

STAFF REPORT:

Planning and Building Services Department



REPORT TO: Planning & Building Committee
MEETING DATE: June 7, 2010
REPORT NO.: PL.10.47
SUBJECT: Provincial Policy Statement Review, 2005 (PPS) Review
PREPARED BY: Cindy Welsh, MCIP, RPP
Senior Policy Planner

A. Recommendations

THAT Council does hereby receive Planning Staff Report PL.10.47, Provincial Policy Statement, 2005 (PPS) Review; and

THAT Staff bring forward a final report incorporating comments from the Planning and Building Committee and Council at the August 9, 2010, Council meeting.

B. Background

The Province is conducting a review of the *Provincial Policy Statement, 2005 (PPS)*, to determine if any revisions are needed. The PPS sets out the Ontario government's policy direction for land use planning and development and supports the provincial goals of strong, liveable and healthy communities. The PPS is issued under Section 3 of the *Planning Act* and came into effect on March 1, 2005. The PPS provides policy direction on matters of provincial interest and is the basis of the Province's policy-led planning system. It provides the foundation necessary to regulate the development and use of land and applies province-wide.

The *Planning Act* requires that decisions on planning matters made by municipalities, the Province, the Ontario Municipal Board and other decision-makers "shall be consistent with" the PPS. This includes, for example, when municipalities develop their official plans and zoning by-laws. This standard ensures that the policies in the PPS are applied as an essential part of the land use planning decision-making process.

The PPS includes three major policy areas being: a) Building Strong Communities; b) Wise Use and Management of Resources; and c) Protecting Public Health and Safety.

Building Strong Communities

The PPS provides policy direction to help build strong communities in Ontario through:

- the effective management and use of land to meet current and future needs;
- the protection of employment areas and other policies to promote economic development and competitiveness;

- the provision of a range of housing types (including affordable housing) and densities to meet the needs of current and future residents;
- the availability of appropriate infrastructure, e.g., transportation systems and sewer and water services, to accommodate projected needs; and
- the promotion of energy efficiency and minimizing negative impacts to air quality.

Wise Use and Management of Resources

The PPS protects Ontario's natural heritage (e.g., wetlands and woodlands), water, agricultural, mineral, petroleum, mineral aggregate, cultural heritage and archaeological resources. The protection of these important resources helps to ensure Ontario's long-term prosperity, environmental health and social well-being.

Protecting Public Health and Safety

The PPS protects people, property and community resources by directing development away from natural or human-made hazards (e.g., flood plains or contaminated lands).

Comments

Staff have identified the following three areas that should be addressed as part of the PPS Review.

1. Agricultural-related Uses – Commercial and Industrial

Section 2.3.3.1 of the *Provincial Policy Statement, 2005* states:

“In prime agricultural areas, permitted uses and activities are: agricultural uses, secondary uses and agriculture-related uses.

Proposed new secondary uses and agriculture-related uses shall be compatible with, and shall not hinder, surrounding agricultural operations. These uses shall be limited in scale, and criteria for these uses shall be included in municipal planning documents as recommended by the Province, or based on municipal approaches which achieve the same objective.”

The PPS definition of agriculture-related uses means those farm-related commercial and farm-related industrial uses that are small scale and directly related to the farm operation and are required in close proximity to the farm operation.

Staff are aware of the need to protect agricultural uses in prime agricultural areas from incompatible activities and land uses which would limit agricultural productivity. In order to have a sustainable agricultural land base, however, it is essential that secondary uses and value added business be allowed to be developed to help with the diversification of on-farm income. Farm-related commercial and farm-related industrial uses, as per the PPS, must be directly related to the farm operation and be in close proximity. This policy does not have the flexibility for value-added agricultural

businesses that may not be directly related to a farm operation, to be established within agricultural areas.

Staff are therefore recommending that the Ministry of Municipal Affairs and Housing, as part of the Provincial Policy Statement Review process, consider addressing a policy statement that would allow for value-added agricultural businesses that may not be directly related to a farm operation, to be allowed to establish within agricultural areas. The goal of such a policy would be to allow for the diversification of on-farm income.

2. Agricultural-related Uses – Tourism

The *Provincial Policy Statement, 2005*, does not directly address agricultural-related tourism uses. A key consideration for agricultural-related uses should be development of opportunities for tourism and other compatible economic development incentives within agricultural areas. Section 1.7.1 of the PPS states that “long-term economic prosperity should be supported by:

f) providing opportunities for sustainable tourism development.”

As there are no policies that relate directly to agri-tourism in the PPS, it is recommended that the Ministry of Municipal Affairs and Housing, as part of the Provincial Policy Statement Review process, consider developing a progressive agricultural-related tourism policy regarding land use. The goal of such a policy would be to strengthen and sustain agri-tourism.

3. Housing

Section 1.4.3 a) of the *Provincial Policy Statement, 2005*, states that Planning authorities shall provide for an appropriate range of housing types and densities to meet projected requirements of current and future residents of the regional market area by:

“establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households.”

The *Town of The Blue Mountains Official Plan* has no set minimum targets for affordable housing. The Province has an opportunity to further strengthen affordable housing policies within the *Provincial Policy Statement, 2005*, if Bill 58, an Act to amend the *Planning Act* with respect to inclusionary housing, is passed by the Ontario Government. Bill 58, if passed, would allow for:

- the adequate provision of a full range of housing, including housing that is affordable to low and moderate income households, as a matter of provincial interest;
- allow councils of local municipalities to pass zoning by-laws requiring inclusionary housing in the municipality and regulate the required percentage of affordable housing units in new housing developments in the municipality;

- allow municipalities to pass by-laws requiring that a specified percentage of housing units in all new housing developments in the municipality be affordable to low and moderate income households; and
- allow the approval authorities to impose as a condition to the approval of a plan of subdivision a requirement that a specified percentage of housing units in all new housing developments in the subdivision be affordable to low and moderate income households.

