

City of Cambridge

Official Plan Review

**Monitoring and Review
Draft Policy Paper**



May 2011

Please note that policy numbers and cross references are subject to change when the overall draft Official Plan is prepared

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1. Overview

This policy paper provides an update to the existing monitoring and review policies. Monitoring or measurement of achievement or performance indicators applies to numerous sections of the Cambridge Official Plan. Monitoring relies on data from numerous sources, including Statistics Canada, municipal building and demolition permits along with special studies which are undertaken. The proposed updates and revisions have been drafted in accordance with the Planning Act, the Provincial Policy Statement (2005), the Growth Plan for the Greater Golden Horseshoe (2006) and the provincially approved Regional Official Plan (2010).

The City of Cambridge is forecasted to have a population of 173,000 by the year 2029 and 100,000 jobs. Policies and land use designations to support this level of population and employment growth are needed in the Official Plan. The proposed updates and revisions are focused on monitoring the goals, objectives and policies of the Plan to determine if the provisions of the Plan are being achieved.

In keeping with the provisions of the Planning Act, local municipal official plans are to be reviewed at least every five years from the date they come into effect. In some cases there may be a need to commence a review sooner than five years after the date the official plan comes into effect. The Planning Act requires the holding of a public meeting every five years to determine the need for a comprehensive review of the Official Plan. Council will determine the need for a comprehensive review of the City's Official Plan, based on the number and complexity of issues to be dealt with. The proposed general review policies are considered in this policy paper.

Normally the draft policy papers recommend policies for deletion. In the case of monitoring and review matters, no current Official Plan policies are proposed for deletion.

2. Rationale for Changes

These policies are proposed for the Official Plan to implement elements of the Planning Act, Provincial Policy Statement (2005) and the Growth Plan for the Greater Golden Horseshoe (2006) and to achieve conformity with the Provincially approved Regional Official Plan (2010). In addition, clear performance indicators and an established monitoring process are critical to measure the success of the Plan.

The following provides a summary of the Planning Act, Provincial Policy Statement, Provincial Growth Plan and Regional Official Plan policies that have been reviewed in formulating the proposed updated Monitoring section of the Official Plan.

Planning Act

The Planning Act, in Section 26(1) requires that:

“If an official plan is in effect in a municipality, the council of the municipality that adopted the official plan shall, not less frequently than every five years after the plan comes into effect as an

official plan or after that part of a plan comes into effect as a part of an official plan, if the only outstanding appeals relate to those parts of the plan that propose to specifically designate land uses,

- (a) revise the official plan as required to ensure that it is,
 - (i) conforms with the provincial plans or does not conflict with them as the case may be,
 - (ii) has regard to the matters of provincial interest listed in section 2, and
 - (iii) is consistent with policy statement issued under subsection 3(1)

In order to ensure the Plan remains in conformity with the provisions of the Planning Act it will be necessary to monitor changes in Provincial legislation and policy to ensure all relevant issues are covered in the required Official Plan review.

Provincial Policy Statement (PPS) 2005

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest for land use planning and development. The PPS contains the following provisions in sections 4.10 and 4.11, which relate to monitoring for the Province in consultation with its partners plus the need for municipalities to establish performance targets in their Official Plan:

- “The Province, in consultation with municipalities, other public bodies and stakeholders shall identify performance indicators for measuring the effectiveness of some or all of the policies. The Province shall monitor their implementation, including reviewing performance indicators concurrent with any review of this Provincial Policy Statement.”
- “Municipalities are encouraged to establish performance indicators to monitor the implementation of the policies in their official plans.”

The Cambridge Official Plan must be consistent with the PPS.

Places to Grow Act and Growth Plan for the Greater Golden Horseshoe (Provincial Growth Plan)

In 2006, the Ontario Government approved the Growth Plan for the Greater Golden Horseshoe. The Provincial Growth Plan contains a set of policies for Infrastructure and Public Service Facilities to accommodate growth to the year 2031 within the Greater Golden Horseshoe area, which includes the Region of Waterloo. While these targets, like many other performance measurements in the Provincial Growth Plan are measured at the Regional level, it will be necessary for local municipalities to collect the needed information to allow for compilation by the Region.

Under General Intensification the Growth Plan contains policy 2.2.3.2:

“By the year 2015 and for each year thereafter, a minimum of 40 per cent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.”

