure on the</p>	<p><i>The City recognizes that this places a significant burden to meet these timelines, while ensuring consistency with the new PPS 2023.</i></p> <p><b>The City requests additional time and clarification on transition to make Brampton Plan consistent with the new PPS 2023 that comes from a Fall 2023 release of the final PPS 2023 and the requirement to meet the ordinary review cycle timelines of completing</b></p>

	City to meet legislated timelines for Brampton Plan.	<i>Brampton Plan by November 2023.</i>
<p><b>Official Plan Updates related to the definition of “Area of Employment”:</b> Transition of new definition of “area of employment” for Official Plans, as outlined through past reporting on Bill 97. Time-sensitive official plan updates will need to align with the new definition, with site specific permissions for employment areas that are maintained and do not align with the new definition.</p>	<p>As per the comments provided through Bill 97 comments, the maintenance of protections for office uses are critical. Full protections across the city’s existing employment lands are integral for the long-term economic health of the city.</p> <p>An update through Brampton Plan will be required to protect employment areas and align with the direction set in the implementation document to authorize site-specific permissions of existing uses that do not align with this new definition. To conduct an update ahead of this would not be possible.</p>	<p><b><i>The City requests additional protections be provided to all employment areas, including office and commercial uses located in or near employment areas.</i></b></p> <p><i>The City will need additional time for Brampton Plan to ensure the relevant protections for all existing employment areas are sufficiently protected.</i></p>
<p><b>Continued Implementation of 2051 Forecasts (at a minimum):</b> Expectation that municipalities would continue to use the 2051 forecasts provided by the province (at a minimum) or a higher forecast as determined by the municipality</p>	<p>The City currently conforms to the forecast set by the Region of Peel Official Plan, developed in accordance with the Growth Plan Forecast and Land Needs Assessment Methodology. This forecasts a population of 985,000 in Brampton by 2051.</p> <p>The City conducted its own analysis considering other growth scenarios based on current trends and a preferred growth scenario, leading to a population of 1,108,000 by 2051. The City can contemplate higher growth scenarios based on this new direction.</p>	<p><b><i>The City supports maintaining the Region of Peel Official Plan growth forecasts as a minimum, with the potential to contemplate additional growth scenarios through Brampton Plan.</i></b></p>

<p><b>Timing for Changes to Upper-tier Planning Responsibilities:</b> Proclamation of loss of upper-tier planning responsibilities in Winter 2024</p>	<p>The City maintains that further information on the full changes to upper-tier responsibilities be explained. This information is essential to understand how to integrate Region of Peel Official Plan (RPOP) policies into Brampton Plan.</p> <p>This may lead to a further amendment to Brampton Plan to address gaps in Brampton Plan from the loss of upper-tier planning responsibilities and the RPOP becoming an in-effect Official Plan of Brampton after adoption of Brampton Plan.</p>	<p><b>The City requests additional information on transition in order to address the changes through policies in Brampton Plan.</b></p>
<p><b>Go-Forward Approach to Provincially Significant Employment Zones (PSEZs):</b> Provincial feedback on the need to identify select PSEZs or portions of PSEZ</p>	<p>The loss of PSEZs poses significant risk of loss of employment protections for the City, which are integral for the provincial, regional and local economic health and well-being of the area.</p> <p>The City supports participating in providing additional feedback to the Province in support of maintaining the PSEZs in Brampton.</p>	<p><b>The City requests the province maintain the PSEZ within the City of Brampton, as this represents a significant economic hub due to its proximity to the Lester B. Pearson Airport, access to a number of provincial highways, and connections to the surrounding region.</b></p>
<p><b>Approach to maintain existing Greenbelt policies:</b> An amendment is proposed to the Greenbelt Plan in light of the revocation of A Place to Grow and the introduction of the new PPS, 2023.</p>	<p>The information provided in the implementation document is quite high-level and the City requires further information and the release of the Natural Heritage policies of the proposed PPS 2023.</p>	<p><b>The City requests the maintenance of all relevant Growth Plan policies to ensure that no major changes to the Greenbelt Plan are required and to help manage growth and natural heritage protections across the Greater Golden Horseshoe.</b></p>

## **Corporate Implications:**

### Financial Implications:

There are no direct financial implications from this report. However, additional staff and consultant time will need to be allocated to align to the new directions from Bill 23 and Bill 97 to ensure Brampton Plan is consistent with new provincial direction by the November 2023 *Planning Act* timeline.

### Other Implications:

Staff request further clarification from the Province on many of the proposed amendments in order to fully assess the impact that these changes will have on the city. Staff also request the Province provide additional time for municipalities to fully understand the unintended implications of the proposed amendments prior to final approval of the proposed Provincial Planning Statement, 2023.

## **Term of Council Priorities:**

Bill 97 will have impacts upon numerous 2018-2022 Term of Council Priorities, including but not limited to the following:

- Brampton is a City of Opportunities – impacts to employment opportunities
- Brampton is a Mosaic – impacts to Indigenous engagement
- Brampton is a Green City – impacts to climate change and green development policies
- Brampton is a Well-Run City – impacts to the City's processes

## **Conclusion:**

The City of Brampton supports the provincial effort to create more housing. As an ongoing partner in supporting the delivery of a full mix and range of housing options, the City continues to implement recommendations from "Housing Brampton" - Brampton's first housing strategy, including the provision of affordable housing and rental housing, as well as other projects to improve the City's effectiveness through the end-to-end development review process.

The City recognizes the Province's efforts to streamline provincial policy documents and reduce duplication by integrating elements of the Growth Plan into the proposed Provincial Planning Statement. However, the City recognizes the significant impact of the loss of the Growth Plan and recommends through this report that additional policies and planning frameworks be integrated into the proposed Provincial Planning Statement, 2023.

The City is committed to working with the Province to overcome challenges and work towards their ambitious goal of delivering more housing, while ensuring the creation of complete communities across Brampton. This ensures sustainable growth and development, the efficient use of services, integrating multi-modal transportation options and prioritizing public transit investment, planning and protecting for key employment across the city, while ensuring the full mix of community amenities, parks, open spaces and cultural heritage is preserved, maintained and expanded with this new housing growth.

Given the potential economic, social, and environmental impacts, it is recommended that the Province continue further dialogue with municipal partners like the City of Brampton prior to final approval of the proposed legislative changes. This will result in a more balanced and strategic plan aligned with provincial and municipal outcomes. As identified through this report, additional time is required to meet the new requirements through the proposed Provincial Planning Statement, 2023.

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**Attachments:**

- Appendix 1 – Bill 97 – Postings for Comment
- Appendix 2 – Bill 97 – Posting Response Letter