If Bill 58 is passed, it is recommended that the Ministry of Municipal Affairs and Housing develop policies to be included in the *Provincial Policy Statement, 2005*, to reflect the intent of Bill 58, if approved.

In summary, the following recommendations have been brought forward by Staff:

1. That the Ministry of Municipal Affairs and Housing, as part of the Provincial Policy Statement Review process, consider addressing a policy statement that would allow for value-added agricultural businesses that may not be directly related to a farm operation, to be allowed to establish within agricultural areas.
2. That the Ministry of Municipal Affairs and Housing, as part of the Provincial Policy Statement Review process, consider developing a progressive agricultural-related tourism policy regarding land use.
3. That the Ministry of Municipal Affairs and Housing develop policies to be included in the Provincial Policy Statement 2005, to reflect the intent of Bill 58, if approved.

Comment Submissions

Comments on the Provincial Policy Statement Review can be submitted a number of ways including:

- in writing to:

Provincial Policy Statement Review
 Ministry of Municipal Affairs and Housing
 Provincial Planning Policy Branch
 777 Bay St., 14th Floor
 Toronto, ON M5G 2E5

- via fax at (416) 585-6870
- via e-mail to PPSreview@ontario.ca
- or by visiting the following website and filling out the electronic form <http://www.mah.gov.on.ca/Page7244.aspx>

A public notice has also been posted on the Environmental Registry under EBR Registry Number: 010-9766. The posting can be accessed via the following web link:

<http://www.ebr.gov.on.ca/ERS-WEB-External/displaynoticecontent.do?noticeId=MTA5NjA4&statusId=MTY0NTcy&language=en>

C. The Blue Mountains' Strategic Plan

1. Managing growth to ensure the ongoing health and prosperity of the community.

D. Environmental Impacts

Through the five-year review of the Provincial Policy Statement 2005, it is anticipated that the complex inter-relationships among economic, environmental, cultural and social factors will be strengthened within the land use planning process.

E. Budget Impact

Nil.

F. Attachments

1. *Provincial Policy Statement Review Brochure.*
2. Environmental Registry Posting.
3. *Provincial Policy Statement, 2005: Discussion Paper for a Proposed Performance Monitoring Framework and Draft Indicators, Spring 2009.*

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Provincial Policy Statement Review



We want to hear from you

The Province is conducting a review of the Provincial Policy Statement, 2005 (PPS). The PPS sets out the Ontario government's policy direction for land use planning and development. The PPS supports the provincial goal of strong, livable and healthy communities. We are asking for your input on how the PPS is working and whether any changes are needed to the PPS to protect provincial interests and to make sure that the PPS is adequately addressing emerging land use issues.

What is land use planning and how does it impact me?

Land use planning helps to shape how our communities look, feel and function. It helps to determine where homes and businesses should be built; where our parks, schools and community facilities should be located; and where roads, sewers and other essential services should be provided.

Land use planning helps establish a community's vision and identifies development goals. It also provides guidance on ways to balance important social, cultural, economic and environmental concerns.

Good land use planning helps to make sure that:

- communities grow efficiently and in a way that respects the environment
- economic competitiveness is promoted
- opportunities for intensification and new development are available to meet a community's housing needs
- adequate infrastructure and other municipal services are provided
- cultural heritage and natural resources are protected
- public health and safety is maintained.

What is the PPS and why is it important?

The PPS plays a key role in Ontario's land use planning system by providing policy direction on matters of provincial interest. It provides the foundation necessary to regulate the development and use of land.

The PPS applies province-wide and provides the policy basis upon which provincial plans such as the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan are built.

The Planning Act requires that decisions on land use planning matters made by municipalities, the Province, the Ontario Municipal Board and other decision-makers "shall be consistent with" the PPS. This includes, for example, when municipalities develop their official plans and zoning by-laws. This "shall be consistent with" standard ensures that the policies in the PPS are an essential part of making decisions on land use planning matters.

PPS policy sections

Building Strong Communities

The PPS provides policy direction to help build strong communities in Ontario through:

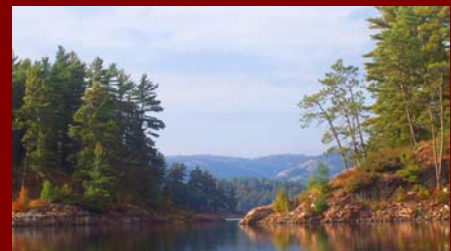
- the effective management and use of land to meet current and future needs
- the protection of employment areas and other policies to promote economic development and competitiveness
- the provision of a range of housing types (including affordable housing) and densities to meet the needs of current and future residents
- the availability of appropriate infrastructure, e.g., transportation systems, and sewer and water services, to accommodate projected needs
- the promotion of energy efficiency and minimizing negative impacts to air quality.

Wise Use and Management of Resources

The PPS protects Ontario's natural heritage (e.g., wetlands and woodlands), water, agricultural, mineral, petroleum, mineral aggregate, cultural heritage and archaeological resources. The protection of these important resources helps to ensure Ontario's long-term prosperity, environmental health and social well-being.

Protecting Public Health and Safety

The PPS protects people, property and community resources by directing development away from natural or human-made hazards (e.g., flood plains or contaminated lands).