As a result, it will be necessary to monitor how many residential units are constructed annually and tabulate whether they are within the built up area or are in greenfield areas. Should some local municipalities not be able to meet certain requirements, e.g. 40% of residential development after 2015 in the form of intensification, infill and redevelopment, then others would have to exceed the target in order to meet the overall requirement at the Regional level. In 2009 approximately 31% of

the residential development in Cambridge was within the Built Boundary, which is considered as intensification, infill and redevelopment. Monitoring of intensification, infill and redevelopment has commenced using 2006 as a base year.

The Urban Growth Centre section contains the following policy 2.2.4.5.c):

“Urban growth centre will be planned to achieve, by 2031 or earlier, a minimum gross density target of 150 residents and jobs combined per hectare for...Downtown Cambridge.”

As a result, it will be necessary to estimate the number of employees and population within the Cambridge Urban Growth Centre. For new residential and commercial developments, estimates of population and employment will have to be based on a factor of number of employees per square metre of floor space and then the numbers can be verified at the five year intervals when the Federal Census occurs. Waiting for the five year Census intervals to estimate the number of people and jobs does not allow for modifications to the policies to increase densities if the development is falling significantly below the Provincial targets.

The Provincial Growth Plan contains policy 2.2.7.2 regarding Designated Greenfield Areas:

“The designated Greenfield area of each upper- or single-tier municipality will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.”

Similar to estimates for the Urban Growth Centre, it will be necessary to use estimates of population per unit and employees per square metre of floor area to monitor this performance indicator. Given the wide variations of employees per hectare for industrial operations and other employment area uses it will be important to obtain an estimate of potential employees as part of any development application. At the five year Census data intervals it should be possible to confirm whether the targets were met.

Regional Official Plan (ROP)

In order to accommodate built and approved developments, more robust density and intensification targets have been established in the ROP to ensure compliance with the Provincial Growth Plan. As a result, the intensification target in the ROP is 45% after 2015. The Greenfield development density targets contained in the ROP are as follows:

- Primarily a residential function: 55 residents and jobs per hectare
- Solely an employment function: 40 residents and jobs per hectare
- Prime/Industrial Strategic Reserve: 25 jobs per hectare
- Urban Growth Centre: 150 residents and jobs per hectare

The Regional Municipality of Waterloo adopted a new Regional Official Plan (ROP) on June 16, 2009, which was subsequently approved by the Province on December 22, 2010 and notice of approval was given on January 4, 2011 and some appeals to the Ontario Municipal Board have been filed. The approved ROP (2010) contains the following policies, 10.G.1 and 10.G.2, regarding monitoring:

- “To provide information for the on-going evaluation of the policies in this Plan, the Region will continue to carry out a program of research, in collaboration with the Province, Area Municipalities, the Grand River Conservation Authority and other stakeholders, as appropriate, to identify the changing social, economic and physical needs of the residents of the region and

the consequences of technological improvements that may affect the programs and policies of the Region.”

- “The Region will continue to develop financial and/ or information collection and sharing arrangements with the Province, Area Municipalities, the Grand River Conservation Authority and other stakeholders to provide for the development and maintenance of comprehensive and integrated region-wide demographic, environmental, economic, land use, housing and social databases. These databases will be used to monitor the effectiveness of the policies in this Plan, and where feasible, information from these databases will be made available to the public.”

Cambridge Official Plan (Current)

At present, the majority of the Monitoring policies are located in Chapter 20 “Monitoring and Review”. In addition, Chapter 9 Residential Environment, Policy 9.1.11 refers to monitoring of safe, accessible and affordable housing. In addition, this particular policy makes reference to the preparation of an annual housing report and the maintenance of a development monitoring system.

Discussion:

Appendix 1 to this paper, which is not part of the Official Plan, lists some of the primary performance indicators needed to measure the progress of implementation of the Plan. This appendix also indicates the major data sources and responsibility for data collection and monitoring. The primary variables to be monitored involve demographics, housing and employment, as well as development and associated densities to achieve the targets established in the Provincial Growth Plan and the Provincially approved ROP (2010). Appendix 1 also identifies which additional variables will have to be monitored in order to determine if compliance with the Provincial Growth Plan, the ROP and this Plan is being achieved.

In addition, there are numerous policies throughout the revised Official Plan to enhance the natural features and improve the operations of subwatersheds. Monitoring of the natural features and functions requires an extensive data base outlining base conditions and monitoring data, which is very labour intensive and as a result expensive to collect.