Questions to consider

1. What policies of the current PPS are working effectively?
2. Are there policies that need clarification or refinement?
3. Are there policies that are no longer needed?
4. Are there new policy areas or issues that the Province needs to provide land use planning direction on?
5. Is additional support material needed to help implement the PPS?
6. Do you have any other comments about the PPS?

We want your feedback to help ensure that Ontario's communities are strong and healthy, investment ready and our resources are effectively protected.

1. To review the PPS, please go to: ontario.ca/pps. You can also contact the Ministry of Municipal Affairs and Housing (see contact information below) to request a copy.
2. Review the questions identified in this pamphlet.
3. Please give us your feedback by August 31, 2010.

You can submit your written comments on the PPS to:

Provincial Policy Statement Review
Ministry of Municipal Affairs and Housing
Provincial Planning Policy Branch
777 Bay St., 14th Floor
Toronto, ON M5G 2E5

Fax: (416) 585-6870

You may submit your comments electronically by sending them to the following email address: PPSreview@ontario.ca or you may visit the following website and fill out the electronic form: <http://www.mah.gov.on.ca/Page7244.aspx>.

Should you have any questions about this initiative, please call: (416) 585-6014 or 1-877-711-8208.

This is just one opportunity for you to participate in the PPS review and help improve Ontario's land use planning system. Please check the ministry website for regular updates on other opportunities for you to participate: ontario.ca/mah.

If you are interested in learning more about Ontario's land use planning system, please visit: ontario.ca/landuseplanning.



Policy Proposal Notice:

Title:

Review of the Provincial Policy Statement, 2005

EBR Registry Number: 010-9766

Ministry:

Ministry of Municipal Affairs and Housing

Date Proposal loaded to the

Registry:

May 12, 2010

Keyword(s): Land use planning

111 days: submissions may be made between May 12, 2010 and August 31, 2010.

Description of Policy:

The Province is undertaking a review of the Provincial Policy Statement, 2005 (PPS) to determine the need for revisions. The PPS sets out the Ontario government's policy direction for land use planning and development and is the integrated, consolidated statement of all provincial ministries' policies concerning land use.

The PPS is issued under the authority of Section 3 of the *Planning Act* and came into effect on March 1, 2005. The PPS plays a key role in Ontario's land use planning system by providing policy direction on matters of provincial interest. It is the basis of the Province's policy-led planning system and provides the foundation necessary to regulate the development and use of land. The PPS applies province-wide and provides the policy basis upon which provincial plans such as the Growth Plan for the Greater Golden Horseshoe and the Greenbelt Plan are built.

The *Planning Act* requires that decisions on planning matters made by municipalities, the Province, the Ontario Municipal Board and other decision-makers "shall be consistent with" the PPS. This includes, for example, when municipalities develop their official plans and zoning by-laws. This standard ensures that the policies in the PPS are applied as an essential part of the land use planning decision-making process.

The PPS recognizes the complex inter-relationships among economic, environmental, cultural and social factors in land use planning, and embodies good planning principles.

The PPS includes the following major policy areas:

Building Strong Communities

The PPS provides policy direction to help build strong communities in Ontario through, for example:

- the effective management and use of land to meet current and future needs
- the protection of employment areas and other policies to promote economic development and competitiveness
- the provision of a range of housing types (including affordable housing) and densities to meet the needs of current and future residents
- the availability of appropriate infrastructure, e.g., transportation systems, and sewer and water services, to accommodate projected needs
- the promotion of energy efficiency and minimizing negative impacts to air quality.

Wise Use and Management of Resources

Contact:

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777 Bay Street
Floor 14
Toronto Ontario
M5G 2E5
Phone: (416) 585-6014

Additional Information:

The following government offices have additional information regarding this Proposal. To arrange a viewing of these documents please call the Ministry Contact or the Office listed below.

Provincial Planning Policy Branch
777 Bay Street
Floor 14
Toronto Ontario
M5G 2E5
Phone: (416) 585-6014

The PPS protects Ontario's natural heritage (e.g., wetlands and woodlands), water, agricultural, mineral, petroleum, mineral aggregate, cultural heritage and archaeological resources. The protection of these important resources helps to ensure Ontario's long-term prosperity, environmental health and social well-being.

Protecting Public Health and Safety

The PPS protects people, property and community resources by directing development away from natural or human-made hazards (e.g., flood plains or contaminated lands).

The input the province receives through consultation is an important part of the PPS review. The government is interested in hearing from you on the following questions:

1. What policies of the current PPS are working effectively?
2. Are there policies that need clarification or refinement?
3. Are there policies that are no longer needed?
4. Are there new policy areas or issues that the Province needs to provide land use planning direction on?
5. Is additional support material needed to help implement the PPS?
6. Do you have any other comments about the PPS?

Purpose of Policy:

The purpose of this Policy Proposal Notice is to inform the public that the Province is:

1. reviewing the PPS for the purpose of determining the need for revisions, in accordance with subsection 3 (10) of the *Planning Act*; and,
2. seeking comments on the questions identified above.

This is just one opportunity for you to participate in the PPS review and help improve Ontario's land use planning system.

Other Information:

The following information is available on the Ministry of Municipal Affairs and Housing web site:

1. Provincial Policy Statement Five Year Review: <http://ontario.ca/pps>

Public Consultation:

This proposal has been posted for a 111 day public review and comment period starting May 12, 2010. If you have any questions, or would like to submit your comments, please do so by August 31, 2010 to the individual listed under "Contact".

On-line submission of comments on this proposal is not permitted.

All comments received prior to August 31, 2010 will be considered as part of the decision-making process by the Ministry of Municipal Affairs and Housing if they are submitted in writing and reference EBR Registry number 010-9766.

Please Note: All comments and submissions received will become part of the public record. You will not receive a formal response to your comment, however, relevant comments received as part of the public participation process for this proposal will be considered by the decision maker for this proposal.

Other Public Consultation Opportunities:

In addition to this EBR posting, the Ministry has developed a PPS review e-consultation web site at <http://ontario.ca/pps>. This web site provides further information about the review and provides the public an opportunity to comment.

Comments can be submitted electronically to: PPSReview@ontario.ca and via the Provincial Policy Statement Five Year Review page: <http://ontario.ca/pps>.

To submit written comments, please forward your response to:

PPS Review

Ministry of Municipal Affairs and Housing

Provincial Planning Policy Branch

777 Bay St., 14th Floor

Toronto, ON M5G 2E5

Tel: (416) 585-6014 or 1-877-711-8208

Fax: (416) 585-6870

This is just one opportunity for you to participate in the PPS review and help improve Ontario's land use planning system. Please check the ministry website for regular updates on other opportunities for you to participate: <http://ontario.ca/mah>.

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Provincial Policy Statement, 2005:

Discussion Paper for a Proposed Performance Monitoring Framework and Draft Indicators

Spring 2009

This consultation document has been produced in response to the Provincial commitment to identify performance indicators towards measuring the effectiveness of selected policies of the Provincial Policy Statement, 2005. Throughout this process the government is committed to engaging and consulting with municipal and stakeholder groups, and the public towards the development of effective performance measures.

To submit your comments electronically, email: PPSIndicators@ontario.ca

Comments must be received no later than **June 19, 2009**.

To submit written comments, please forward your response to:

PPS PERFORMANCE MONITORING FRAMEWORK
Ministry of Municipal Affairs and Housing
Provincial Planning Policy Branch
777 Bay St., 14th Floor
Toronto, ON M5G 2E5

Tel: (416) 585-6014

Fax: (416) 585-6870

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PART 1.0: BACKGROUND AND CONTEXT

1.1 The Provincial Policy Statement, 2005 and Performance Monitoring

The Provincial Policy Statement (PPS) sets out the Ontario government's interests in land use planning and development and provides policy direction on matters of provincial interest. The PPS is the complementary policy document to the *Planning Act* and is issued under section 3 of the Act. It embodies good planning principles, protects provincial interests and supports the government's commitment to build strong, liveable and healthy communities.

The PPS came into effect March 1, 2005, along with the "shall be consistent with" provision of the *Strong Communities (Planning Amendment) Act, 2004*.

The PPS provides that the Province, in consultation with municipalities, other public bodies and stakeholders, will identify performance indicators to measure the effectiveness of some or all of its policies. It also indicates that the Province will monitor the implementation of the performance indicators, including reviewing performance indicators concurrent with any review of the PPS.

The PPS also encourages municipalities to establish performance indicators to monitor the implementation of the policies in their official plans.

1.2 Purpose of the Discussion Paper

This discussion paper is designed to initiate a dialogue with municipalities, stakeholders and the public in the development of a performance monitoring framework and indicators for the PPS. The draft indicators have been developed by provincial ministries with an interest in land use planning and coordinated by the Ministry of Municipal Affairs and Housing. Through the indicators, the government would monitor the effectiveness of the PPS in the key areas of building strong communities (e.g. healthy, active, liveable and prosperous communities), providing and maintaining infrastructure and public service facilities, wise use and management of resources, and the protection of public health and safety.

The government wishes to actively engage you and utilize your knowledge and expertise to help develop the framework and indicators for the PPS. To facilitate this process, questions are included for your comments on the draft framework and indicators, and on proposals for possible new indicators.

1.3 How to Provide Your Comments

You may provide your comments on the draft performance monitoring framework and indicators by email to: PPSIndicators@ontario.ca, or by Fax: (416) 585-6870.

Written comments may be sent to:

**PPS Performance Monitoring Framework
Ministry of Municipal Affairs and Housing
Provincial Planning Policy Branch
777 Bay St., 14th Floor
Toronto, ON M5G 2E5**

We would appreciate your comments by **June 19, 2009**.

1.4 What is Performance Monitoring?

Performance monitoring is the assessment of progress towards achieving identified goals or objectives. It uses indicators or other measures to help determine whether a program, organization or a set of policies is achieving its objectives.

One of the key steps in performance monitoring is selecting and developing appropriate indicators. An indicator provides a reliable basis for measuring or assessing achievement, change or performance over time. A brief description of the different types of indicators that are typically used is highlighted below.

Types of Indicators
<u>Input/Economy Indicators</u> <ul style="list-style-type: none">• Indicate resources allocated to services, programs, organizations, policies• Resources used in producing an output or outcome• E.g., Used to measure levels of resource expenditures such as funding, number of staff, equipment, etc.
<u>Output Indicators</u> <ul style="list-style-type: none">• Measure products, services produced• Reflect a completed activity• E.g., The issuance of new policies or legislation, services provided, research completed, etc.
<u>Efficiency Indicators</u> <ul style="list-style-type: none">• Generally measure what inputs are being transformed into outputs• E.g., Output per unit cost or dollar costs, etc.
<u>Outcome/Effectiveness Indicators</u> <ul style="list-style-type: none">• Focus on desired results of government actions• Measure whether a program or policy is achieving what it set out to do• E.g., Services delivered on time, % of customers satisfied with new product
<u>High-Level Indicators</u> <ul style="list-style-type: none">• Refer to extent to which predetermined objectives have been met• Measure societal-level change• Many societal factors influence high-level indicators, and it is rarely possible to attribute a single cause for the change• E.g., Life expectancy, safer environment

1.5 Criteria for Developing a “Good” Indicator

Appropriate indicators provide the foundation for the framework.