Some data may be available for environmental monitoring, which requires fewer resources to collect. This includes the information collected through the development of subwatershed plans and environmental impact statements. Preparation of these documents is not the sole responsibility of the City but often involves the private sector as part of a development application along with the Region and other agencies, such as the Grand River Conservation Authority. Data from these studies, when compiled, would provide some information to allow environmental monitoring on a broader scale. In addition, as watercourses are naturalized as part of City and Grand River Conservation Authority projects, these improvements can be monitored. It would be necessary to establish a data base where this information can be stored for monitoring purposes along with developing appropriate updating procedures. Currently some of this information is shown on Map 13 “Watercourses Subwatersheds and Selected Fisheries Resources”.

A key principle in monitoring should be the efficiency in collection and analysis of data. As a result, much of the monitoring should be undertaken in conjunction with other agencies, such as the Region. Acquisition and analysis of Census data, which are collected every 5 years by Statistics

Canada, should be coordinated by the Region in collaboration with the area municipalities. The annual Staging of Development Plan is prepared by the City but it is also used by the Region as input into the Regional Integrated Infrastructure Staging Plan.

Given the overlap, this Draft Policy Paper should be read in conjunction with the Draft Policy Paper on the “Introduction and Supplementary Policies”. At some point a consolidation of the material in both Draft Policy Papers may be appropriate.

3. Proposed Official Plan Policies

Chapter 12: Monitoring and Review

- | | |
|--|--|
| ROP 3.19.2,
10.G.1,
10.G.2,
-20.1 revised | 1. The <i>City</i> will monitor characteristics and trends in the growth and change of major land uses and demographics in the city including:
a) the supply of existing and potential housing stock by type, including <i>affordable</i> housing, to accommodate the varying needs of the city’s residents;
b) the supply of vacant employment land to accommodate job creation in keeping with <i>Provincial</i> and <i>Regional</i> targets and;
c) the general demographic, economic, employment, social and technological information and trends that may affect aspects of this Plan. |
| Growth Plan
5.4.3.3 | |
| ROP 10.G.1,
10.G.2,
-20.1, 9.11.1
revised | |
| Growth Plan
5.4.3.3 | 2. The <i>City</i> will monitor the amount of residential <i>development</i> in <i>Greenfield Areas</i> and the amount of <i>reurbanization</i> within the <i>Built Boundary</i> to measure compatibility with the Provincial Growth Plan and Regional Official Plan. |
| Growth Plan
5.4.3.3 | 3. The <i>City</i> will monitor the level of population and jobs per hectare in both <i>Greenfield Areas</i> as well as the <i>Urban Growth Centre</i> to measure compatibility with the Provincial Growth Plan and Regional Official Plan. |
| 20.2 revised | 4. The <i>Province</i> may approve changes to <i>Provincial</i> planning policy from time-to-time, which will require amendments to municipal official plans to achieve conformity. The <i>City</i> will introduce such amendments to this Plan following consultation with <i>Provincial</i> and/or <i>Regional</i> planning officials respecting the nature of the amendments and following consultation with the public to explain the nature and need for changes to this Plan. |
| Plng. Act.
26(1)
20.3 revised | 5. The <i>City</i> will determine the need to undertake regular and comprehensive reviews of this Plan, every five years or sooner following the Plan taking effect, in accordance with the provisions of the Planning Act. |

Plng. Act
26(3)

6. In accordance with the Planning Act any comprehensive review of this Plan will follow a public meeting to determine the need and scope of any review.

9.1.1.3
revised

7. The *City* in cooperation with the *Region* will prepare staging and development plans to ensure that the necessary *infrastructure* is available to accommodate *development*.

-3.2.1.1.3

8. The *City* will annually prepare a Staging of Development Plan for input into the Regional Integrated Infrastructure Staging Plan, and the *Regional* and *City* budgets, to indicate the priority to be given to *development* in specific areas or Districts for the purposes of coordinating local and *Regional* services. The Staging of Development Plan will address the following:

a) the staging of *development* projected over a five year or longer period, with the objective being to define a program of *infrastructure* requirements to provide for a continuous three year supply of serviced residential land; and

b) measures to ensure that *development* occurs in logical sequence, considering the rate and type of *development* in previously serviced areas, and market conditions.

20.1 revised

9. The monitoring program will be used to determine whether the objectives and policies of this Plan are being achieved or whether there is a need to amend any provisions of this Plan to reconcile differences between such trends or changing characteristics and the policies of this Plan.

New

10. The results of the *City's* monitoring program will be reported to *Council* as required.

4. Glossary

Please see separate glossary.

5. Mapping Updates

None.