The selection of a “good” indicator involves the consideration of a range of characteristics. For example, an indicator should cover not only cost-effectiveness and clarity but also validity and timeliness. Also, while the relevance of the indicator is key, relevance alone is not sufficient in determining whether an indicator is “good”.

Table 1 identifies the key desirable characteristics that most “good” performance indicators have.

Table 1	Suggested Characteristics of “Good” Performance Indicators
Relevance	Is it a good measure of aims, objectives, and policy?
Validity	Does it relate to a PPS policy objective?
Controllability	Does it relate to factors that the policy can affect?
Clarity	Is it clearly defined and understood?
Accuracy	Will it be possible to gather consistent, accurate data over time?
Cost Effectiveness	Does the benefit of collecting the data outweigh the cost of collection?
Sensitivity	Is the indicator able to measure change?
Timeliness	Can data be collected, processed and distributed in a useful timeframe?
Comparability	Can the data be compared with past/future periods or with similar activities?

While each of the identified characteristics is important in determining the most appropriate indicators, in practice it can be challenging to create a measure that satisfies all the criteria. Due to the diverse nature of the land use planning objectives of the PPS and limitations such as data accessibility, some of the draft indicators selected in this report may not necessarily exhibit all of the identified characteristics in Table 1.

PART 2.0: PROPOSED PPS PERFORMANCE MONITORING FRAMEWORK FOR DISCUSSION

2.1 Purpose

The objective of the consultation is to develop a framework and indicators for the main PPS policy areas and objectives. The information would provide a “snapshot” of the state of the provincial interest in question, as well as establish baseline information to assess trends over time.

Through this discussion paper we ask you to consider ways that the draft framework structure, content and approach can be improved. We also want your ideas on different indicators that can be developed to further enhance the framework.

2.2 Key Principles Used To Develop Proposed Performance Monitoring Framework

Table 2 identifies a set of principles that guide the development and implementation of the performance monitoring framework.

Table 2	Key Principles
Focused	Keep framework focused on the key policy objectives of the PPS.
Keep it Simple	Ensure that the framework and indicators are easy to use and understand.
Start Small	Begin with a small number of indicators, with a commitment to refine and enhance indicators over time in a process of continuous improvement.
Strong Indicators	Make indicators relevant.
Useful	Make information useful for policy and decision-makers.

2.3 Benefits of Performance Monitoring

Performance monitoring is an important tool that governments, for example, can use to measure the effectiveness of their policies, and in turn, improve upon their policy development and decision-making processes.

Ontario's land use planning system requires effective provincial policies to promote strong communities, a clean and healthy environment, and a strong economy. Monitoring is an integral piece of a complete planning process.

Planners, decision-makers, policy developers and the public need to know if our planning policies are effective and if the desired policy objectives are being met. The development of a PPS performance monitoring framework and indicators can be an important tool in determining the state of provincial interests in land use planning.

Other important benefits in implementing a performance monitoring system for the PPS include:

- Increasing public support and understanding for planning
- Monitoring the implementation and effectiveness of provincial planning policies
- Determining if we are making progress in achieving provincial interests
- Enhancing provincial decision-making processes
- Enhancing our knowledge base and learning from others
- Improving government's ability to identify and analyze trends and facilitate policy review and development
- Enhancing the transparency and accountability of the provincial planning system and policies
- Improving government information base
- Facilitating the formulation of priorities and community awareness
- Providing background information for policy development and the PPS five-year review.

2.4 Key Assumptions and Limitations

There are inherent limitations in any policy performance monitoring framework. These include:

- Achieving policy objectives depends on a number of factors. Given the interrelatedness and complexity of the political, social, economic, cultural and environmental influences on the land use planning system, it is difficult to show in some instances that a PPS policy is the cause of a particular outcome. Given this limitation, an indicator may only be an approximation and may only point to certain overall trends in the state of a provincial interest.

For example, PPS policy 1.4.3 directs that a range of housing types and densities be provided including housing that is affordable to low and moderate income households. Market and economic forces, consumer choices, and the policies of other levels of government affect the achievement of this objective. Land use policies represent only one factor in this process.

- Information limitations influence the potential choice of indicators. The development of an effective performance monitoring framework is dependent on access to good data and information. Data limitations and other logistical issues, however, do not make it possible to provide indicators that may be related to the full range of policy objectives.

For example, while an indicator may be useful because of its relevance in measuring a particular outcome, the lack of reliable or readily available sources of information may make it unusable. Consequently, the proposed draft framework and indicators have been developed on the basis of existing or readily available information sources.

- The complex relationship between land use planning and the social, economic, environmental and cultural mix means that the outcome of a policy may not become apparent for many years. There may be a time lag between policies developed and implemented today, and desired outcomes for the future.
- Given regional differences, different development patterns between southern and northern Ontario, and between large urban centres and small urban and rural areas, some indicators may be more applicable to specific regions of the Province.

2.5 Proposed Approach for Development of Framework

Developing measures for each individual policy may not be the most appropriate strategy for the development of the framework and indicators. The number of policies contained in the PPS, their integrated nature and the challenges associated with assessing the effectiveness of individual policies, including limited information that is available covering the entire province, make it impractical to develop measures for each single policy. Instead, an alternative approach is proposed that involves identifying broad policy categories in the PPS (see Table 3), and key desired policy objectives.

Output, Outcome and High-level Indicators

The proposed draft performance monitoring framework contains a mixture of output, outcome and high-level indicators.

Developing output indicators, such as those indicators that rely on official plan data collected by the province (see Appendix 1), is an important step in performance measurement. The official plan is the most important vehicle for implementing the PPS and output indicators relying on official plan data will show if and how provincial interests are being addressed in municipal planning documents.

Outcome and high-level indicators are also important components of a performance monitoring framework and over the long-term, the PPS performance monitoring initiative will seek to include more of these types of indicators. These indicators have often been found very useful for measuring policy objectives because:

- *They provide information to support strategic planning and decision-making.*
- *They refer to the extent to which predetermined objectives have been reached.*
- *There is the ability to compare trends over time, and across other jurisdictions and governments.*

This approach has a number of distinct advantages. First, by measuring progress towards some key policy objectives, the approach focuses on end products or results, a cornerstone of performance monitoring. Second, taking a wider ‘policy objective’ perspective in the matters to be measured is consistent with the integrated nature of the PPS policies. Third, by examining the state of the key identified objectives rather than focusing directly on the PPS policies, the approach recognizes that factors other than the PPS can affect the implementation of the policies.

2.6 Other Monitoring Initiatives

It is intended that the PPS performance monitoring framework will be the initial, province-wide initiative to be followed at a later date by the regionally-focussed Greenbelt Plan performance monitoring framework and potentially other initiatives in the future.

While we are proceeding with the PPS performance measurement framework at this time, it is important that information from related initiatives be shared and coordinated. Shared information can be used to increase the value of these initiatives and provide a more comprehensive picture of the state of provincial interests.

When performance monitoring frameworks for other related initiatives are established, consideration will be given to linking these frameworks with the PPS performance monitoring framework. There also exists the potential for exploring linkages with other performance monitoring programmes both within and outside government, as other groups may have information that may be useful to the PPS performance monitoring framework.

2.7 Broad Policy Categories Proposed for Measurement

The proposed performance monitoring framework aims to develop draft indicators in the broad categories shown in Table 3. These categories have been chosen to reflect the main policy areas of the PPS.

Table 3		Proposed Categories for Development of Indicators	
<p>Category 1 <i>Building Strong Communities (e.g. Healthy, Active, Liveable and Prosperous Communities).</i> <i>Sub-categories:</i></p> <ul style="list-style-type: none"> • Settlement Areas and Rural Areas • Intensification, Redevelopment and Brown-field Redevelopment • Housing • Employment Areas and Economic Prosperity • Public Spaces, Parks and Open Space • Energy and Air Quality 		<p>Category 2 <i>Providing and Maintaining Infrastructure and Public Service Facilities.</i> <i>Sub-categories:</i></p> <ul style="list-style-type: none"> • Sewage and Water • Transportation and Transit • Waste Management • Airport 	
<p>Category 3 <i>Wise Use and Management of Resources.</i> <i>Sub-categories:</i></p> <ul style="list-style-type: none"> • Natural Heritage • Water • Agriculture • Minerals, Petroleum and Mineral Aggregates • Cultural Heritage 		<p>Category 4 <i>Protecting Public Health and Safety.</i> <i>Sub-categories:</i></p> <ul style="list-style-type: none"> • Natural Hazards • Human-made Hazards 	

Discussion Question:

1. *Based on your knowledge of the PPS, review the broad categories and sub-categories proposed for monitoring. How could they be improved?*

2.8 Proposed Draft Indicators

The government has identified draft indicators for your consideration and comment. The draft indicators have been developed by provincial ministries with an interest in land use planning and coordinated by the Ministry of Municipal Affairs and Housing. These draft indicators are found in Appendix 1 and include the following information:

- The proposed PPS category and sub-category
- The proposed policy objective the draft indicator is trying measure
- The proposed draft indicator
- Potential data sources.

Discussion Questions:

2. *Looking at the draft proposed indicators found in the appendix, do you think they will likely provide useful information to assist in measuring the effectiveness of the PPS?*
3. *Can the indicators be improved or refined to provide more useful information?*
4. *Are there any other sources of data/information for the draft indicators that you believe could be used to support their further development?*
5. *Would you/your organization find the information from the indicator useful to your own performance monitoring program(s)?*

2.9 Development of New Indicators

In addition to commenting on the draft performance monitoring framework and draft indicators, municipalities, stakeholders and the public are invited to use their experience and knowledge to develop new potential indicators. Using the draft indicators identified in Appendix 1 as a guide, identify additional indicators that you believe should be further investigated and developed, including:

- The potential policy objective the indicator is trying to measure
- The proposed new indicator
- Potential data and information sources for the proposed new indicator
- A preliminary assessment of the strengths and weaknesses of the proposed new indicator.

Discussion Questions:

6. *What are some indicators that you would suggest the government use to monitor the effectiveness of the PPS? Please identify what policies of the PPS your suggested indicator is measuring.*
7. *What data sources are currently available to support monitoring of your proposed indicator(s)?*
8. *Considering the criteria for a good indicator, what are some of the key strengths and weaknesses of your proposed indicator(s)?*
9. *Would the proposed new indicators be appropriate to monitor the identified objectives province-wide? Or, are the proposed indicators more regionally-based?*

PART 3.0: NEXT STEPS

Following this consultation, the province will analyze all the input and submissions it received. Based on the public comments and our subsequent analysis it is anticipated that the draft PPS performance monitoring framework and draft indicators will be refined and a set of selected indicators will be identified for inclusion into the PPS performance monitoring program.