6. Proposed Policies to Be Deleted

None. Current Policy 20.4 is revised is moved to Policy 10.13 “Pre-consultation”

Appendix 1: Performance Measures and Data Sources

Legislation	Requirement	Data Needed	Data Source	Leadership	Baseline Data	Currently Done	Frequency
Plng. Act 26(1)	5Year review – new Prov. policies	Prov. Plans & legislation	Province	City		Yes	5 year cycle
P.P.S. 4.11	Performance Indicators in O.P.	Various	Various	City			
Growth Plan 2.2.3.1	40% Res. Intensification/ ROP 45%	# of units by area/ year	Bldg. Permits	City		Yes	Annually
Growth Plan 2.2.7.2 ROP 2.D.17	Greenfield 50 pop + jobs/ ha. -ROP 25 jobs/ ha. (Prime Ind. Strategic Reserve) -ROP 40 pop + jobs/ ha. (Emp. Area) -ROP 55 pop + jobs/ha. (res.)	-Pop / area -Emp. / area	Pop: Census or units x factor -Emp. Census or area x factor	City Bldg. permits. City & Region for Census (started monitoring in 2006) -2011 Regional Employment survey		Yes	Annually after 2015
Growth Plan 2.2.4.5 c)	U.G.C. 150 pop + jobs / ha.	-Pop/ area -Emp./ area	Pop: Census or units x factor -Emp. Census or area x factor	City for Bldg. permits. City & Region for Census		No	Annually after 2015
ROP 10.G.2	-Demographics	-Population -Age Group -Ethnic mix -P.P.U.	Census	Region / City	Yes	Yes	5 year cycle
Notes on Page 10							
Legislation	Requirement	Data Needed	Data Source	Leadership	Baseline Data	Currently Done	Frequency

ROP 10.G.1, 10.G.2	-Economics, Technological	-Labour Force -Education levels -#/size of firms by type	-Census -Census -Census/ Emp. Survey	-Region/ City -Region/ City -Region/ City (Econ. Dev .Dept)	Yes Yes Yes (industrial)	Yes	5 year cycle
ROP 10.G.2	-Land Use	-Changes in use	Dev. Approvals (site plan, rezoning, etc	City		Yes	Annually
ROP 10.G.2	-Housing	-Change in Units/ type	Bldg. / Demolition Permits	City		Yes	Annually
ROP 10.G.1, 10.G.2	-Social	-Parkland & Rec. facilities / 1000 pop -Pop /unit (PPU) -Family status -# Inst. uses change -Social Service Stats	-Recreation Dept. inventory -Pop & units -Census -Bldg Permits -Reg. Social Services / Community Data Consortium	-City - Region -Region -City -Region		Yes Yes Yes No	As needed 5 year cycle Annually
City OP 20.1	-Housing Supply	- Change in Units/ type	Bldg. / Demolition Permits	City		Yes	Annually
City OP 20.1	-Housing Range	- # units by type	-Bldg. Permits	City		Yes	Annually
City OP 20.1	-Housing Affordability	-Average housing price -Average rents -# Social Housing units	-Royal LePage reports -CMHC annual rental survey -Regional. inventory	-City / Region -City - Region		No Yes No	Annual As required Annual
MPMP **	Residential Supply	-# of units by area/ yr.	Bldg Permits	City		Yes	Quarterly
MPMP **	Preservation of Agr. Land	-area of land re- designated/ yr.	O.P.A.'s	City		Yes	Annual
Heritage Act	-Changes to Heritage Registry	-Record of demolitions and properties deleted from Heritage Registry	-City	-City	Yes	Yes	Annually

Notes:

Traditional Employment Factor Estimates:

- Retail: 1 employee / 37 sq. m. (400 sq. ft.)
- Office: 1 employee/ 23 sq. m. (250 sq. ft.)
- Industrial: Due to wide variation will have to rely on expected employment levels provided by applicant for new industrial developments.

Population Per Unit Estimates (PPU):

Singles and Semis: 3.33 people

Townhouses: 2.48 people

Apartments: 1.83 people

(Based on Region's P.P.U. estimates)

Targets:

- Growth Plan Target: 50 pop + emp. / ha. for Greenfields
- ROP Greenfield Targets:
 - Prime Industrial Strategic Reserve: 25 jobs / ha.
 - Employment Area: 40 pop + jobs / ha.
 - Residential Area: 55 pop + jobs / ha.
- Urban Growth Centre (UGC): 150 pop + jobs / ha.

Footnotes:

*Community Data Consortium (CDC)

** Municipal Performance Measurement Program (MPMP) –
Province of Ontario