To report on the results of the selected indicators the province will use the indicators and other appropriate information to examine the effectiveness of the PPS policies. This may require further investigation and consideration of other influences beyond the PPS that might impact the results of the indicator. The results will help to inform the five year review of the PPS.

One of the goals of developing a performance monitoring program is to ensure that continuous improvements occurs. To that end, the province recognizes that the PPS performance monitoring program may need to be refined as new information sources become available, new indicators are developed or selected indicators are refined or potentially replaced entirely. The province commits to ensuring that the performance monitoring program is appropriately updated, including undertaking any appropriate consultation.

Appendix 1: Summary Table of Proposed Draft Indicators

Category 1: Building Strong Communities (Healthy, Active, Liveable and Prosperous Communities)		
Sub-Category	Policy Objective	Indicator
Settlement Areas and Rural Areas	Planning authorities shall identify and promote opportunities for intensification and redevelopment, and promote compact form. PPS, 2005 Policies: 1.1.3.3 and 1.8.1 a)	Change in persons per square kilometre in urban cores and rural fringe * Census Data
Housing	Planning authorities shall provide for an appropriate range of housing types and densities by establishing and implementing minimum targets for the provision of housing which is affordable to low and moderate income households. PPS, 2005 Policy: 1.4.3 a)	Number of official plans that have established and implemented minimum targets for the provision of housing that is affordable to low and moderate income households * Official Plans
Housing	Planning authorities shall identify and promote opportunities for intensification and redevelopment, and promote compact form. Planning authorities shall provide for an appropriate range of housing types and densities to meet the projected requirements of current and future residents. PPS, 2005 Policies: 1.1.3.3, 1.8.1 a), 1.4.1, 1.4.3	Change in housing structure types (expressed as a percentage of total occupied private dwellings) across a range of housing structure categories (Single-detached house; Semi-detached house; Row house Apartment; Detached duplex; Apartment less than 5 storeys; Apartment 5 or more storeys and Other single-attached house) * Census Data
Energy and Air Quality	Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which improve the mix of employment and housing uses to shorten commute journeys and decrease congestion. PPS, 2005 Policy: 1.8.1 d)	1. Change in commuter containment by region 2. Change in median commuting distance to work by CMA/CA * Census Data, Transportation Tomorrow Survey Note: Containment is defined as trips that start and end in the same region

Energy and Air Quality	<p>Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which promote compact form.</p> <p>PPS, 2005 Policy: 1.8.1 a)</p>	<p>1. Change in the average lot size from year to year</p> <p>2. Change in the average size of new lots from year to year</p> <p>* Parcel Data</p>
Category 2: Providing and Maintaining Infrastructure and Public Service Facilities		
Sub-Category	Policy Objective	Indicator
Sewage and Water	<p>Planning for sewage and water services shall direct and accommodate expected growth in a manner that promotes the efficient use of existing municipal sewage services and municipal water services.</p> <p>Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas.</p> <p>PPS, 2005 Policies: 1.6.4.1 a) 1. and 1.6.4.2</p>	<p>Change in the percentage of population (dwellings) serviced by both municipal sewage services and municipal water services</p> <p>(Focus on settlement areas of less than 10,000 population)</p> <p>* Census Data, Municipal Property Assessment Corporation (MPAC) Data, Ministry of Environment Data (Certificate of Assessment or Drinking Water System Data)</p>
Transportation and Transit	<p>A land use pattern, density and mix of uses should be promoted that minimize the length and number of vehicle trips and support the development of viable choices and plans for public transit and other alternative transportation modes, including commuter rail and bus.</p> <p>Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion.</p> <p>PPS, 2005 Policies: 1.6.5.4, 1.8.1 d)</p>	<p>1. Change in commuter containment by region</p> <p>2. Change in median commuting distance to work by CMA/CA</p> <p>3. Change in the percent of transit mode share</p> <p>* Census Data, Transportation Tomorrow Survey</p> <p>Note: Containment is defined as trips that start and end in the same region.</p>

Transportation and Transit	Provide multi-modal transportation systems. PPS, 2005 Policies: 1.6.5.1, 1.7.1 d)	<p>1. Yearly trends in transit ridership for surveyed municipalities in Ontario * The Summary of Canadian Transit Statistics from the Canadian Urban Transit Association</p> <p>2. Change in the percent of the labour force that commutes to work in a car, truck, or van as a driver / passenger</p> <p>3. Change in the percent of transit mode share * Census Data, Transportation Tomorrow Survey</p> <p>4. Ontario highway performance during morning rush hours * Central Region Travel Time Survey</p>
Category 3: Wise Use and Management of Resources		
Sub-Category	Policy Objective	Indicator
Agriculture	Prime agricultural areas shall be protected for long-term use for agriculture. PPS, 2005 Policy: 2.3.1	Change in the total hectares on census farms by land use type (crop, summerfallow, pasture, all other) over Census time periods * Census Data
Agriculture	Prime agricultural areas shall be protected for long-term use for agriculture. PPS, 2005 Policy: 2.3.1	Change in the amount of land protected in prime agricultural areas * Municipal Performance Measurement Program
Natural Heritage	To ensure that the diversity and connectivity of natural features in an area, and the long-term ecological function and biodiversity of natural heritage systems, are maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features.	Change in the number of municipalities identifying natural heritage systems and incorporating policy into their official plans that meets a provincial policy standard * Official Plans

	<p>PPS, 2005 Policy: 2.1.2</p> <p>To ensure that development and site alteration is not permitted in:</p> <ul style="list-style-type: none"> - significant wetlands in Ecoregions 5E, 6E and 7E; and - significant coastal wetlands. <p>To ensure that development and site alteration is not permitted in:</p> <ul style="list-style-type: none"> - significant wetlands in the Canadian Shield north of Ecoregions 5E, 6E and 7E; and - adjacent lands to the natural heritage features and areas identified in policies 2.1.3 b), c), 2.1.4 a) <p>unless their ecological function has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.</p> <p>PPS, 2005 Policies: 2.1.3 b) and c), 2.1.4 a), 2.1.6</p>	<p>Change in the number of municipalities incorporating up-to-date (within 5 years) Provincially Significant Wetland mapping into their official plans and meeting a provincial policy standard</p> <p>* Official Plans</p>
<p>Natural Heritage</p>	<p>To ensure that development and site alteration is not permitted in significant woodlands south and east of the Canadian Shield and their adjacent lands unless the ecological function has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.</p> <p>PPS, 2005 Policies: 2.1.4 b), 2.1.6</p>	<p>Change in the number of municipalities identifying significant woodlands and incorporating policy into their official plans that meets a provincial policy standard</p> <p>* Official Plans</p>
<p>Water</p>	<p>Planning authorities shall protect, improve or restore the quality and quantity of water by using the watershed as the ecologically meaningful scale of planning.</p> <p>PPS, 2005 Policy: 2.2.1 a)</p>	<p>1. Change in the percentage of watersheds with completed watershed plans/subwatershed plans</p> <p>2. Change in the number of municipalities incorporating plan findings and recommendations into official plans</p> <p>* Survey of Conservation Authorities, Official Plans, Inventory of Watershed Management Projects Across Ontario from Conservation Ontario (completed in partnership with Ministry of</p>

	<p>Planning authorities shall protect, improve or restore the quality and quantity of water by:</p> <ul style="list-style-type: none"> - identifying surface water features, ground water features, hydrologic functions and natural heritage features and areas which are necessary for the ecological and hydrological integrity of the watershed; - maintaining linkages and related functions among surface water features, ground water features, hydrologic functions and natural heritage features and areas. <p>PPS, 2005 Policy: 2.2.1 c), e)</p>	<p>the Environment, Ministry of Natural Resources, Ducks Unlimited)</p> <p>Changes in the percentage of natural vegetation in tertiary watersheds</p> <p>(Focus on Southern Ontario watersheds)</p> <p>* Southern Ontario Land Resource Information System (SOLRIS)</p>
<p>Water</p>	<p>Planning authorities shall protect, improve or restore the quality and quantity of water by:</p> <ul style="list-style-type: none"> - identifying surface water features, ground water features, hydrologic functions and natural heritage features and areas which are necessary for the ecological and hydrological integrity of the watershed; - implementing necessary restrictions on development and site alteration to protect all municipal drinking water supplies and designated vulnerable areas; - implementing necessary restrictions on development and site alteration to protect, improve or restore vulnerable surface and ground water, sensitive surface water features and sensitive ground water features and their hydrologic functions; - promoting efficient and sustainable use of water resources, including practices for water conservation and sustaining water quality. <p>PPS, 2005 Policy: 2.2.1c), d) 1., d) 2. and f)</p> <p>(Some Clean Water Act related indicators are being proposed here as potential indicators for the future)</p>	<p>1. Change in the number of municipal official plans identifying sensitive surface and ground water features and areas and including policies to protect these features and areas</p> <p>* Source Water Protection Program under Clean Water Act, Official Plans</p> <p>2. Change in the number of vulnerable areas adopted by municipal council resolution for use in the Ontario Drinking Water Stewardship Program (ODWSP) under the Clean Water Act</p> <p>3. Change in the number of vulnerable areas identified in provincially approved assessment reports under the Clean Water Act</p> <p>* Source Water Protection Program under Clean Water Act</p> <p>4. Change in the number of municipal official plans having incorporated key findings and</p>

			recommendations from provincially approved Source Protection Plans under the Clean Water Act * Source Water Protection Program under Clean Water Act, Official Plans
Minerals, Petroleum and Mineral Aggregates	To ensure that in areas adjacent to or in known deposits of mineral aggregate resources, development and activities which would preclude or hinder the establishment of new operations or access to the resources shall only be permitted if: <ul style="list-style-type: none"> - resource use would not be feasible; or - the proposed land use or development serves a greater long-term public interest; and - issues of public health, public safety and environmental impact are addressed. PPS, 2005 Policy: 2.5.2.5		Change in the number of municipalities identifying aggregate resources and incorporating policy into their official plans that meets a provincial policy standard * Official Plans
Minerals, Petroleum and Mineral Aggregates	To ensure that progressive and final rehabilitation is completed for extraction of mineral aggregate resource to accommodate subsequent land uses, to promote land use compatibility, and to recognize the interim nature of extraction. Final rehabilitation shall take surrounding land use and approved land use designations into consideration. PPS, 2005 Policy: 2.5.3.1		Change in total amount of land that has been rehabilitated from mineral aggregate resource extraction annually compared to total amount of land under extraction * The Ontario Aggregate Resources Corporation (TORAC)
Category 4: Protecting Public Health and Safety			
Sub-Category	Policy Objective	Indicator	
Natural Hazards	To ensure that development and site alteration is not permitted in a floodway regardless of whether the area of inundation contains high points of land not subject to flooding unless permitted in policy 3.1.3 or 3.1.6. PPS, 2005 Policy: 3.1.2	Change in the number of municipalities incorporating up-to-date (within 5 years) floodway (flood plain) mapping into their official plans and meeting a provincial policy standard * Official Plans	